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Subject: Frontex Programme of Work 2012

Delegations will find attached the Frontex Programme of Work for 2012.



Programme of Work 2012

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EXECUTIVE SUMMARY

The Programme of Work¹ is Frontex' operative plan against which reporting for governance purpose (assessing and evaluating operational activities initiated and implemented during 2012) will be done. It outlines Frontex' activities in the year of question.

Frontex' Programme of Work also seeks to ensure the highest possible level of transparency towards the citizens of the Member States of the European Union.

The Programme of Work is structured around Frontex' Operating Model which is built on **three core functions**:

1. **Risk Analysis and Knowledge Management,**
2. **Management of Joint Operations** (including Operational Reactivity), and
3. **Capacity Building.**

These core functions are enabled by Frontex' contributions to and achievements in applying the concept of Integrated Border Management. The concept is executed in close cooperation with Member States' (MS) and third countries' border control authorities, supporting and assisting regional structures, and interagency cooperation.

The success of Frontex' Operational Model does not solely depend on the availability and utilization of Frontex' human, financial, and technical resources grouped in Frontex' organizational structure, but also on the commitment of external players and partners such as the Member States providing input to Frontex' coordinated activities. This is especially the case in time of zero growth or budgetary restrictions.

Activities carried out by Frontex have been identified as ongoing and recurring delivery of products and services. For the next years those activities will remain within Frontex' operational portfolio. During this time some of them will remain unchanged whereas others will see slight adjustments, dependent on the stage of the life cycle they have reached. Aligned with the internal security strategy the focus of Frontex' operational activities also includes targeting organized crime at external borders.

Cross divisional activities but also activities within one division have been clustered in programmes reflecting a mid-term approach. The clustering enables the adjustment of the annual composition of such a programme if needed without changing the general scope of the programme. This flexibility allows a more flexible response to changes to Frontex' operational environment.

The Programme of Work iteratively foresees changes to the Frontex Regulation that will be in force from mid December 2011. By differentiating between short and mid to long term requirements and consequent actions the impact of zero growth should be partly compensated.

¹ A Programme of Work is a statement for the activities or steps needed to accomplish a plan. It aims to make a strategy action related;

The **general part** of the Programme of Work 2012 reiterates Frontex' mission, its strategic positioning and also Frontex' vision.

The general part continues with an environmental scan and the expected situation at the external borders of the EU in 2012. This part is mainly based on findings stated in the Annual Risk Assessment 2011 and the Semi Annual Risk Assessment 2011.

The next part of the Programme of Work focuses on Key Business Areas of Frontex, developed around **Awareness** (Analytical Capabilities)², **Response** (Operational Capabilities & Reaction Capabilities)³, **Interoperability** (Customerization)⁴, and **Performance** (Managerial Capabilities)⁵ as the four strategic centers (goals) of Frontex.

Based on the recent geopolitical instability and the consequent volatile risk level, requiring different kind of responses within very short timeframes, the Programme of Work also elaborates on ideas for an **Operational Contingency Package**. The forecast was based by the Annual and Semi Annual Risk Analysis 2011 and FRAN quarterly reports, fed by Member States contributions.

Frontex undertook to implement a **prioritization model** by identifying six areas of priority which were ranked against each other. By applying this model, activities have been prioritized and consequently cut, downsized or temporarily suspended.

Frontex' organizational structure is broken down into divisions and units delivering outputs and linked with indicators of performance to support management and governance functions. Each of the projects, products, and services is linked to the human **resources and financial means** needed to carry out the activities that should lead to the outputs described in this document. In order to measure the achievement of the expected outputs **indicators of performance** have been designed and assigned to each of the products and services. Those indicators are used to report to the Management Board on a quarterly basis.

The following part of the Executive Summary summarizes and highlights areas which, besides structural changes, contains changes regarding output and consequently foresees changes to human and/or financial resources.

² **AWARENESS** understood as gathering 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.

³ **RESPONSE** – understood as playing a key role in initiating joint activities and coordinating regular operational border security measures at EU level with highest efficiency. Thereby effectively support MSs to manage emergency situations and ensure security at EU external borders.

⁴ **INTEROPERABILITY** to be the central player for promoting harmonization of doctrines, needs, operational and administrative procedures, and technical solutions supporting effective management of the EU external borders.

⁵ **PERFORMANCE** - increase efficiency in the use of resources, the improvement of processes of work and the achievement of defined objectives.

In EUR	Budget 2009	Budget 2010	Budget 2011 N3	DB 2012
<i>I. Subsidy from the European Union entered in general budget of EU</i>	85 000 000	89 050 000	111 000 000	79 500 000
<i>II. Contributions from countries associated with the implementation, application and development of the Schengen Acquis⁶</i>	2 400 000	2 946 928	6 337 000	4 460 000
<i>III. Contributions from the UK and Ireland</i>	850 300	850 000	850 000	1 000 000
<i>IV. Any voluntary contribution from the Member States</i>		0	p.m.	p.m.
TOTAL	88 250 000	92 846 928	118 187 000	84 960 000
<i>V. Earmarked revenue</i>	0		p.m.	p.m.
	88 250 000	92 846 928	118 187 000	84 960 000

Table 1: Overview of revenue generation 2011

Even though Frontex' Multi Annual Plan 2010 – 2013 in general proposed to slightly increase the number of staff in 2012 (not just due to an increased number of activities but also due to an increased scope of some of the activities), Frontex has to continue following a 'zero-growth-policy' for 2012.

		2011	2012
Human Resources	TA	143	143
	CA	87	87
	SNE	83	83
	SUM	313	313

Table 2: Development of staff 2011 - 2012

In line with this policy, the number of staff in 2012 is 313 persons including the senior management of the Agency.

For the time being, Frontex expects 2012 to be a year with a stable need for financial resources. In the following years, and based on experiences with the new Frontex Regulation, human and financial resources will have to be developed accordingly. This undertaking will be justified by utilizing sound and reliable information and indicators generated by a Performance Management System.

⁶ Based on GNI figures as published by Eurostat on 10 January 2011. The GNI figures are regularly revised by Eurostat and a final figure will only appear after some years.

	Commitments 2010	Payments 2010	Budget 2011 N3	Draft Budget 2012
Title 1 – Staff related expenditure	15 512 543	15 063 741	21 447 000	20 550 000
Title 2 – other administrative expenditure	11 854 813	5 952 819	10 009 500	10 077 000
<i>Subtotal administrative expenditure</i>	27 637 356	21 016 560	31 456 500	30 627 000
	30%	33%	27%	37%
Title 3	65 544 619	42 760 569	86 730 500	54 333 000
	70%	67%	73%	63%
Total	91 911 975	63 777 128	118 187 000	84 960 000

Table 3: Overview of expenditures (per Title) 2010 - 2012

During 2012 the ratio between administrative and operational expenditure will be established at the level of 37%. However, as mentioned in earlier years, there are significant “hidden” operational expenditures included in the administrative expenditure (Title 1).

In 2012, the **administrative expenditures (T1 and T2)** will decrease by 0.8 M €.

Operational expenditure will amount to 63 % of the budget in 2012. The operational budget will increase by 1 Mio Euro (compared to the initial budget for 2011). Additionally, more efficient use of resources will also contribute to increase both, primary and secondary operational activities by 5%.

Aligned with the strategic objectives of strengthening security through border management, Frontex’ enhanced coordination will link crime prevention and the fight against crime more closely with migration management. By doing so, the full potential of the concept of Integrated Border Management concept will be used.

Taking into account that Frontex’ functions cover the entire scope of the four tier EU border security strategy, 2012 will require continued reinforcement of activities as regards development of relations and cooperation with third countries in the field of border management as well as return operations. Special efforts will be made to intensify cooperation with relevant authorities of third countries in the Mediterranean region, Western Africa, Central Asia and Far East.

2012 will see Frontex, together with the Member States, participating in the continued development of a “European Surveillance System (Eurosir)”. Combined with this will be a number of long term operations at sea, land and air borders.

Frontex enhances border security by strengthening the cooperation between Member States and, together with Member States, continues the development of regional border management initiatives in particular at the southern maritime borders. The National Frontex Points of Contact (NFPOC) network will be further developed together with other specific networks.

Frontex will strive to further improve its analytical capacity. Links to the European Immigration Liaison Officers (ILO) networks will be reinforced.

The largest part of Frontex' budget is allocated to Joint Operations to further improve Frontex' capabilities and effectiveness in coordinating operational activities of MSs and SACs based on risk analysis. This enables better focusing on the main routes of irregular migration and enhancing the impact of border management on fighting crime at the external borders.

The budget allocated to this functionality will increase by 4.4 M Euros (compared to the initial budget 2011). This will allow Frontex to slightly increase the absolute number of operational days by 5 %.

Joint Operations and Pilot Projects at [Land Borders](#) have been allocated an amount of 5.0 M € to enhance coordination of operational cooperation of MSs and SACs in order to tackle irregular migration flows and enhancing the impact on fighting crime at EU external borders by targeting the Balkan and Eastern routes.

Joint Operations and Pilot Projects at [Sea Borders](#) will be, as in earlier years, the recipient of the biggest share of Frontex' budget allocations. An amount of 25.0 M € has been allocated to Sea Borders sector in order to tackle irregular migration flows on routes identified by risk analysis. The amount will be used to enhance the coverage of sea operations in terms of operational areas and implementation periods.

[Air Borders](#) has a budget of 2.2 M € to tackle the situation originating from the Western Balkan region, Latin-America, Asia, Africa and the Middle East and for further implementation of a long-term approach to face the phenomenon of irregular migration by activating FJSTs at various airports.

[Return Operations](#) will intensify the support of MSs and SACs by organizing joint return operations. A budget of 10.2 M € has been made available to i.a. assist (including use of leased aircraft) in the organization of slightly more than 30 Joint Return Operations by air, land or sea and to co-finance several of these operations.

[Risk analysis](#) will provide strategic analytical products and related advice as well as operational and tactical analytical products to internal and external stakeholders in a timely manner. A budget of 1.4 M € is available to produce several periodical and ad hoc Risk Assessments and for analytical support to operational activities of the Agency.

[Frontex Situation Center](#) (FSC) 1.0 M € should enable FSC to maintain situational awareness, support risk analysis and support emergency/crisis management processes by further increased operability (9/7 service).

In 2012 [Research & Development Unit](#) will have a budget of 1 M € to drive the process of harmonization and development of standards, both operational and technical for border control; to keep MSs informed about new technical/technological development in the field of border control and to represent the common interests of the MSs in border security research.

Frontex, together with the Member States, will participate in the continued development of [Euroscur](#). The initiative will contain three workstreams with an amount of 3.5 Mio Euros assigned to them.

Training Unit's activities fall broadly in three main categories: standardized common curricula and upgrade courses, further training in order to achieve co operability for BG officers not trained on common training standards and training support. A budget of 4.0 M € is available for different activities. The decrease of financial means compared to earlier years should not impact on the number of training days delivered which will increase by 5 %.

[Pooled Resources Unit](#) will manage and further develop pools of border guards and technical equipment of EU Member States, Schengen Associated Countries and Frontex in order to increase availability and deployability of operational resources for joint operations, technical and operational assistance, and rapid operational assistance and thereby strengthen the response capacity of Frontex.

Miscellaneous operational activities cover mostly the budget for operational IT projects (€ 1.6 M) such as the completion of RAU/FSC automation, Return/Joint operation automation and other projects with Research & Development and/or Training as main beneficiaries. To a much smaller extent missions with an operational character but not linked to a specific operational project are covered by this budget article.

1. General Part

1.1. Introduction

As stipulated by the Frontex Regulation⁷, the Programme of Work aims to outline and agree on Frontex' areas of possible activities in the year of question. Frontex' demanding operational environment requires that the annual Programme of Work is developed based on the current situation, the available resources, and priorities. Changes to those parameter might also drive adaptation and changes of the Programme of Work throughout the year. With the inclusion of an operational contingency plan, efforts were made to allow Frontex' and the Member States to quickly respond to changed needs implementing certain, mandated activities. Both elements strive to strike a balance between security, flexibility and transparency, allowing Frontex to target and adjust its activities, thus making use of its operational capacity.

This Programme of Work 2012

1. aligns with Frontex' Multi Annual Plan 2010 - 2013,
2. focuses on sustained delivery of established "Products", and "Services" (including further development) clustered in "Programmes", and
3. contains initiation and execution of new "Projects" or "Programmes";
4. uses the initial Programme of Work 2011 and the initial budget 2011 as a baseline;
5. includes the completion of the pilot project „Frontex' Operational Office“;
6. contains ideas for an Operational Contingency Plan 2012 to be implemented based on situational developments and
7. reflects a staggered approach to the implementation of changes to the Frontex Regulation

1.2. Mission

Frontex is the European Agency to coordinate the operational cooperation at the external borders of the Member States of the European Union.

Frontex is 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 contribution to an efficient, high and uniform level of control on persons and surveillance of the external borders of the Member States.⁸

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

⁷ Council Regulation (EC) No 2007/2004 of 26 October 2004 , establishing a European Agency for the Management of Operational Coordination at the External Borders of the Member States of the European Union.

⁸ Frontex Regulation, Article 1.

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

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

Frontex operational activities are intelligence driven and are undertaken under the premises of full respect of fundamental rights of individuals involved. The effectiveness of Frontex is based on its highly motivated and professional personnel. In return, Frontex will strengthen its status as a competitive employer.

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

Within the framework of the EU Internal Security Strategy Frontex also focus on operational activities targeting organized crime at the external borders.

1.3. Vision

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

1.4. Environmental Scanning

Frontex and the Member States do not act in a stable environment, immune to externalities such as political, economical, social, technological, legal and environmental factors. In 2011 we witnessed a series of dramatic changes such as to political systems in North Africa, which were directly impacting (driving) the operational situation, both in terms of volume and the type of operational activities. This uncertainty is likely to continue in 2012.

Frontex, primarily acting as a coordinator, is extremely dependent on the willingness of Member States' and Schengen Associated Countries' to actively participate in and to deploy technical assets to the Agency's coordinated activities. The aim of this section of the report is to highlight on certain factors that have an impact on the implementation of the Programme of Work. It must be understood that this list is not exclusive.

1.4.1. Frontex' task environment

New mandate (tasks) of Frontex

The amended Frontex Regulation contains elements that need to be implemented immediately after the changes are in force (arg: shall).

Consequently, 2012 will see

1. activities to transform the FJST and the Rabit pool into the new formal pools (European Border Guard Teams – EBGT)
2. the inclusion of a minimum number of equipment for operations included in the pools;
3. reporting to the European Parliament on the number of equipment and guest officers contributed to the pools;
4. activities related to the establishment and revision of the Code of Conduct for Frontex' coordinated activities including on return activities;
5. the adoption of Frontex' Fundamental Right Strategy;
6. the establishment of the consultative forum on fundamental on rights
7. the appointment of Frontex' Fundamental Rights Officer; and
8. ensured training (including training on Fundamental Rights) of all guest officers participating in operations

Regarding a second set of changes the revised legal framework allows the application of a mid to long term approach seeing related issues as options (arg: may) to be utilized by the Member States and by Frontex.

Such mid to long term options are

1. enriched risk analysis (including the assessment of MSs' capacity to face threats and pressure at external borders;
2. the processing of personal data for risk analysis;
3. recruiting SNEs as guest officers;
4. technical assistance to third countries;
5. exchange programme for border guards;
6. increased contributions from MSs to joint operations;
7. acquisition and leasing of equipment by Frontex;
8. secondment of liaison officers in third countries

These changes, together with the next Financial Perspective require the revision of Frontex' strategy, gradually applied as from 2012.

1.4.2. Frontex' societal environment

1.4.2.1. Politically determined element of Frontex' external environment

Lisbon Treaty

The concept of Integrated Border Management has been introduced into the primary law of the EU. It also changed the JHA working structures and transferred CIREFI functions to Frontex.

Council Conclusions (e.g. 23/24 June 2011)

reiterating Frontex' contributions under exceptional circumstances and elaborating on the timeline for Eurosur, or calling to push forward rapidly with work on „smart borders“;

Stockholm Programme

Outlining major changes to the security architecture and organization of European border management.

Action Plan implementing the Stockholm Programme

The Action Plan outlines in its Annexes how the European area of freedom, security and justice will serve as a key element of the EU's response to global, long-term challenges. Although most of the areas contain guiding principles for Frontex' activities, the emphasis are clearly on Frontex' contributions to ensure the security of Europe.

Council Conclusions on 29 measures (25-26 February 2010)

Reinforcing the protection of the external borders and combating illegal immigration. The measures aim at:

- a) amending the Frontex Regulation containing new activities for Frontex (in general)
- b) the development of the European Surveillance System - EUROSUR,
- c) the fight against illegal immigration networks and trafficking in human beings,
- d) solidarity and the integrated management of external borders by the Member States and
- e) the cooperation with third countries.

Commission's Communication

- on the future development of Frontex,
- on examining the creation of a Border Surveillance System and
- "Towards an integration of maritime surveillance in the EU: A common information sharing environment for the EU maritime domain" ('CISE').

The Internal Security Strategy (ISS)

Mentions that "The cooperation of law-enforcement and border authorities, judicial authorities and other services must exploit the potential synergies that exist in the areas of law-enforcement cooperation, integrated border management and criminal-justice systems." (Objective Number 4). In addition, according to the European Commission, this objective will also contribute to setting up the European Border Surveillance System (EUROSUR).

Standing Committee on Internal Security (COSI)

Alignment of planning processes of the Agencies but also with the Member States as the entities coordinated by COSI.

Legislative proposal to set up EUROSUR

The European Commission presented a legislative proposal to establish the European Border Surveillance System (EUROSUR). The proposal defines the objectives and scope of the information exchange at the initial stages of EUROSUR, and in particular, set out the tasks and competences of the National Coordination Centers and Frontex.

Presently, the Commission plans for EUROSUR to become operational by 2013. At that point, it should consist of both an information exchange system and a cooperation mechanism, which will enable Member States and Frontex to improve common situational awareness at the EU external borders and in the pre-frontier area (CPIP), and improve the reaction capabilities of national authorities responsible for controlling the EU external borders.

Schengen and EU enlargement

The decision on the date for Romania and Bulgaria to join the Schengen area has been postponed.

The process of EU enlargement continues with Croatia. The earliest possible time for Croatia's accession to the EU is mid 2013.

EU Information Management Strategy

Schengen Visa Code and the role assigned to Frontex to support the visa issuing policies based on risk analysis.

Visa liberalization processes

In November 2010, in addition to lifting visa requirements for biometric passport holders from two Western Balkan countries, i.e. Albania and Bosnia and Herzegovina, the EU also extended the same privileges to Taiwan. As for other third countries, visa dialogues are not expected to lead to a visa waiver in the 2011–2012 period. Georgia signed a visa facilitation agreement with the EU.

Return Directive

The Return Directive prioritizes voluntary departures, which may lead to a reduction in the number of forced removals, a fact that may have consequences for Frontex-coordinated return operations.

The developments of the **European External Action Service**: institutional relations and cooperation with EU delegations in 3rd countries, affecting cooperation with agencies such as EUSitCen, European Satellite Centre.

Amendments to ILO Network Regulation

The amendments provide a legal basis for cooperation between Frontex and the ILO networks, promoting the use of ICONet and harmonizing reporting within already-established networks. The amendments came into force in April 2011, enhancing the Agency's capacity to implement its mandate with regard to the provision of risk analysis and the facilitation of operational cooperation between Member States and third countries.

1.4.2.2. Economic factors

The development of the economy in the Member States remains difficult to predict. Although the economic forecast, based on the development of the gross domestic product (GDP), was in general positive and varied from +1.1 to +4.0% (compared to 2010) the last months of 2011 have shown significant volatility.

Labour demand picking up in Member States

The Commission warns of the potential for high unemployment levels for some time to come. In addition, improvements are unlikely to be uniform between Member States, in particular with expected employment gains in Germany and a continuation of the difficult situation in Spain.

Increasing air passenger traffic in the EU

Most of the major EU air carriers reported growth in passenger numbers and it was a direct result of improved global economic conditions.

1.4.2.3. Legal factors (not mentioned under political factors)

EU readmission agreements with third countries

Currently, there are 12 third countries (mostly in Europe) with whom the EU has a working readmission agreement including Pakistan and Georgia. The European Commission continues negotiations with Cape Verde (on visa facilitation and readmission), Turkey (readmission) and Morocco (readmission).

PNR Directive

At the beginning of February 2011, the European Commission published its proposal* for a new directive on the use of Passenger Name Records (PNR). The scope and purpose of PNR has been widened (preventing and combating terrorist offences and organized crime) as the European Commission proposes that PNR should be extended to 'serious crimes'. According to the European Commission, the main aim of using PNR data is to fight terrorism and serious crime rather than to fight irregular migration and/or facilitate border controls.

1.4.2.4. Technological factors

Developments for border management

A number of Member States are currently upgrading or building new earth-based surveillance systems with the aim of acquiring and deploying modern 'integrated' systems. The deployed equipment is usually a combination of unmanned static and mobile sensors, fixed seismic sensors, and fixed and mobile cameras and radars. The main expected result of these upgrades is a reduction in the number of undetected illegal border-crossings.

Main trends in biometric technologies

Face-recognition technology is increasingly being used in automated border-crossing systems, mostly for EU nationals. Identity verification through facial recognition technology for third-country nationals (using the biometric identifier embedded in the travel document) is presently only taking place during manual border checks.

Those developments will drive the further progress of the 'smart borders package' with the Entry/Exit System (EES) and the Registered Travel Program (RTP) at its core. The systems will further call for synergizing VIS and SIS II.

1.5. Outlook to the situation at the external borders in 2012 (ARA 2011)

Regular passenger flows across the external border will increase due to rising global mobility, possible visa liberalization processes for eastern European partners and new local border traffic agreements along the eastern borders. These developments will increase the responsibility of border control authorities in order to prevent the use of legal channels for overstaying. In addition, Europe will host two major sporting events - the Olympic Games in London and The European Soccer Championship 2012 in Poland/Ukraine.

Changes to the Schengen acquis and the external EU border: With the possible entry of Romania and Bulgaria into the Schengen area, the Schengen land border with Turkey will be extended by 240 km. The Bulgarian land border with Turkey is likely to be targeted more, either through clandestine entry at BCPs or illegal border-crossing between BCPs, than via the sea border in the Black Sea.

The Mediterranean as the main entry area for illegal border crossings: Following the introduction of visa-free travel for Albanian holders of biometric passports in 2011, illegal border-crossings along the green border between Greece and Albania is expected to decrease, and in 2012 the most likely high-pressure points for illegal border-crossings will be along the Mediterranean coast and the land border with Turkey. Migrants with relatively easy/facilitated access to Turkey and/or North Africa will continue to be overrepresented in the flow.

Uncertainty over exact areas and methods of illegal border crossings: Notwithstanding that surveillance will have to be strengthened all along the EU's Southern Border, crisis situations are likely to be concentrated around a few vulnerable entry points. The internet and social networking sites will contribute to the rapid exploitation of vulnerabilities along the external border. In these circumstances, illegal border crossing along the EU's external border will be determined gradually more and more by vulnerabilities - allowing for relatively cheap and non-sophisticated illegal border-crossings than by push factors in source countries or pull factors like employment in the EU which is expected to remain stable in the mid-term.

Increased importance of risk analysis-driven border checks: the increasing use of automated border controls should optimize the use of existing resources, but will require new skills to be acquired through new training. Consistent with the increasing flow of passengers, a growing number of registered traveler programmes (RTP) should further facilitate *bona fide* passenger flows and put additional emphasis on risk analysis-driven border checks in order to ensure the smooth flow of passengers without unduly increasing passenger waiting times. Pre-boarding activities, like the analysis of PNR or API, will gain in significance for border controls.

Increase of impostor techniques and new types of document fraud: The detection of forged documents will continue to remain limited compared to the large flow of passengers, and the increased use of biometric documents will render forgery more difficult. Nevertheless, impostor techniques will increase whenever biometric checks are not systematic at the border, and facilitators are likely to develop new types of fraud.

Early detection of cross-border crimes: As a corollary to strengthening surveillance along the external border, border control authorities in many EU border segments will increasingly be confronted with a priority to focus on early detection of cross border crimes like trafficking in human beings, drug trafficking, smuggling of excise goods and weapons.

1.6. Some ARA Recommendations for 2012

Member States and Frontex are to increase efforts to identify and address vulnerabilities along the external borders

Main areas concerned:

- Mediterranean Sea and Atlantic Coast off western Africa
- Land border with Turkey (Bulgaria, Greece), Western Balkans, and Eastern border
- Main EU airports (France, Germany, Italy, the Netherlands, Spain, UK).

Border-control authorities and Frontex are to set up mechanisms to anticipate and react quickly to the sudden arrival of large numbers of irregular migrants.

Main areas concerned:

- Sea borders in the Mediterranean Sea and Atlantic Coast off western Africa (Cyprus, Greece, Italy, Malta, Spain and France), as well as in the Black Sea (Bulgaria, Romania).
- Land borders with Turkey (Bulgaria, Greece), with Moldova (Romania), with Western Balkan countries (Slovenia, Hungary, Romania, Bulgaria).

Member States and Frontex are to increase their efficiency of border checks in order to make the borders more secure at times of expected passenger increases.

Main areas concerned:

- Land borders with Ukraine, Russia and Belarus
- Main EU airports

Border-control authorities need to be increasingly prepared to deal with humanitarian crisis situations at the external borders.

Main areas concerned:

- Sea borders in the Mediterranean Sea
- Land borders with Turkey, Western Balkans, Eastern border, and with Morocco (Spain).
- Main airports of Member States providing international protection to a large number of applicants.

Frontex is to develop pilot activities for the exchange of information that will fill EU-level knowledge gaps about movements across the external borders and result in improved border controls and internal security.

Main areas concerned: Land, air, sea borders.

Frontex is to support the enhancement of the border-check capacity of Member States to detect passengers misusing travel documents; both through capacity building and through the implementation of Frontex coordinated Joint Operations.

Main areas concerned

- Main EU airports
- Main EU land border sections (Finland, Poland, Bulgaria, Greece and Hungary).

Frontex is to further develop Joint Operations along the eastern land borders and in the Western Balkans focusing on crimes related to smuggling of excise goods, drugs or weapons, and on crimes related to stolen assets while exiting the EU.

Main areas concerned:

- Land borders with Russia, Belarus, Ukraine, Moldova and Turkey
- Sea borders in the Mediterranean Sea and Atlantic Coast off western Africa

1.7. Strategy

In implementing Frontex' Multi-Annual Plan 2010 – 2013 Frontex pursues a **cooperative approach** towards the Member States and other key players in the area covered by the definition of integrated management of external borders of the EU Member States⁹. In complying with a zero growth policy, both financial and human resources are sustained at the same level as in 2011. The increased number of external partners and their contributions to the overall budget offers extended opportunities to be utilized during 2012. Additionally, consolidating financial management - more precise estimations and utilization of synergies - should allow to optimize the use of all available means.

Considering the recent and foreseeable developments it is imperative that Frontex' strategy and the Multi Annual Plan have to be updated in 2012. Also the outcome of the Pilot Project 'Frontex' Operational Office' conducted during 2010 and 2011 (evaluation to be finalized in Q1 2012) will have an impact on the related processes.

<i>In EUR</i>	<i>Budget 2009</i>	<i>Budget 2010</i>	<i>Budget 2011 N3</i>	<i>DB 2012</i>
<i>I. Subsidy from the European Union entered in general budget of EU</i>	85 000 000	89 050 000	111 000 000	79 500 000
<i>II. Contributions from countries associated with the implementation, application and development of the Schengen Acquis¹⁰</i>	2 400 000	2 946 928	6 337 000	4 460 000
<i>III. Contributions from the UK and Ireland</i>	850 300	850 000	850 000	1 000 000
<i>IV. Any voluntary contribution from the Member States</i>		0	p.m.	p.m.
TOTAL	88 250 000	92 846 928	118 187 000	84 960 000
<i>V. Earmarked revenue</i>	0		p.m.	p.m.
	88 250 000	92 846 928	118 187 000	84 960 000

Table 4: Development of financial resources (2009 - 2012)

The budget will **again** be slightly decreased compared to 2009 (**-4.2%**), 2010 (**-8.6%**), and 2011 (**-1.6%**). Experiences gained during the last years should allow assessing the financial needs more precisely (increased level of utilization) and hence compensating this gap.

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

¹⁰ Based on GNI figures as published by Eurostat on 10 January 2011. The GNI figures are regularly revised by Eurostat and a final figure will only appear after some years.

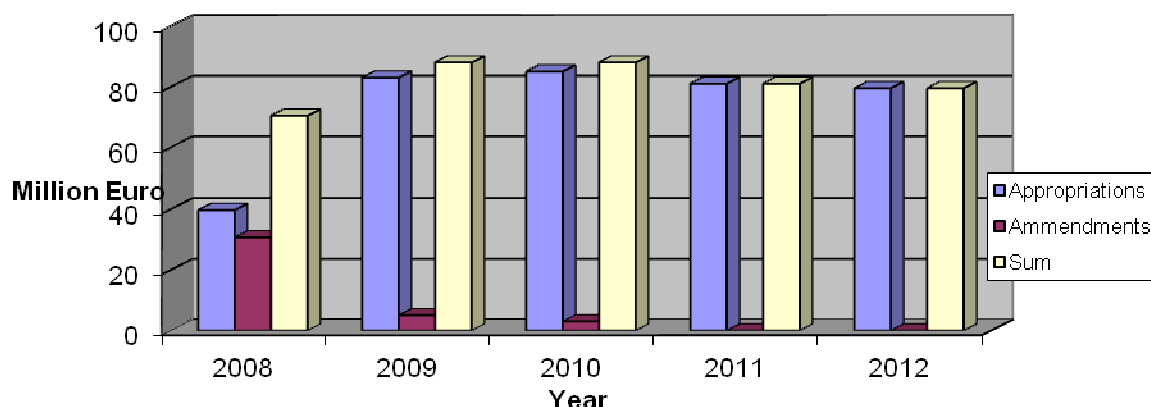


Figure 1: Development of financial means (2008 - 2012)

A more detailed breakdown of financial figures is attached as [Annex 4](#) (Administrative Expenditures) and [Annex 5](#) (Operational Expenditures). A controversial reflection on overheads and direct operational costs is attached as [Annex 6](#).

Human resources haven been frozen at the level of 2011 (N3). The specific situation in North Africa, which resulted in Frontex' Operational Response Package caused an increase of 13 positions (7 SNE and 6 CA). The nature of the related contracts (duration of at least 1 year) required to reflect this increase also in the Draft Programme of Work 2012.

		2011	2012
Human Resources	TA	143	143
	CA	87	87
	SNE	83	83
	SUM	313	313

Table 5: Development of staff (2008 - 2012)

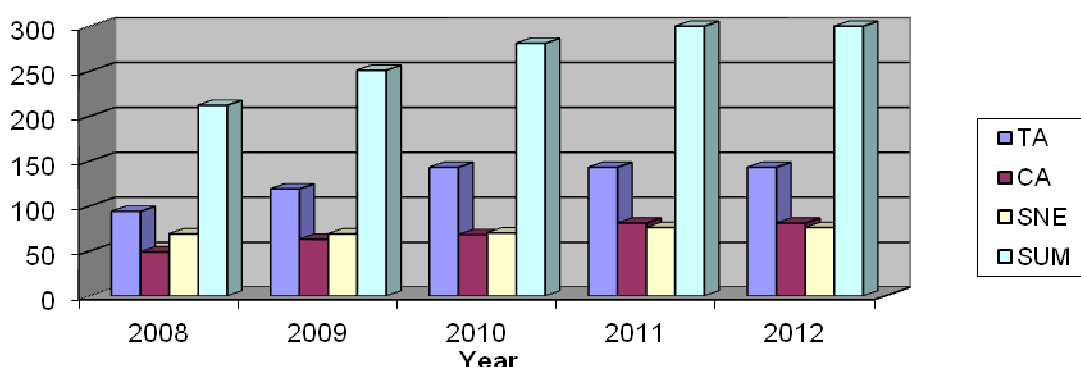


Figure 2: Development of staff (2008 - 2012)

1.8. Approach taken

1.8.1. Goal orientation

Frontex continues to apply a **goal oriented approach**. Frontex defines goals as *open ended statements of what Frontex wants to accomplish, with no quantification of what is to be achieved and no time criteria for completion*.

The identification of goals enabled the Agency to move to a multi annual planning approach. **Awareness, Response, Interoperability and Performance** will be maintained as Frontex' goals.

1.8.1.1. Goal 1: 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.

1.8.1.2. Goal 2: Response

Frontex' goal is playing a key role with the implementation of the EU concept for IBM, particularly in the field of border control measures, initiating joint activities and coordinating regular operational border security measures at EU level with highest efficiency, as well as (additionally) being prepared to effectively support MS in managing emergency situations and ensuring security at EU external borders.

1.8.1.3. Goal 3: 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 harmonization of doctrines, needs, operational and administrative procedures, and technical solutions supporting effective management of the EU external borders.

1.8.1.4. Goal 4: Performance

Frontex will endeavor to achieve results commensurate with 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.

1.8.2. Objectives and Outputs

Compared to the initial plan for 2011, and without including the figures driven by the possible activation of the Operational Contingency Plan 2012, Frontex will strive to increase its operational output by 5% during 2012.

Consequences of the application of a „zero growth policy” for objectives achievements:

Like other EU bodies, Frontex is bound by the zero growth policy. Within this framework the following measures will be taken to manage Frontex’ performance to the expectations of Frontex’ stakeholders.

- Availability of **financial** resources:

Zero growth requires redistribution of available financial resources to identified priorities and cuts in other areas.

Frontex will continue to co finance additional technical means and staff provided by hosting MSs in documented cases.

With regard to the reimbursement of costs related to JOs, new guidelines will be developed. These guidelines shall contain objective criteria for the reimbursement of costs to both host countries and participating countries.

The results (savings) achieved by the measures mentioned before should be further enhanced by increased transparency of the EU funding mechanisms related to border management. Double funding shall be avoided. Frontex will feed experiences gained (findings from operations) as source for priority setting for EU funded initiatives.

The current level of utilizing financial resource offers a ‘buffer’ to be used for enhanced operational activities. This, together with increased efficiency of coordinating activities to be carried out by Frontex’, should allow to counter the increased need even with reduced or unchanged financial resources available.

- Availability/utilization of **human resources**:

The situation is different with regard to human resources. The development and deployment of Frontex’ products and services is driven and produced by Frontex’ staff (including SNEs). **Utilization of synergies, reassignments and merger of tasks, and internal redeployment, put in place in 2010 and 2011, have been fully leveraged** (efficiency). During 2012 the level of staff utilization (workload) cannot be increased any further. A limited or ‘frozen’ number of fully utilized staff will result in limited readiness to respond to new or changed demands for Frontex’ activities despite available financial resources.

1.8.3. Management of customers expectations

In preparing the implementation of the annual Programme of Work, and based on risk analysis using the Annual Risk Assessment (ARA), Semi Annual Risk Assessment (SARA) and the FRAN quarterlies as input, specific operational activities and measures of capacity building are proposed to the Member States. Based on the feedback received and the gap analysis conducted, annual bilateral talks are held with the potential hosting and the participating Member States to achieve agreements on the provision of resources and means to particular operations. Those talks are concluded with the refinement of the operational plans considering the final figures of available resources. In line with the refinement of the plans also the expectations of the stakeholders involved are agreed on and transferred to objectives (general and specific) in the operational plans.

In fulfilment of legal obligations stemming from the Financial Regulations, Specific Financing Decision and Specific Financing Agreement are made and concluded to commit the funds needed to reimburse costs to participating and/or hosting Member States. The preliminary calculation of the costs and funds needed is based on historical data and amounts agreed in the covering legal framework.

1.8.4. Programmes to enable multi-annual planning

Programmes provide the long term framework within which the majority of Frontex' activities such as joint operations, pilot projects, training, research and development are carried out. This allows Frontex to adapt to urgent (changed or new) needs of stakeholders without changing the overall aim of such programmes.

Secondly, addressing a specific geographic area, a specific modus operandi, or a field of activities (aim of programmes) allows us to focus on the core of a problem and tackling the consequences by operational actions.

It is well understood, that the timeframes of programmes (multi annual) and the ones of operational activities (annual) must be aligned with schedules applied by Frontex stakeholders at operational and political level (e.g. Stockholm Programme and Action Plan implementing the Stockholm Programme¹¹).

During the annual revision of portfolios the validity of Frontex' programming approach is constantly challenged, leading to better tailored actions covering identified geographical and topical areas of programmes.

The development of an Operational Contingency Plan for 2012 will help us to be better prepared for response activities needed to cope with uncertain events that require increased monitoring of certain parameters. This approach was applied in 2011 for the first time (Operational Response Package).

1.8.5. Identification of Projects, Products and Services and Prioritization

In 2012 Frontex will continue to further strengthen its portfolio of Products and Services by improving quality but also establish new products and services.

During the last years several Member States and the Commission have strongly addressed the issue of transforming Frontex' activities, products and services into mid to long term deliverables. But 'zero growth' and changing demands advocate a revised approach. Operations have to be more "needs-based", and launching of new or continuation of operational activities has to be challenged and justified annually, based on updated risk analysis. Frontex will continue to address permanent and temporary needs in a tailored and satisfactory way by grouping products, services and projects into programmes.

¹¹ Council document 17024/09, adopted by the European Council on 10/11 December 2009 and COM (2010) 171.

Within the portfolios and programmes the related activities will be prioritized in the following order:

1. Activities required to respond to **emergent needs** (e.g. Poseidon, EPN, Focal Points);
2. Activities to sustain operational presence in areas at external borders of **constant high pressure** (e.g. Pluto, Pulsar);
3. Activities required to maintain core **infra structure** for operational cooperation (e.g. FRAN, WBRAN, Common Curricula for different levels)
4. Activities required to maintain the '**status quo**' (e.g. JRO)
5. Activities **building long-term capacity** of stakeholders (e.g. Frontex' Document Fraud Centre)
6. Activities **building short-term capacity** of stakeholder (e.g. specific trainings).

The application of this ranking between different types of initiatives was used to reduce or postpone initiatives such as the frequency of trainings or the full roll out of a Frontex' Document Fraud Centre.

In line with the statements made, the portfolios of the different entities of Frontex' (including the Operational Contingency Package 2012) have been scrutinized and refined.

1.8.6. Management of Performance and Evaluation

Performance indicators are used by Frontex' management to assess and control the progress achieved towards the accomplishment of objectives or goals set.

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

Performance indicators enable the management to steer activities towards the achievement of objectives, some of them feeding into governance indicators that will enable the Management Board to assess Frontex performance towards agreed high level goals and objectives.

In chapter 2.2. ('Overview of Objectives, Outputs') each of the objectives is related to at least one indicator of performance. The indicators are grouped in four areas (**Participation of Stakeholder, Effectiveness, Impact, and Performance**). The majority of them have different 'drill down levels' generating information for different management and governance levels. Under chapter 2.2. only abbreviations will be used. Further details on each indicator can found in [Annex 8](#) .

Those indicators will be used in 2012 to quantitatively and qualitatively measure Frontex' performance, product and service delivery. As the tool was introduced as of January 2011, only fragmented data is available which makes a comparison (arg: benchmarking) not advisable. During 2011, documented in four reports presented to the Management Board, the baseline for future (2012) assessment will be set. Consequently, the Draft Programme of Work 2012 can only make a reference to the relevant indicator(s) per product, service or bundle of activities.

For 2011 and 2012 the reliability index for each of the indicators will remain at a low to medium level. As the pool of information used for analysis and performance assessment increases the reliability index will increase accordingly.

Review of 2010 – brief inventory of results achieved in operational activities

In 2010 Member States increased their contributions by sending more experts and technical means to the joint operations organized by Frontex, and they also increased their participation in Frontex' Joint Return Operations. Consequently the increase in operational days was significant, i.e. by 27% - 1325 operational days more than was the case in 2009.

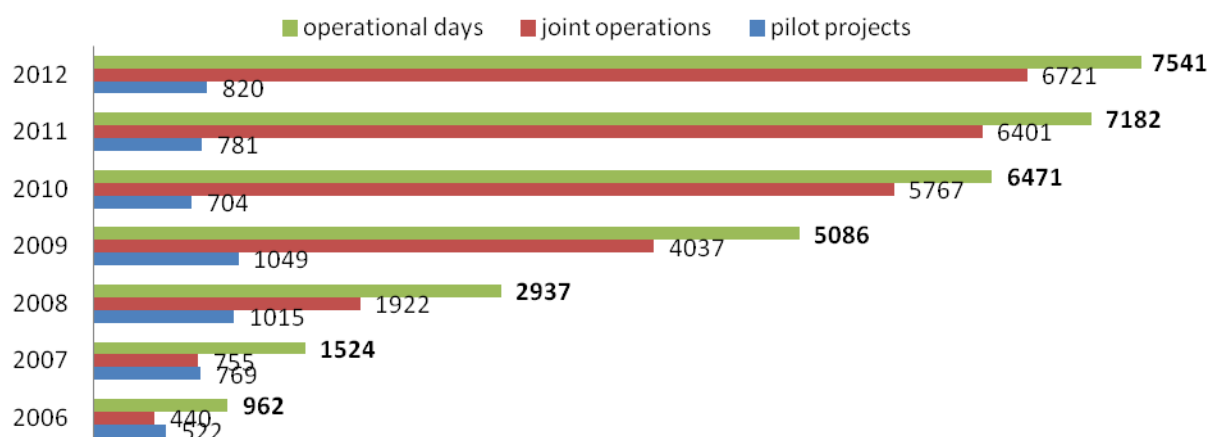


Figure 3: Development of number of operational days (JO & PP 2006 - 2012)

The development of number of operational days since 2006 saw a steady annual increase which varied between 11% (2010 – 2011) and 93% (2007 – 2008). The tendency shows that with the available financial means Frontex but also Member States are reaching their capacity to further utilize and deploy personnel and technical means to operational activities at the external borders of the Member States of the EU.

A similar picture can be sketched when looking at the number of training days delivered under the framework of Frontex. Here the curve was even steeper during the first two years and is now flattening out.

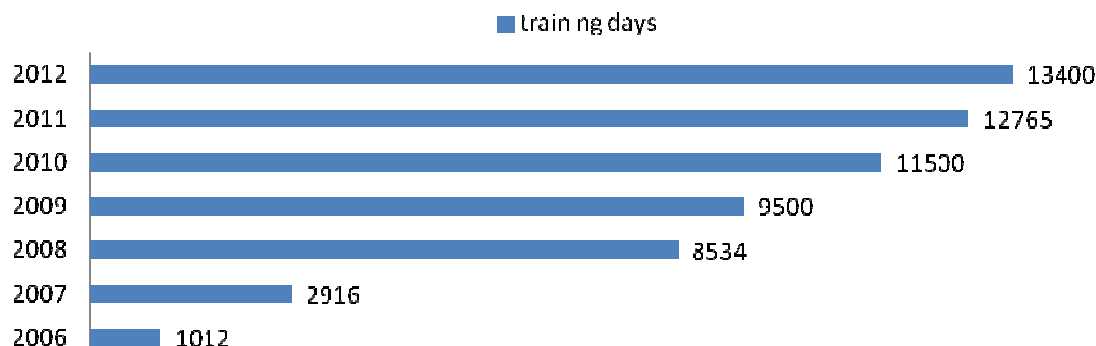


Figure 4: Development of training days (2006 - 2012)

Assessing the developments achieved since 2006 and considering limitations such as zero growth, it still seems possible to strive for an **increase of 5%** in both areas of operational activities in 2012. As mentioned earlier, this increase is related to the initial Programme of Work 2011 and Budget 2011 (excluding the Operational Response Package issued end of 2011). It does not include a possible increase related to the Operational Contingency Package 2012.

Migration routes: In 2010 a dramatic increase was identified at the Greek land border with Turkey (~ +415% compared to same period last year, with 250 migrants/day). This is in line with the general shift of migration flows from sea to land border. The detections on the Central/Western Mediterranean route, Central Eastern European route and Atlantic region remained low. The situation at the external air borders stayed stable and the cyclical trend between Albanian and Greek border remained regular.

Land borders: JO Poseidon Land (hosted by Greece and Bulgaria) was synergized with Joint Return Operations (Attica project). By virtue of the dramatic increase of immigration at the external Greek border, JO Poseidon was extended. This dramatic increase of flows of irregular migration ultimately led to the activation of the RABIT mechanism.

MS actively participated also in other land borders operations and JO Focal Points. Closer cooperation and mutual trust between MSs, Frontex and participating 3rd Countries was developed.

Effectiveness of border control at the Eastern European and Western Balkan land borders was partly enhanced by intensified use of technical means and additional staff from host MSs. Mutual information exchange became permanent.

Sea borders: A significant decrease of immigration flow towards the Canary Islands was observed in JO Hera, the sound cooperation with Senegal and Mauritania could be one of the reasons. The need for improvement of cooperation with Morocco still remains.

Also in JO Poseidon Sea the decrease of flows was noticed partly due to the support to national authorities to dismantle criminal networks and investigations of cross-border crimes. Additional efforts were made to facilitate interviewing and screening process by interpreters. Cooperation with Turkey should substantially be improved.

The other maritime JOs (Minerva, Indalo and Hermes) show stable flows of illegal immigration detected, enhanced cooperation with 3rd Countries, especially related to the returns, detection of other crimes within the operational area (drug smuggling, pollution, etc), decreased immigration flows from Algeria and improved preparation and implementation of Joint operation by the HMS (Italy).

When looking at costs of JOs (*patrolling hours needed*) reimbursed in 2009 and 2010 it mainly shows the hosting Member States (compared to 'other' participating Member States) at the receiving end:

➤	OPV, CPV and CPB:	80%
➤	Helicopters:	45%
➤	maritime patrol aircraft	42%

Air borders: Frontex had launched five JOs during 2010 – Hubble, Hydra, Hammer, Meteor and Agelaus with totaled participation of 130 airports. The cooperation with EUROPOL, UNHCR, IOM was strengthened; moreover a permanent data collection mechanism - weekly reports - was established.

Main outcomes detected: high ratio of refusals/incidents (90%); more incidents / lower ratio of asylum applications in Southern Europe and less incidents / higher ratio of asylum applications in Northern Europe.

Return activities: Frontex established the return coordination office (RCO) in Athens increasing Greece's participation in JROs and training of escorts. The biggest remaining challenge in return matters is the lack of a Greek interpreter network to facilitate screenings.

Frontex increased the level of support to the MS in organizing JRO up to 32 JRO. For the first time Frontex chartered an aircraft in order to organize a JRO (OMS PL. to GEO).

2. KEY BUSINESS AREAS OF FRONTEX AND RELATED OBJECTIVES

Frontex' strives to satisfy the **reasonable** expectations for operational cooperation at the external borders of the EU Member States. Additionally, during the design phase of Frontex' products and services portfolio, different requirements based on risk analysis and customers' needs have to be balanced with limited financial funds and human resources.

Expectations expressed by Frontex' stakeholders and customers during the first quarter of 2011 have been grouped and summarized in [Annex 7](#). This Annex is seen as a living document as expectations will be fulfilled and new ones might be expressed. Regarding the assessment of Frontex' „value-added” and the impact achieved, those expectations will provide the benchmark against the results, products and services provided will be assessed.

In June 2011 a corporate planning meeting was held to present and discuss the draft portfolios of the division with the Member States. The needs expressed during the meeting and in answering a questionnaire have been considered and are reflected in the updated portfolios. After their final presentation during the meeting of the Management Board in November 2011 they have been annexed to the Programme of Work 2012.

2.1. *Frontex' divisions' programming*

2.1.1. Cross Divisional Initiatives

2.1.1.1. EUROSUR

The development of the European Border Surveillance System (EUROSUR) continues through close collaboration between Frontex, the Commission and the Member States. EUROSUR foresees the interlinking and streamlining of surveillance systems and mechanisms at Member States level, including the setting up in each Member State of a National Coordination Centre (NCC).

The Frontex EUROSUR programme is conducted across all parts of the Agency and has the objectives to set up a core-EUROSUR network interlinking NCCs and Frontex, and to develop the Frontex contribution to the EUROSUR information exchange. Furthermore, the EUROSUR programme is to support the MS and the Commission in the development of EUROSUR.

The main EUROSUR-related activity is the EUROSUR Pilot Project which is developing and demonstrating the exchange of relevant information between the Member States as well as between the Member States and Frontex. The Pilot will extend the information exchange network to encompass all concerned Member States, i.e. at least 18, in 2012. Furthermore, Frontex will develop a Common Pre-frontier Intelligence Picture of increasing quality. Satellite based imagery from GMES (Global Monitoring for Environment and Security) will be used as one of the sources to build this pre-frontier picture.

Core EUROSUR activities are:

- Enhancement of software (data model and interfaces) to handle potentially increasing information exchange requirements between NCCs and Frontex.
- Extension of the EUROSUR pilot network to 12 further NCC's
- Testing satellite imagery for border surveillance through GMES CONOPS
- Definition, prototyping and demonstration of a portable, mobile connectivity to EUROSUR nodes
- CPIP services
- Participation in various working groups related to the EUROSUR development.

The Budget for 2012 will foresee direct appropriations for Eurosur. Other allocations e.g. for the CPIP development or participation in various working groups are included in the proposal of the Risk Analysis, the Research & Development, and the Information & Communication Technology Units.

Other important EUROSUR activities for 2012 are:

- the steering of FP7 research projects, in particular chairing the DG ENTR 'Implementation Group' on Maritime Surveillance, to support the further EUROSUR development;
- initiating a pilot in Pre-Operational Validation (POV) in surveillance systems in close cooperation with DG ENTR, by forming a working group of Member States to develop terms of reference;
- the participation in working groups, e.g. the Commission's groups on a Common Information Sharing Environment for maritime surveillance.

2.1.1.2. Design of Frontex' Document Fraud Centre

Consistent with the ARA 2010 and 2011 recommendations as well as the TRA 2011 on "the nature and extent of travel-document fraud to enter the EU 2009 – 2010", the Operations Division aims at engaging in a programme focusing on travel-document fraud, in search for a systematic operational approach higher than at national level, with a particular emphasis on improving profiling and identifying, and quickly disseminating information on emerging modi operandi related to travel-document abuse.

The aim is to create a centre which covers all aspects related to document fraud: information gathering and sharing, operational support, research, training, and support to policy development. The centre would be a virtual organisation bringing together different entities of Frontex, Member State authorities, third country authorities, research institutes and possibly other organisations.

Due to budgetary constraints the initiative had to be scaled down. 2012 will only cover the design phase for such an entity. The related activities will be connected with activities of CBD (Training; Research & Development) and developed in an integrated way. This will form a baseline for the further establishment of a centre of expertise, and the options for the creation of such centre and the related cooperation issues will be further explored in close conjunction with the stakeholders, furthermore relying on contributions from Member States.

2.1.2. Externalization - Cooperation with Third Countries

Frontex will further build on and maintain an effective network of contacts with the competent authorities of countries situated outside of the EU as well as building on the positive results and constructive feedback of its cooperation with third country partners.

The cooperation with EU candidate and potential EU candidate countries will always deserve special attention, especially in order to facilitate the efforts of these countries in aligning their border management structures with EU standards.

Establishing and maintaining operational/technical cooperation with neighboring third countries as well as third countries bordering the Mediterranean remains one of the highest priorities given the continuing pressures of the current migratory flows at the southern borders of the EU and in particular the humanitarian aspect associated with maritime illegal migration.

Mainly based on risk analysis, Frontex will also gradually seek to engage with other third countries of origin or transit, always in balance with the available Frontex resources and the mutual needs.

The amended legal basis of Frontex opens new perspectives for the cooperation with the competent authorities of third countries also covering respect for fundamental rights and human dignity. 2012 is the year where the terms of this cooperation will have to be defined on the basis of Frontex' priorities, availability of human and financial resources.

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

The following part contains a general description of outputs delivered via products, services and projects that are also referred to those under 2.1. A general overview of allocated resources (human and financial) will be given. During 2012 Frontex will continue and further develop the previous achievements/objectives shown in the document. Based on the developments to Frontex' operational environment and the concluding analysis of risks (ARA 2011 and SARA 2011) a more detailed (operational) programming will be developed until the end of 2011.

The chapter also contains an operational contingency package that, based on a further decision making process, can be called up.

2.2.1. Operations Division (see also [Annex 1](#) - restricted)

	FTE		Financial Means	
	2011 ¹²	2012	2011 (N3)	2012
Division Management	4	4	2,150.000	2,050.000 ¹³
Joint Operations	69	69	73,223.500	42,493.000
Risk Analysis	44	44	1,358.660	1,400.000
Frontex Situation Centre	25	25	1,175.000	1,050.000
	142	142	77,907.160	46,993.000

¹² Figures on the basis of OPD contribution to SPP 2012-2014.

¹³ Expenditures for operational missions which are not directly related to projects or programmes.

2.2.1.1. Joint Operations Unit

	FTE		Financial Means	
	2011	2012	2011	2012
Unit Management	2	2		
Land Border Sector	17	17	8,660.000	5,000.000
Sea Border Sector	23	23	50,022.000	25,050.000
Air Border Sector	13	13	2,870.000	2,200.000
Return Operations	14	14	11,671.000	10,243.000
Joint Operations Unit	69	69	73,223.500	42,493.000

Index	Objective - PROGRAMMES	Output & Performance Indicators	Resources Allocation (FTE)	Euros
JOU1 P1	<p>Poseidon</p> <ul style="list-style-type: none"> To implement harmonized operational activities at the southern eastern EU borders, To improve capacity/ capability for effective fight against illegal migration and cross border crime, To further develop interagency cooperation and activities within EU coast guard function 	<ul style="list-style-type: none"> Effective border control at south-eastern external borders maintaining deterrent effects Improved detection and prevention of cross border crime Keeping focus on land border between Turkey and GR/BG, maintaining effective control at sea borders of GR border surveillance, border checks to decrease illegal border crossings complementary aerial surveillance for early detection of migration flows screening of migrants. 	<p>PA-CTBR_HR PA-CTBR_TE PA-HMS_COMM PA-HMS_REIM PA-PART</p> <p>EFF-ALIGN EFF-AVG-OPDAYS_HR EFF-AVG_OPDAYS_TE EFF-QUALITY EFF-TIME_RESP EFF-VIGIL</p> <p>IM-OBJ_ACH IM-RES_HR IM-RES_TE IM-SAT_LVL</p>	<p>6.0</p> <p>11,240,000.00</p>

**JOU2
P2**

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- To maintain MS' operational capacity and effectiveness of coordinating joint operations in determined regions of operational relevance;
- To further improve Frontex capability to coordinate operational activities of the MS' and SAC based on risk analysis, focusing on the main routes of irregular migration
- To further develop platforms for operational cooperation between MSs and SACs;
- to promote coordinated maritime operative actions of the EU MS/SAC to tackle non-defense threats in the maritime domain, thus
- To contribute to the effective cooperation between EU Coast Guard authorities

- contributing to identification of needs for international protection, and facilitate effective return
- debriefing activities to support migration management and gaining intelligence
- Effective border control external borders with particular focus on central MedSea routes, targeting the operational areas according to RA
- Aerial and surface patrolling of relevant areas (West MedSea, Atlantic) to tackle respective illegal migratory flows and maintaining deterrent effects
- Preparedness for SAR operations under responsibility of competent MS authorities
- complementary aerial surveillance for early detection of migration flows
- JO implemented based on RA: temporary (during high risk periods) or continuously in the course of the year, hereby implementing actions for improved respecting Fundamental Rights
- debriefing activities to support migration

**PA-CTBR_HR
PA-CTBR_TE
PA-HMS_COMM
PA-HMS_REIM
PA-PART**

**EFF-ALIGN
EFF-AVG-
OPDAYS_HR
EFF-
AVG_OPDAYS_TE
EFF-QUALITY
EFF-TIME_RESP
EFF-VIGIL**

**IM-OBJ_ACH
IM-RES_HR
IM-RES_TE
IM-SAT_LVL**

12.0

17,310,000.00

		management and gaining intelligence			
		<ul style="list-style-type: none"> intensified border checks at points of entry with envisaged increased detection of cross-border crime implement multi-agency-cooperation operations aiming to use synergies in detection of illegal activities in the maritime domain further develop active cooperation with 3rd countries where possible and appropriate Increased and targeted border checks at external air borders to counter illegal migration and detection of document fraud intensified border checks at selected points of entry with envisaged increased detection of cross-border crime, in particular facilitated illegal migration, victims and criminals of THB short-time implementation periods for improving flexibility and reaction capacity to emerging illegal migration phenomena certain number of operational actions tailor made for improved interagency 	PA-CTBR_HR PA-CTBR_TE PA-HMS_COMM PA-HMS_REIM PA-PART EFF-ALIGN EFF-AVG- OPDAYS_HR EFF- AVG_OPDAYS_TE EFF-QUALITY EFF-TIME_RESP EFF-VIGIL IM-OBJ_ACH IM-RES_HR IM-RES_TE IM-SAT_LVL		
	PULSAR				
JOU3	<ul style="list-style-type: none"> To constantly improve flexible implementation of actions, To improve capacity/ capability for effective fight against illegal migration and cross border crime, To intensify cooperation with Europol and IO partners. 				
P3					
				13.0	1,300,000.00

JOU4
P4

PLUTO

- To achieve better situational awareness,
- To implement harmonized operational activities,
- To improve capacity/ capability for effective fight against illegal migration and cross border crime,
- To establish effective interagency-cooperation in particular with Customs authorities,
- To further develop cooperation with 3rd Countries.

- cooperation on EU level and with relevant International Organizations
- several innovative actions and pilot projects for better tackling illegal migration phenomena
- Effective border control at external land borders, RA-based targeted to specific needs related to specific border sections
- Improved detection and prevention of cross border crime, in particular facilitated clandestine entering, victims and criminals of THB, document fraud crime, other serious cross-border crime
- Strengthened border surveillance at relevant border sections to decrease illegal border crossings
- Intensified border checks at BCP,
- determination of implementation periods and operational areas based on RA
- implementation of joint actions with competent authorities at the border
- systematic exchange of operational information and sharing of best practices with neighbored 3rd countries

PA-CTBR_HR
PA-CTBR_TE
PA-HMS_COMM
PA-HMS_REIM
PA-PART

EFF-ALIGN
EFF-AVG-OPDAYS_HR
EFF-AVG_OPDAYS_TE
EFF-QUALITY
EFF-TIME_RESP
EFF-VIGIL

IM-OBJ_ACH
IM-RES_HR
IM-RES_TE
IM-SAT_LVL

13.0

1,380,000.00

**JOU5
P5**

Focal Points

- To establish a permanent coordination system and increase its capacity at relevant sites of external borders using them as platforms for joint operations and information gathering,
- To carry out multi-sectoral joint operations to maintain an appropriate level of border surveillance and to increase the quality of border checks as well as the quality of interviews/debriefings for identification and gathering of intelligence;
- To improve the coordinated horizontal interagency-cooperation among Member States and with EU organizations;

- operational coordination connected with use of FP offices as supporting platform
- development of operational response to exceptional situations like Eurocup 2012
- innovative pilot projects for better tackling illegal migration phenomena
- Temporary or permanent activation of Focal point offices – serving as multi-purpose-platform according to operational needs
- Effective border control at external borders maintaining deterrent effects
- Improved detection and prevention of cross border crime
- Mid-term deployment periods for implementation of activities to improve border control effectiveness at relevant points of entry and relevant border sections
- Improved use of the coordination platform for facilitation of JO to be implemented, including deployment of specialized experts and/or technical equipment
- Structured use of the platform for strengthening or/and intensifying border

PA-CTBR_HR
PA-CTBR_TE
PA-HMS_COMM
PA-HMS_REIM
PA-PART

EFF-ALIGN
EFF-AVG-
OPDAYS_HR
EFF-
AVG_OPDAYS_TE
EFF-QUALITY
EFF-TIME_RESP
EFF-VIGIL

IM-OBJ_ACH
IM-RES_HR
IM-RES_TE
IM-SAT_LVL

8.0

2,370,000.00

		control effectiveness			
		<ul style="list-style-type: none"> Increased use of the FP for providing targeted specific training, sharing of best practices and improving interoperability including awareness for respecting Fundamental Rights Operational activities implemented to promote interagency-cooperation and 3rd country cooperation 			
	JRO				
<u>JOU6</u>	<ul style="list-style-type: none"> To assist MSs in organizing joint return operations by air, land or sea, and co-financing several out of those operations; to provide pre-return assistance to MS in the fields of identification and acquisition of travel documents to further develop the best practices with focus on forced-return monitoring system and increase common understanding of respecting Fundamental Rights during forced return activities 	<ul style="list-style-type: none"> Maintain the capacity of assistance in Joint Return operations on the level of 2011 	PA-CTBR_HR PA-HMS_COMM PA-HMS_REIM PA-PART EFF-QUALITY EFF-TIME_RESP IM-OBJ_ACH IM-SAT_LVL	14.0	10,237.000

2.2.1.2. Risk Analysis Unit

	FTE		Financial Means	
	2011	2012	2011	2012
Unit Management	3	3		
Strategic Analysis and Planning	17	17		
Operational Analysis and Evaluation	20	20		
Risk Analysis Unit	44	44	1,358.660	1,400.000

Index	Objective	Output & Performance Indicators		Resources Allocation
				(FTE Euros)
RAU1	Enabling informed political and operational decision making by providing strategic analytical products and related advice to internal and external stakeholders in a timely manner.	Annual Risk Assessment report (ARA 2012 issued in the first quarter 2012);	EFF-EX_CONTR EFF-TIMELINESS EFF-TIME_RESP EFF-QUALITY IM-SAT_LVL IM-USG_LVL	2.0
		Threat and Risk Assessment 2012 for the purposes of the External Borders Fund to the Commission by the date agreed with the Commission;		1.8
		Assessment for the EBF allocations for Specific Actions (art.19 EBF Decision) by the date agreed with the Commission		
		Semi-Annual Risk Assessment 2012 (SARA)– by September 2012 ;		0.4
		2 Tailored Risk Analyses and		2.0

		Threat Assessments on topics or geographical regions of concern, including THB Risk Profiles and their update		60.000
		Annual data collection and assessment on the situation in the EU in relation to fraud travel documents		1.0
		Analytical contributions to FSC managed products (briefings, background notes, RABIT assessments, etc) ;		0.3
		4 FRAN Quarterlies on the situation at EU external borders;		0.8
		Third country monitor chapters integrated in FRAN Quarterly reports;	EFF-TIMELINESS EFF-QUALITY IM-SAT_LVL	0.4
		THB and cross-border crime analyses based on Member States Bi-monthlies and JOs reporting incorporated into ARA 2012, SARA 2012 and FRAN Quarterlies	EFF-EX_CONTR EFF-TIMELINESS EFF-QUALITY IM-SAT_LVL IM-USG_LVL	0.4
		Annual Risk Analysis on Western Balkan region (WB-ARA) , produced within the WB-RAN;	EFF-TIMELINESS EFF-TIME_RESP EFF-QUALITY IM-SAT_LVL IM-USG_LVL	0.4
		Annual Report on Eastern Borders region produced within the EB-RAN;		0.4
		4 WB_RAN Quarterly reports		0.6
		Frontex contributions to intelligence products delivered	EFF-TIMELINESS	0.5

		by other organizations and partners, mostly EUROPOL and including the contribution to the joint Threat Assessment on the state of internal security in the EU (COSI);		
		Frontex RAU dissemination to Council working groups and other relevant partners, including participation in Schengen Visa Consular regional meetings, links to EU Counter Terrorism and False Documents expert groups;	EFF-TIMELINESS	0.2
<u>RAU2</u>	Enabling informed and targeted operational response by provision of operational and tactical analytical products and related advice to internal and external stakeholders.	<p>Analytical support to Joint Operations, Pilot Projects and RABIT exercises/operations, including data collection and analysis on THB, as relevant through:</p> <p>Appropriate Tactical Focused Assessments supporting the planning of the operational activity;</p> <p>Regular provision of analytical reports during Joint Operations;</p> <p>Weekly operational briefings for directorate;</p> <p>Provision of analytical advice during meetings/ missions on Joint Operations, and the operational area</p>	EFF-TIMELINESS EFF-TIME_RESP EFF-QUALITY IM-SAT_LVL IM-USG_LVL	15.0

		Western Balkans Conference Eastern Borders Expert Meeting; Eastern Borders Conference; AFIC Conference; THB Expert meeting Fraud Travel Documents expert meeting.		
		Management of FRONBAC 2012-2014 programme, including: - Roll out of the CIRAM and <i>Guidelines on the establishment and activities of risk analysis units</i> to Member States and third countries; - Risk analysis specialized training to MS; - Risk analysis specialized training to Third Countries and partner organizations.	EFF-QUALITY	1.8 220.000
		Continued development of special methodologies for the CIRAM;	EFF-QUALITY IM-SAT_LVL	0.2 25.000
		Management of the Western Balkan Risk Analysis Network (WB-RAN); Management of the Eastern Borders Risk Analysis Network (EB- RAN); Establishment of an intelligence community in Africa (AFIC);	PA-PART EFF-EX_CONTR EFF-QUALITY IM-SAT_LVL	0.3 0.3 0.3 25.000
		Initial steps for the establishment	PA-PART	0.2

		of a Black Sea and Caucasus risk analysis network		25.000
		Maintenance and development of analytical tools: including open source subscriptions, analytical data collection/processing tools and software available for analysts and relevant operational users in Frontex and Member States;	EFF-TIMELINESS EFF-QUALITY IM-SAT_LVL IM-USG_LVL	0.8 120.000
		Production of the analytical layer of EUROSUR pilot Continuation of the development of CPIP including its GIS component; Management of new key sources of information including MS Liaison Officers intelligence reporting, EU Delegations reporting, satellite imagery and related analyses.	EFF-TIMELINESS EFF-QUALITY IM-SAT_LVL IM-USG_LVL	1.0 0.5 300.000
		Development of a system for quality assurance for RAU strategic products	EFF-QUALITY	0.3 30.000
		Participation of Frontex at relevant EU working groups and other fora, including the required contribution to the development of the Internal Security Strategy from the side of risk analysis;	IM-SAT_LVL	0.2 30.000
<u>RAU4</u>	Enabling better targeted operational response by developing the systematic collection of human intelligence for risk analysis.	Training, monitoring of, feedback on the Debriefing Teams and management of intelligence gathering in joint	EFF-QUALITY	1.0 25.000

IM-USG_LVL

		operations, in line with the concepts and manuals developed in IntellOps		
		Management of Frontex Intelligence officers seconded in operational areas ¹⁴ ;	IM-USG_LVL	1.5 (4.0) 120.000

¹⁴ The management of the FISOs within the new FOO model (extension) is included under this chapter. However, calculation of FTEs and financial resources required are entirely dependent on a final decision about the model.

2.2.1.3. Frontex Situation Centre

	FTE		Financial Means	
	2011	2012	2011	2012
Unit Management	1	1		
Frontex Situation Centre	25	25	1,175.000	1,050.000

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation	
				(FTE	Euros)
<u>FSC1</u>	<p>To provide FSC products and services to all relevant stakeholders in a timely & reliable manner in order to:</p> <ul style="list-style-type: none"> maintain situational awareness including EU situational picture support risk analysis, coordination of JO and related decision making processes support the emergency/crisis management process manage information flows <p>during a 12/7 service (without possibility to extend availability to outside service hours; ref to EUROSUR requirement to have 24/7 service from 2011 on).</p>	Early Alerts	EFF-QUALITY EFF-TIMELINESS	18.0	250.000
		(Emergency/Crisis) Situation Report	IM-SAT_LVL IM-USG_LVL		
		JO Situation Reports			
		Newsletters			
		Media Reports for RAU/other customers			
		Mission Awareness Reports			
		Organizational facilities & coordination for operational briefings & emergency/crisis			

		situations (communication & decision making)		
		Joint Operations Reporting Application (JORA) Dashboard		
		Operational information & formal correspondence, including EUROSUR information, made available and easily retrievable		
FSC 2	Project & product management: to (further) develop, implement and manage high quality business capabilities in the areas of Information Exchange and Situation-Crisis-Media monitoring. This to be done simultaneously with necessary business documentation including policy documents, business processes and Standard Operating Procedures as well as automated IT enabled systems. In order to support Frontex core business processes and achievement of strategic goals and objectives of Frontex, OPD and FSC the extensive Program and Project Management activities based on customized PRINCE 2 project management methodology are put in place.	Interoperability within Frontex and between Frontex and external partners with regard FSC business processes and shared tools ("Frontex One-Stop-Shop", 'Frontex Media Monitor' and 'Joint Operations Reporting Application')	EFF-QUALITY EFF-TIMELINESS IM-SAT_LVL IM-USG_LVL	5.0 800.000
FSC 3 G1-4	Development of EUROSUR capabilities: 1. To (further) develop, implement and	Services developed under EUROSUR Framework: • EU (EUROSUR) Situational	In accordance with: • the agreed requirements from	2.0

	<p>maintain high quality business services based on EUROSUR Program and framework including:</p> <ul style="list-style-type: none"> - Global Monitoring for Environment and Security (GMES) - Common Pre-Frontiers Intelligence Picture (CPIP) - European situational picture - situation awareness - other EUROSUR capabilities in the area of information exchange and other areas covered by EUROSUR Program. <p>2. To contribute to increasing MS and Frontex reaction capability.</p> <p>Objectives to be achieved by extensive cooperation with EUROSUR internal and external stakeholders, with particular focus on cooperation with MS National Coordination Centers, based on best practices in the area of Program and Project Management</p>	<p>Picture</p> <ul style="list-style-type: none"> • Common Pre-Frontiers Intelligence Picture • Satellite imagery processing and sharing with internal and external stakeholders (CONOPS – EUROSUR) 	<p>all stakeholders</p> <ul style="list-style-type: none"> • the endorsed EUROSUR policies, procedure & standard operating procedures • the new IT enabled services provided to internal and external stakeholders under EUROSUR framework, with particular focus on National Coordination Centers 	
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2.2.2. Capacity Building Division (see also [Annex 2](#))

	FTE		Financial Means	
	2011	2011	2011	2012
Division Management	3	3		1,308.000.
Research and Development	15	15	2,612.000	1,032.000
Training Unit	19	19	5,600.000	4,000.000
Pooled Resources	11	11	570.000	1,000.000
Capacity Building Division	48	48	8,782.000	7,340.000

Index	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
EUROSUR				1,308.000. ¹⁵
<u>CBD</u>	<p>Developing and demonstrating the exchange of relevant information between the Members States as well as between the Member States and Frontex.</p> <p>Development of a Frontex input to EUROSUR in the form of a Common Pre-frontier Intelligence Picture, which is conducted by the Risk Analysis Unit;</p> <p>Exploration of satellite based imagery</p>		<p>EFF-QUALITY EFF-TIMELNESS</p> <p>IM-OBJ_ACH IM-SAT_LVL</p>	1,308.000.

¹⁵ The amount assigned to Eurosur it to cover the expenditures until the end of the pilot phase. Via internal transfers from Title II (ICT) an amount of 2.2 Mio Euro can be made available to continue outstanding steps until the end of 2012.

	for border security, which is done jointly by Capacity Building and Operations; Steering of FP7 projects to support the further EUROSUR development;			
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2.2.2.1. Research and Development

	FTE		Financial Means	
	2011	2012	2011	2012
Research and Development	15	15	2,612.000	1,032.000

Index	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
Programme 1: Border Checks Development				552.000
<u>R&D</u> <u>P1</u>	Monitoring of research and informing the MS border guards on technology and methods enhancing the accuracy of decisions regarding detection of deceptive behaviour, hidden humans and false documents at border crossing points.	Practical demonstration with new tool(s) Information dissemination workshop(s)	EFF-QUALITY EFF-TIMELINESS IM-OBJ_ACH IM-SAT_LVL	
	Contribute to the identification and (further) development of best practices and guidelines with regard to Automated Border Crossing (ABC), Advanced Passenger Information (API), Visa Information System (VIS) and checks at land border BCP's	Documents on best practices and guidelines	EFF-QUALITY EFF-TIMELINESS IM-OBJ_ACH IM-SAT_LVL	

	Contribute to the identification of other areas in which capability gaps for border checks exist and where best practices and guidelines should be developed	Overview of areas where capability gaps exist	EFF-QUALITY EFF-TIMELNESS IM-OBJ_ACH	
Programme 2: Border Surveillance Development				350.000
<u>R&D</u> <u>P2</u>	Follow up on developments regarding identification and removing of the existing gaps in border surveillance with special focus on Unmanned Aircraft Systems (UAS)	Study Demonstrations	EFF-QUALITY EFF-TIMELNESS IM-OBJ_ACH IM-SAT_LVL	
	Contribute to improving the information position of MSs through (further) development of technical tools and dissemination of related information to MSs.	Tools for information acquisition and management developed and disseminated to MSs	EFF-QUALITY EFF-TIMELNESS IM-OBJ_ACH IM-SAT_LVL	
	Contribute to the successful implementation of the EUROSUR pilot	Extension of the EUROSUR pilot to as many NCC's as possible	EFF-QUALITY EFF-TIMELNESS IM-OBJ_ACH	
Other Activities				130.000
<u>R&D3</u>	Development of a Cost Benefit Analysis for Investments in Border Security	Tool and training pack-age to be used by MS to asses cost effectiveness of border security projects	EFF-TIMELNESS IM-OBJ_ACH IM-SAT_LVL	
	Study on Migration	Study	IM-SAT_LVL	

	Info RDU visits to Member States	Country reports	EFF-TIMELNESS IM-OBJ_ACH IM-SAT_LVL	
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2.2.2.2. Training Unit

	FTE		Financial Means	
	2011	2012	2011	2012
Training Unit	19	19	5,600.000	4,000.000

In order to avoid overlaps and ensure complementarities, the work carried out is done in close cooperation with MSs and SACs, other Agencies (e.g. CEPOL, FRA) and NGOs (e.g. UNHCR).

Index	Objective	Outputs & Performance Indicators		Resource Allocation	
				(FTE	Euros)
900,000					
Programme 1: Border Guard Career-Path Education / common standards for border guards education and basic training Harmonise the education of European Border Guard Officers within all stages of their careers: basic level, mid-level management and senior management.					
TRU1	To develop and further implement the Common Core Curriculum for BG Basic-level education (CCC)	<ul style="list-style-type: none">Support and assistance to MS/SAC in the implementation of the updated CCC (new update in 2011 in the Fundamental Rights domain and in the areas resulting from Lisbon Treaty);CCC implementation in Frontex Working Arrangement Countries (WAC) - second phaseDevelopment of common training materials	PA-PART EFF-QUALITY EFF-TIMELNESS IM-OBJ_ACH IM-SAT_LVL	3.0	200.000

TRU3	Course for BG Mid-level Officers (MLC)	<ul style="list-style-type: none"> Mid-level courses organized and delivered 	IM-OBJ_ACH	0.5	200.000
TRU4	To develop the Excellency in Border Management Course (EBM)	<ul style="list-style-type: none"> Developed tailored course for BG senior management officers 	IM-OBJ_ACH	0.5	400.000

Index	Objective	Outputs & Performance Indicators	Resource Allocation	
			(FTE	Euros)
				2,700.000

Programme 2: Common Standards for further training and specialisation of Border Guards

Development and implementation of common standards for border guards further training and specialisation in various specific working fields, in order to enhance the skills and competencies relevant to the border guard activities and to standardise the related training.

TRU5	Falsified Documents Detection Training	<ul style="list-style-type: none"> Specialist Courses delivered, training for consular staff conducted, Information session for first line officers (Road shows) organized. Start-up of Experts course development 	EFF-TIMELINESS IM-OBJ_ACH IM-SAT_LVL	0.5	300.000
TRU6	Stolen Vehicles Detection Training	<ul style="list-style-type: none"> Standardized training courses and translator workshops delivered, updated training tools implemented 	EFF-TIMELINESS IM-OBJ_ACH	0.5	200.000
TRU7	Trafficking in Human Beings	<ul style="list-style-type: none"> Training concept and standards developed, translator workshops 	PA-PART EFF-TIMELINESS	1.0	200.000

		organized, <ul style="list-style-type: none"> Standardized training courses delivered 	IM-OBJ_ACH	
TRU8	Air Crew Training	<ul style="list-style-type: none"> Implemented training manual Translation workshops organized Direct training courses delivered 	EFF-TIMELINESS IM-OBJ_ACH	1.5 600.000
TRU9	Development of EU BG Canine Teams Training	<ul style="list-style-type: none"> Implementation of advanced training tools Monitoring state of implementation; 	PA-PART EFF-TIMELINESS IM-OBJ_ACH IM-USG_LVL	0.5 250.000
TRU10	RABIT Training	<ul style="list-style-type: none"> Basic trainings organized, thematic workshops carried out 	EFF-TIMELINESS IM-OBJ_ACH	0.5 200.000
TRU11	Schengen Evaluators Training	<ul style="list-style-type: none"> Basic training course and leading experts course organized Expert Board meeting organized Training material revised 	EFF-TIMELINESS IM-OBJ_ACH	1.0 150.000
TRU12	Fundamental Rights Training Manual ¹⁶	<ul style="list-style-type: none"> Developed handbook with training methodology and teaching material 	PA-PART EFF-TIMELINESS IM-OBJ_ACH	0.5 150.000

¹⁶ Training on Fundamental Rights only covers the development of the training handbook whereas the training has to be implemented by the Member States.

TRU13	Standard Training for Joint Return Officers	<ul style="list-style-type: none"> Standardized training conducted Escort officer curriculum developed 	EFF-TIMELINESS IM-OBJ_ACH	0.5 150.000
TRU14	English language Training	<ul style="list-style-type: none"> Training courses, MP & National training activities Start up of specialized modules development 	EFF-TIMELINESS IM-OBJ_ACH	0.5 200.000
TRU15	Third Countries Training	<ul style="list-style-type: none"> Availability of training tool 	PA-PART EFF-TIMELINESS IM-OBJ_ACH	
TRU16	INTELLOPS	<ul style="list-style-type: none"> implementation of Second line interviewer, Debriefing and Screener training Standardized training conducted 	EFF-TIMELINESS IM-OBJ_ACH	0.5 200.000
TRU17	JO Focal Points – Guest Officers Training	<ul style="list-style-type: none"> Delivery of briefing session Updated training pack 	EFF-TIMELINESS IM-OBJ_ACH	0.5 100.000

Index Goal	Objective	Outputs & Performance Indicators	Resource Allocation (FTE Euros)
			400.000
Programme 3: Cooperation and Networking with Stakeholders - Frontex Training Support Network The aim of this programme is to position Frontex Training among its key stakeholders and promote long-term sustainable cooperation			

in training matters reflecting their needs and using their expertise, facilities and best practices.				
TRU18	National Training Coordinators (NTC) Frontex Partnership Academies (PA) Frontex Virtual Aula	<ul style="list-style-type: none"> • Further development • further development and maintenance of the networks • enhanced role of NTC and PA • Updated content of V-Aula, concept enhanced 	PA-PART EFF-TIMELINESS IM-OBJ_ACH IM-SAT_LVL	2.0 400.000

2.2.2.3. Pooled Resources Unit

	FTE		Financial Means	
	2011	2012	2011	2012
Pooled Resources	11	11	570.000	1,000,000

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
AREA: PLANNING				
<u>PRU1</u>	Management of the FJST/Rapid Pools and CRATE database	<ul style="list-style-type: none">• Pools managed according to new profiles	PA-POOL_HR PA-POOL_TE PA-POOL_UTL_HR PA-POOL_UTL_TE	1.0
		Support to Rapid Pool training: annual need-assessment (number of courses in relation to Rapid Pool members who are not trained yet) delivered to TRU		0.5
		Implementation of the Guidelines on the National Selection Procedures (developed in 2010)		0.5

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)	
		<p>OPERA (ICT -tool to manage pooled experts and equipment):</p> <p>Implementation and update of Stage I (developed in 2011);</p> <p>Training of OPERA National Training Coordinators;</p> <p>Workshops for updating business requirements;</p> <p>Support to Member States in implementing OPERA;</p> <p>Development of Stage II</p>	<p>PA-PART</p> <p>IM-OBJ_ACH</p>	1.5	150.000
	Acquisition of limited Frontex capacity in terms of TE: follow-up on the results of the LEA Study	<ul style="list-style-type: none">• Acquisition strategy developed;• Pilot project on acquisition of aircraft services launched (tendering)		2.0	440.000

AREA: PREPAREDNESS				
<u>PRU2</u>	Enhancement of pool members capabilities and capacities	Decisions on the RABIT Mechanism amended	IM-OBJ_ACH	1
		1-3 exercises for the Rapid Pool in accordance with the exercise concept (developed in 2011)		125.000
		Support to the Rapid Pool Induction Training: one module in each course delivered		0.5
		Creation of a handbook for the management and deployment of FJST; distribution to MS/SAC		0.5

AREA: OPERATIONAL SUPPORT				
<u>PRU3</u>	To support OPD in deployment of resources (HR and TE)	<ul style="list-style-type: none">Support to selected JOs covered (deployment function efficiently performed);	EFF-OP_PLAN_HR EFF-OP_PLAN_TE	2.0 30.000
		<ul style="list-style-type: none">Coordination of resources from PRU in order to identify good practices: templates and guidelines developed	IM-OBJ_ACH	
		<ul style="list-style-type: none">Annual Bilateral Talks 2012 with MS/SAC organized and conductedIn the context of the Annual Bilateral Talks 2012, talks with Third Countries organized and conducted	IM-OBJ_ACH	1.0 120.000
AREA: POOLED RESOURCES NETWORK				
<u>PRU4</u>	To maintain and further develop the network of competent national authorities competent for the management of national expert pools and for the management of arrangements for availability of experts and equipment	PRN meetings (3-4) organized and conducted	EFF-QUALITY IM-OBJ_ACH IM-SAT_LVL	0.5 135.000

2.2.3. Administration Division (see also Annex 3)

	FTE		Financial Means	
	2011	2012	2011	2012
Division Management	3	3	---	---
Human Resources and Services Unit ¹⁷	39	39	---	---
Information and Communications Technology Unit ¹⁸	23	23		
Finance and Procurement Unit	19	19	---	---
Legal Affairs Unit	5	5	---	---
Administration Division	89	89	---	---

2.2.3.1. Human Resources and Services Unit

	FTE		Financial Means	
	2011	2012	2011	2012
Human Resources and Services Management	1	2	---	---
Human Resources	13	14	---	---
Agency Services	13	10	---	---
Security	13	13	---	---
Human Resources and Services Unit	39	39		

¹⁷ Administrative Services Unit became Human Resources and Services Unit (MB Decision 24 May 2011).

¹⁸ Information and Communication Technology Unit was put in place (MB Decision 24 May 2011). ICT Sector was formally under Administrative Services.

Index	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
<u>HR1</u>	To implement the Frontex competency framework	Competency framework implemented	EFF-QUALITY EFF-TIMELINESS IM-OBJ_ACH	4.0
<u>HR2</u>	To increase the accuracy of the recruitment processes in Frontex	Variable selection tools used during the process		2.0
<u>HR3</u>	To recruit and replace staff in relation to the establishment plan and ED decisions	The replacement of SNE and Frontex staff, placement of new selected staff in the right time		5.0
<u>HR4</u>	To improve the payroll related processes	Payroll system done in a correct way		3.0

<u>AS1</u>	Based on results of tendering process for office space for Frontex HQs – implement the necessary actions with the view to safeguarding of premises in 2014 and onwards	To ensure uninterrupted functioning of Frontex in 2014 and years beyond	EFF-TIMELINESS	0.5¹⁹
<u>AS2</u>	To test-check and revise, if necessary, the functioning of Business Continuity Strategy	Verification of the functioning of the Business Continuity Plan in practice;	EFF-QUALITY IM-OBJ_ACH IM-SAT_LVL	0.5
<u>AS3</u>	To provide front line service to guarantee uninterrupted operation of the Agency	Smooth and uninterrupted functioning of the Agency	IM-OBJ_ACH IM-SAT_LVL	5.0²⁰
<u>AS4</u>	To provide services in the field of facility management and logistics	Uninterrupted operation of the premises and delivery of logistical services	IM-OBJ_ACH IM-SAT_LVL	3.0²¹
<u>AS5</u>	To provide services in the area of Agency Services in order to ensure the functioning of the Frontex' operational office(s) as well as Frontex Liaison Office in Brussels	Smooth operation of the Frontex' operational office	IM-SAT_LVL	1.0

¹⁹ Resources for project include 6 external consultants (.2 -.5 FTE) and 6 internal cross-divisional staff (.2 FTEs) over the period of the project 2011-2014)

²⁰ 1 CA FG II transferred to RAU 2011.

²¹ 1 TA AST 4 transferred to FOO 2010.

SS1	To draft and implement Frontex Security Manual and the related security policies and procedures in line with the EU regulations an best practices	Frontex security regulations in line with the EU standards and Frontex needs	EFF-TIMELINESS IM-OBJ_ACH	0.5
SS2	To protect Frontex activities, assets information and personnel	Frontex operates in a secure environment in line with the regulations	IM-OBJ_ACH IM-SAT_LVL	11
SS3	To ensure that classified information is handled according to the standards. To raise staff awareness on the matter	Handling of classified information compliant with the security regulations	IM-OBJ_ACH	1
SS4	To ensure that all security aspects have been taken into account and planned for implementation for the new Frontex premises	New Frontex premises compliant with security standards	EFF-TIMELINESS	0.25
SS5	To ensure the security of Frontex Specialized Branches on a continuous basis	Specialized Branches operate in adequate security environment	IM-OBJ_ACH	0.25

2.2.3.2. Finance and Procurement Unit

	FTE		Financial Means	
	2011	2012	2011	2012
Unit's Management	2	2	---	---
Finance	9	9	---	---
Procurement	7 ²²	6	---	---
Accounting	2	2	---	---
Finance and Procurement	20	19	---	---

²² 1AD8 moved to Operations Division 2011.

Index	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
<u>FIN1</u>	To maintain and further develop tailored financial management process including committing, validating, accounting, reimbursing, financial controlling	<ul style="list-style-type: none"> • Creation of a manual covering all main processes undertaken in the Finance & Procurement Unit 	EFF-TIMELINESS	10.4
<u>FIN2</u>	To ensure correct and efficient application of procurement procedures and provision of related advice	<ul style="list-style-type: none"> • introduction of an integrated electronic system to streamline the processes 	IM-OBJ_ACH	6.5
<u>FIN3</u>	To keep and present the accounts in accordance with Title VII of the Financial Regulation and devise and validate Frontex accounting system	<ul style="list-style-type: none"> • The revenue ledger and general ledger system are maintained and contain updated data; • Implementing the accounting rules and methods and the chart of accounts in accordance with the provisions adopted by the European Commission's Accounting Officer; 	EFF_TIMELINESS IM-OBJ_ACH	1.1
<u>FIN4</u>	Treasury management	<ul style="list-style-type: none"> • To implement payments and collect revenue, following up on debit notes, VAT and recovery orders; 	EFF_TIMELINESS IM-OBJ_ACH	1.0

2.2.3.3. Information and Communication Technology Unit

	FTE		Financial Means	
	2011	2012	2011	2012
Unit's Management	1	3		
Unit's Administrative Support	1	1		
ICT Activities	19	19	2,000,000	1,500.000
Total	21	23	2,000.000	1,500.000

Index	Objective	Outputs & Performance Indicators	Resource Allocation (FTE Euros)
<u>ICT1</u>	To support the business areas with the implementation of various projects;	ICT-enabled projects are implemented in a timely manner with the required level of quality.	EFF-QUALITY EFF-TIMELINESS 4.0 100.000
<u>ICT2</u>	To deliver daily administration and operations for the ICT infrastructure both in HQ and FOOs. This includes the incorporation of the Eurosur Technical Office expected end of 2011;	Less than 3 days/year of unavailability of ICT infrastructure. 2nd / 3rd line of support to all Frontex users within the context of an escalation matrix according to the internal OLA/SLA.	EFF-TIMELINESS IM-OBJ_ACH 10.0 1,100.000
<u>ICT3</u>	To ensure INFOSEC security in Frontex;	Less than 3 ICT Security incidents/year impacting on data.	IM-OBJ_ACH 1.0 100.000
<u>ICT4</u>	To deliver Help Desk service during and outside of working hours if needed;	Less than 3 requests/working week not acknowledged. Helpdesk is currently supporting all Frontex users and locations from Monday till Friday for ten (10) hours a day, and over the weekends eight (8) hours a day.	IM-OBJ_ACH 6.0 100.000

ICT5	To manage the contracts and prepare the tenders to acquire ICT products and related services.	All the IT services have appropriate SLAs, OLAs or underpinning contracts in place.	IM-OBJ_ACH	2.0	100.000
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2.2.3.3. Legal Affairs Unit

	FTE		Financial Means	
	2011	2012	2011	2012
Legal Affairs	5	5	---	---

Index	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
LEG1	To further elaborate and consolidate the capabilities to provide legal counseling to internal and external stakeholders on all Frontex related issues; To defend the interests of Frontex in legal proceedings	Legal advices ready for decision making;	EFF-QUALITY EFF-TIMELINESS	1.0
		Decisions with regard to Frontex' positions in litigations or in the elaboration of legal instruments of all kind;		1.0
LEG2	To provide comprehensive legal decisions and advice in a timely manner;	Legal advices ready for decision making;		2.0
		Decisions with regard to Frontex' positions in litigations or in the elaboration of legal instruments of all kind;		1.0

2.2.4. Directorate and Executive Support

	FTE		Financial Means	
	2011	2012	2011	2012
Senior Management	2	2	---	---
Executive Support	10	10	---	---
External Relations	9	9	---	---
Planning and Controlling	2 ²³	2 ²⁴	---	---
Quality Management	2	2	---	---
Information and Transparency	7	7	---	---
	32	32	200.000	---

2.2.4.2. External Relations

Index	Objective	Outputs & Performance Indicators	Resource Allocation (FTEs Euros)
<u>RELEX 1</u>			
The overall objective is to develop the cooperation with Third States.			

²³ 1 CA (Assistant) on maternity leave – replacement via short term contract; resource is shared between Planning and Controlling, Quality Management and Internal Audit function and was not included in resource assignment.

²⁴ idem

REL1.1	To maintain and develop the existing Frontex' Relex network with a view to building on achievements to date and improving its accessibility, reliability and effectiveness leading to increased facilitation of the role of Frontex in the external dimension of border security management as well as promoting operational and other forms of cooperation with third countries within the framework of the Global Approach to Migration	1) Maintaining network with external partners being competent authorities of third countries responsible for border security management	IM-USG_LVL	0.6
		2) Exploring of possibilities to develop contacts and cooperation with competent authorities of third countries where important airport hubs are located with direct links to EU (e.g. UAE, Thailand, Malaysia, Hong Kong)	IM-OBJ_ACH	0.4
		3) Developing contact and cooperation with the international departments of the authorities of the MS/SAC in line with Art 16.3. of the SBC as well as with EU institutions as regards Relex issues	IM-USG_LVL	0.5
		4) Contributing to initiatives within the framework of the Global Approach to Migration	PA-PART	0.5
		5) Providing support to the increasing Frontex role in the IBPC by facilitating third country networking aspects of the Conference	IM-OBJ_ACH	0.4

REL1.2	To develop cooperation between Frontex and competent authorities of third countries in the framework of working arrangements, facilitation of EU Member States' activities involving operational cooperation with third countries, development of cooperation with relevant international organisations related to their activities in third countries as well as overseeing an integrated implementation of Frontex' operational cooperation regarding third countries	1) Involvement of candidate and potential candidate third countries in 6 Frontex joint activities each	PA-PART	0.5
		2) Based on working arrangements, involvement of third countries in 4 Frontex joint activities each	PA-PART	0.5
		3) Conclusion of working arrangement between Frontex and the competent authorities of 1 country in the Mediterranean/West African region	IM-OBJ_ACH	0.5
		4) Involvement of Regional Cooperation Initiatives (e.g. MARRI, MTM, EUBAM) in at least 1 Frontex joint activity each	PA-PART	0.4
		5) Effective implementation of existing cooperation plans between Frontex and third country authorities	PA-PART IM-OBJ_ACH IM-USG_LVL	0.4

		6) Renewal of existing cooperation plans due to expire; the conclusion of two additional cooperation plans	IM-OBJ_ACH	0.4
		7) Facilitating the activities of (at least) 2 EU Member States as regards their implementation of operational cooperation with third countries	PA-PART	0.4
		8) Based on existing working arrangements, providing impetus to the coordination of cooperation with the work of relevant regional initiatives and international organisations in the field of border security cooperation in third countries	PA-PART	0.5
RELEX 2				
To enhance and further develop the cooperation with Third Organisation and other Agencies as essential component of the EU IBM Concept;				
REL2.1	Implementation of the Stockholm Programme and EU and EC Internal Security Strategies focusing on the cooperation between JHA Agencies. Implementation of EU Policy Cycle including the 2-Year Strategies (2012-	Enhancing existing partnerships with Europol and developing new one with Eurojust enabling also the exchange of personal data in the future. Strengthen the cooperation mechanism with customs.	PA-PART IM-OBJ_ACH	1.0

	2013) and following Operational Action Plans in the areas of concern to Frontex. Strengthening ties between Internal and External Security actors.	Closer cooperation with CEPOL as regards capacity building for law enforcement. Closer collaboration with external actors: EEAS CSDP missions (e.g. EULEX), International Organisations (e.g. Interpol, UNODC).		
<u>REL2.2</u>	The fight against trafficking (THB) and smuggling of human beings as one of the main priorities set by the Council in the Stockholm Programme and in the Priorities in the fight against organised crime 2011-2013.	Closer cooperation with EC (EU Ant trafficking Coordinator), JHA Agencies, and Intl. Organisations for implementing joint operational, capacity building or promotional activities in the field of THB.	PA-PART IM-OBJ_ACH	1.0
<u>REL2.3</u>	Address mixed migratory flows safeguarding international protection obligations and fundamental rights including the implementation of Frontex Fundamental Rights Strategy	Establish a cooperation arrangement with EASO and further enhance cooperation with UNHCR, IOM and FRA.	PA-PART IM-OBJ_ACH	0.5
<u>REL2.4</u>	Implementation of Eurosur, in particular the development and operation of surveillance tools following GMES Concept for Operations (CONOPS) in cooperation with other EU Agencies.	Establish arrangements with EUSC, EMSA and ESA for the provision of services within Eurosur for Frontex and MS	EFF-TIMELINESS	0,5
<u>REL2.5</u>	Implementation of the EU Integrated Maritime Policy focusing on inter-agency cooperation in the field of maritime surveillance and development of CISE (Common Information Sharing Environment) and Coast Guard function.	Establish closer cooperation with EU (EMSA, CFCA) and National Maritime Agencies; e.g. Coast Guards	PA-PART IM-OBJ_ACH	0,4

<u>REL2.6</u>	Participation in the implementation of the EU Information Management Strategy for law enforcement.	Establish good collaboration with key actors EC (DG HOME), Council WG (DAPIX), Europol.	PA-PART IM-OBJ_ACH	0.3
<u>REL2.7</u>	Support to EU Crisis Management Response	Establish cooperation arrangements in the field with EC (DG HOME), EEAS (Sitcen) and relevant EU Agencies (e.g. ECDC)	EFF-TIMLINESS IM-OBJ_ACH	0.3

2.2.4.3. Planning and Controlling²⁵

Index	Objective	Outputs & Performance Indicators		Resource Allocation
				(FTE Euros)
<u>CTL1</u>	To identify and assess internal and external factors which could affect the mid- and long-term development of Frontex, in order to allow Frontex' management to make timely and informed decisions on current and future activities;	To provide quarterly assessments to Frontex' senior management and members of the Management Board;	EFF-TIMELINESS IM-OBJ_ACH	0.3
<u>CTL2</u>	To tune and execute the Strategic Change (Management) Cycle started to facilitate and shorten the strategic planning process and to give more time to monitoring and controlling of organizational performance;	Multi Annual Plan 2013 – 2016	EFF-TIMELINESS IM-OBJ_ACH	0.5
		Annual Programme of Work 2013;		0.3

²⁵ The resource of 2 Admin Assistant is shared between the Internal Audit and Planning and Controlling function.

		Budget 2013;		0.1
		Annual Operational Plan		0.1
		Frontex Report of Authorizing Officer;		0.1
		Yearly Risk Monitor;		0.1
<u>CTL3</u>	Implementation and fine tuning of a tailored Performance Management System Frontex and roll out of elements of management tool box;	Quarterly Evaluation Reports;	EFF-TIMELINESS	0.2
		Monthly briefings on Performance issues;	EFF-TIMELINESS	0.3

2.2.4.4. Quality Management²⁶

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
<u>QM 1</u>	To improve the quality of Frontex processes	New methodology and tools for Quality Process Reviews in Frontex	IM-OBJ_ACH IM-USG_LVL	0.1
		Using risk-based approach conduct at least 2 quality reviews and issue recommendations to improve the efficiency and effectiveness of controls	IM-OBJ_ACH	0.2
<u>QM 2</u>	To improve the quality of organizational risk management in Frontex	Design & implement more efficiency and effectiveness risk assessment tools/methodologies	IM-OBJ_ACH IM-USG_LVL	0.2
		Improved quality of Frontex' risk register	IM-OBJ_ACH IM-USG_LVL	0.2
<u>QM 3</u>	To identify the main organizational risks of Frontex (internal & external)	To identify the main organizational risks of Frontex (internal & external)	EFF-TIMELINESS	0.2
		Provide input into relevant Frontex processes for which a risk assessment is critical, e.g. PoW; quality assessments	EFF-TIMELINESS	0.2
		Assessment of the internal control system and actions	EFF-TIMELINESS	0.1

²⁶ The resource of 2 Admin Assistant is shared between the Internal Audit and Planning and Controlling function.

		required to ensure improvements		
QM 4	To improve the implementation of action plans	Improved compliance rate with established deadlines	EFF-TIMELINESS IM-USG_LVL	0.3
QM 5	To contribute to the development and implementation of performance management framework in Frontex	Contribution to the methodology and tools and implementation of performance management	IM-USG_LVL	0.2

2.2.4.5. Information and Transparency

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation (FTE Euros)
PR1	To promote the mission, values and culture of Frontex to its staff members through introduction of communication tools and other best practices;	Tailored Intranet website available to user;	IM-SAT_LVL	2.6.
To provide stakeholder and European citizens with information on the Agency's activities in line with Frontex' external communication strategy (FGR 2009)				
PR2	Media Relations	Further development of Frontex' external communication strategy until end of Q2 (not including endorsement by MB).	IM-SAT_LVL	1.7
	General public relations			1.3
	Audio Video content	Provide bulletins and reports on		1.0

	Internet and social media	extraordinary events		1.5
	Events			0.9

2.2.5. Internal Audit

	FTE		Financial Means	
	2011	2012	2011	2012
Internal Audit	2.0 ²⁷	2.0	200.000	10.000

Index Goal	Objective	Outputs & Performance Indicators		Resource Allocation	
				(FTE	Euros)
IA1	To audit the internal control system put in place in order to assess its effectiveness and, more generally, the performance of the units in Frontex in implementing its policies, projects and actions with a view to bringing about continuous improvement;	Performance of 2 – 4 audits according to a risk assessment made in late 2010;	IM-OBJ_ACH	2.0	10.000

²⁷ The resource of 3 Admin Assistant is shared between the Internal Audit and Planning and Controlling function.

3. ANNEXES

Annex 1 – Frontex’ Operations Division’s Portfolio 2012 (Restricted)

Annex 2 - Frontex’ Capacity Building Division’s Portfolio 2012

General

This annex presents Frontex’ Capacity Building Portfolio for 2012. It contains an overview of important external factors, an outline of priorities for the coming years, and a presentation of the 2012 projects of the Capacity Building Division.

Mission

The mission of the Capacity Building Division (CBD) is to support the Member States in building and achieving a high and uniform level of control and surveillance of their external borders and to be a driving force in the further development of the European potential regarding the integrated border management. Its other responsibilities include providing qualified expertise to support the European policy development process in the area of border control contributing to the development of Frontex capabilities and supporting the actions of the Agency for providing effective assistance to the Member States regarding the operational aspects of external border management. This is done through the coordination of activities related to training, research and development, and managing and development of pooled resources.

Frontex is to play a leading role in analysing future capability needs for the control of EU external borders as well as in supporting the Member States in their development of capabilities to fill those needs. Furthermore, the Agency, through Capacity Building Division is to be the key driver for harmonisation and standardisation, promoting greater interoperability.

To facilitate the accomplishment of its mission, the Agency has identified four goals, which for Capacity Building imply the following:

Objectives for 2012

The main objectives of Capacity Building Division for 2012 are as follows:

- Continuation of the development and implementation of the common core curricula for border guards education, in particular the implementation of the mobility / exchange programmes – Erasmus style - and development of the Joint Degree Programmes for bachelor and masters studies, as well as curricula updating;

- Further development and implementation of common standards for border guards training and specialisation, focusing on fundamental rights, trafficking in human beings, and development of standardized training programmes for joint organized activities and joint operations (e.g. return officers, escort leaders, interview officers, dog handlers);
- Creation of an integrative platform as a basis for the further establishment of a centre of expertise for detection of document fraud, and exploring the options in cooperation with relevant stakeholders;
- Further development and identification of best practices and guidelines with regard to Automated Border Checks, Advanced Passenger Information system and false/falsified document detection, and contribution to the development of new tools for behavioural analysis for border checks, in the view of increasing efficiency and effectiveness of the border checks at the external border, and supporting the development of the Smart Borders Concept;
- Follow up on developments regarding remote sensing and detection technologies and contribute to improving the situational awareness of Member States by making use of the existing technical tools or the development of new tools as well as (secure) communication between Member States, aiming at increasing efficiency and effectiveness of surveillance of the external borders;
- Contribute to the successful implementation of EUROSUR by coordinating Frontex activities and assisting Member States, in particular for the extension of the EUROSUR network to all concerned Member States and a further development of provided services;
- Creation and Management of the European Border Guard Teams in order to increase the availability, flexibility and deployability of operational resources for joint operations;
- Developing the management of Technical Equipment Pool.

Priorities for 2012

A brief analysis of external developments and feed-back from Member States shows that the Capacity Building activities generally are already aligned with the important developments. Consequently, most of the CBD efforts for 2012 will be devoted to the consolidation and further development of the work in the three fields of Training, Research and Development, and Pooled Resources.

In particular, areas of growing importance, on which this introductory section further elaborates, are:

- EUROSUR;
- Creation of the European Border Guard Teams (EBGT) Pool
- Document fraud;
- Developing the management of Technical Equipment Pool;
- Fundamental rights;
- Capacity building in third countries
- *Annual Bilateral Negotiations and Agreements*

EUROSUR

The development of the European Border Surveillance System (EUROSUR) continues through close collaboration between Frontex, the Commission and the Member States. Within Frontex,

CBD coordinates both the activities to support the Member States and the Commission, and the activities striving to develop Frontex' role in EUROSUR.

Main EUROSUR-related activities include the EUROSUR Network Project which is developing and demonstrating the exchange of relevant information between the Member States as well as between the Member States and Frontex. The Network will be extended to encompass all concerned Member States, i.e. at least 18, in 2012.

Furthermore, Frontex will develop and provide a Common Pre-frontier Intelligence Picture of increasing quality. Based on a collaboration with EMSA and EUSC, satellite based imagery from GMES (Global Monitoring for Environment and Security) will be used as one of the sources to build this pre-frontier picture.

Other important EUROSUR related activities are:

- Steering of FP7 research projects, in particular those related to Maritime Surveillance, to support the further EUROSUR development;
- Supporting the Pre-Operational Validation (POV) of surveillance systems in close cooperation with DG ENTR, and the consortium formed by Member States;
- Participating in working groups, e.g. the Commission's groups on a Common Information Sharing Environment for maritime surveillance

Creation of the European Border Guard Teams (EBGT) Pool

The creation, development and management of the EBGT, a mechanism used to improve the availability of border guards in joint operations, will be one of the top priorities of the Capacity Building Division in 2012 and the following years. However, in order to achieve this goal, a set of pre-requisite measures needs to be implemented in order to reach a common agreement with the Member States and Schengen Associated Countries and ensure the consistency and efficient functioning of the pool. The measures to be conducted in 2012 will address in particular smooth and efficient ways for building upon the achievements of the current RABIT and FJST pools, creation of a set of rules and profiles for the deployment of the border guards within the new EBGT pool, clear definition of the SNEGOs roles and involvement as part of the pool, establishing the deployment mechanisms, the sources for financing and developing an exercise mechanism and a set of rules and best practices for the pool management. Furthermore, in the last part of the year, CBD will consider to implement a pilot project in order to test the functioning of the newly created pool and to make possible its full operationalization and development starting with 2013.

Document fraud

The Annual Risk Analysis 2010 proposes, that Frontex should "...develop a centre of expertise for the detection of forged documents...", as there is a growing risk of abuse of travel documents. This recommendation has subsequently been repeated in the 2011 ARA.

The ambition is to create a centre which covers all aspects related to document fraud: information gathering and sharing, operational support, research, training, and support to policy development. The centre would be a virtual organisation bringing together different entities of Frontex, Member State authorities, third country authorities, research institutes and possibly other organisations.

Due to budgetary constraints the initiative has to be scaled down for 2012 and will only cover the design phase of such an entity. Related Frontex-wide activities will be connected and developed in an integrated way. This will form a baseline for further establishment of the centre of expertise, and the options for the creation of such centre and the related cooperation issues will be further explored in close conjunction with the stakeholders, further relying on a strong contribution of Member States' expertise in the field.

Development the management of Technical Equipment pool

The new Frontex Regulation provides for the creation of a technical equipment pool to be managed by the Agency. It also creates the possibility for Frontex to acquire a minimum of required technical equipment for external border control to be deployed during joint operations, pilot projects, rapid interventions, joint return operations or technical assistance projects

In 2012, it will be necessary to develop and introduce the best ways for managing the technical equipment pool and to explore the most cost- efficient solutions, in order for the Agency to acquire its own minimum set of technical equipment. This will be realized by:

- Introduction of the OPERA software application to facilitate the management of human resources and technical equipment by both the Member States and Frontex. The application will also facilitate the planning and implementation of the Agency's current and future operations;
- Developing the concept of the acquisition of (limited) operational capability for Frontex – Follow up after Lea Project I
- Developing the concept of Technical Equipment pool

Options for acquiring own equipment will be explored and procurement of services will be initiated at a limited scale.

Furthermore, on the basis of the revised Frontex regulation, Member States will second border guards with guest-officer status to Frontex for a certain period of time. Frontex will systematically deploy these seconded officers to joint operations as an additional part of the EBGT Frontex Joint Support mechanism.

Fundamental Rights

Fundamental rights continue to play a prominent role in the Division's activities. The common curricula – the Common Core Curriculum and the Common Standards for Higher Education – are updated to include the developed methodology for training regarding fundamental rights. A specific module on Trafficking in Human Beings (THB) is developed and implementation of the training is initiated. Furthermore, the results of the study on anti-corruption measures will be incorporated into the training activities.

The EBGT pool shall be developed further to include fundamental rights experts.

Capacity building in third countries

Regarding third country collaboration, the Division could further support capacity building in third countries, thereby contributing to Frontex, EU or Member States efforts in this area.

TRAINING UNIT Portfolio

The mission concerning training is to establish and further develop common core curricula for border guard education – including the Common Core Curriculum for EU Border Guard Basic Training (CCC), the Common Core Curriculum for EU Border Guard Mid-Level Education and High-Level Education (CCMH), and to provide training at the European level for teachers and instructors of national border guards. Frontex is tasked with developing common training standards in close cooperation with Member States experts and offering additional training courses and seminars on subjects in the area of border management. The training activities aim to promote a European border guard culture with high standards concerning human rights, ethics and leadership.

To accommodate budget constraints, some 2012 training activities will be reduced, in particular, curricula for mid-level and high-level education, training courses for BG mid level officers, and air crew training.

It is also to be mentioned that the budget allocation of the current portfolio does not fully reflect new obligations resulting from entering into force of the amended Frontex Regulation (2 phased approach) which will have an extensive impact on training activities.

General

Frontex courses and training activities are implemented on the basis of the course programmes and curricula designed through a joint effort of Frontex and experts from Member States/Schengen Associated Countries (MS/SAC).

Multiplier training, where Frontex trains multipliers who then carry out national training activities in their respective home countries, are often used as the most efficient way to cascade knowledge and skills to all MS/SAC. Standardised results in all MS/SAC are ensured through the use of **Frontex training tools** (CD programme, DVD instruction, multimedia tools) and through guidelines given to multiplier trainers.

Below follows a presentation of activities and products divided into:

- Common Curricula;
- Specific training activities;
- Training activities as parts of Operations Divisions Programmes;
- Networking and cooperation with stakeholders.

Common Curricula: Basic Training

1. The **Common Core Curriculum for EU Border Guard Basic Training (CCC)** is a curriculum offering measurable, common standards for national BG training institutions, teachers and students in all EU Member States. It consists of a general part and modules for sea, air and land borders. It is the first common curriculum including common skills and competencies (as common standards) for basic training of law enforcement officers in the EU.

CCC has been updated by joint efforts of Member States under Frontex' lead. In 2012 the CCC work includes:

- Support and assistance to MS/SAC for the implementation of the updated CCC (new update in 2011 on Fundamental Rights and in the areas resulting from Lisbon Treaty);
- CCC implementation in Frontex Partner Countries - second phase
- Development of common training materials including an e-learning component
- Teachers' mobility / exchange programme enhancing the role of the Frontex Partnership Academies. Partner Countries are also invited to join in 2012.

Budget: EUR 200.000

Common Curricula: Common Standards for Mid level and High Level Education

Common Standards for Mid level and High level Education (integrates the former CMC and CHC, and the Joint Degree Study Programme within Curricula in Higher Education component). It covers the curriculum development work for mid level and high level border guard education, on the basis of the Sectoral Qualifications Framework for Border Guarding and the implementation of the Joint Degree Study Programme according to Bologna/Copenhagen principles. It includes:

- **Common Core Curriculum for EU Border Guard Mid-Level and High Level Education** aims to achieve the harmonisation of the educational standards for mid-level and high level BG officers and will be further developed based on the Sectoral Qualifications Framework for Border Guards (SQF), after its finalisation and fine tuning with the involvement of all MS/SAC. The curriculum development will integrate and continue the work carried out in the former CMC project, aligning it with the SQF concept, which allows a higher flexibility for the subsequent implementation of the European standards at national levels, addressing the different needs of the various MS/SAC BG education and training systems (academic / vocational), according to the European and National Qualifications Framework for Life Long Learning;
- **Joint Degree Study Programme** is a pilot study programme which aims to explore the implementation of the Common Curricula for Mid level and High level Border Guards within the Higher Education context by a common effort of the involved universities and academies. The first draft will be finalised in 2012 and piloted in 2013, as an EU study programme leading to a joint bachelor's degree according to Bologna process. In order to start up a Joint Degree Study Programme for Mid-level and High level Border Guards studies – including an ERASMUS-style exchange of students – a close cooperation with a small group of Universities was established. After finalisation and piloting, the curricula for mid level and high level will be implemented as a bachelor (step 1) and master (step 2) degree study programmes to which all MS / SAC will be invited to enrol students.
- Recognition of **Prior Learning instruments and the Development of an Accreditation and Certification system** / quality assurance will be explored in the context and for the purpose of the above indicated components.

Budget: EUR 300.000

Frontex Courses for Mid Level and High Level Border Guard Officers

Frontex Course for BG Mid-level Officers (MLC) is a five week course aiming to enhance the understanding of BG Mid-level Officers of how sharing their experience and expertise can contribute to more effective cooperation at EU borders. It also aims to develop their leadership, management and English language skills, as well as their knowledge of fundamental rights, thereby enabling them to participate in a greater range of common activities.

- **Excellency in Border Management Course (EBM)** will be developed as a tailored course for senior management officers covering topics such as EU border management, strategic planning, organisational development and change management, public relations and media management, international cooperation etc. It aims to foster a strategic management culture, as well as a European border management culture, and to create a high-status network for the development of a European border guard profession.

Budget: EUR 400.000

SPECIFIC TRAINING ACTIVITIES

The specific training activities are designed based on Frontex risk analysis, lessons learnt from Frontex coordinated Joint Operations and inputs from the Member States.

SPECIFIC TRAINING ACTIVITIES: Cross Border Crime

False Documents Detection

- The “Specialist Course for the Detection of Falsified Documents” constitutes a two-week training for document specialists (third line officers) aiming to enhance their knowledge of printing techniques, common terminology and the examination of questioned documents and their analysis.
- “Falsified Documents Road show” is a training activity providing first line border guard officers with information on national and European level measures regarding the detection of falsified documents.
- “Advanced Level Training Tool for Detection of Falsified Documents” is the basis for the training of the first and second line officers.
- The “Basic Level Training Tool for Detection of Falsified Documents” has been developed with a view to train agents not directly involved in the tasks of border guard.
- The “Consular Staff Training” is a training activity providing basic training for documents detection for Embassy and Consular staff of MS/SAC in third countries.

Budget EUR 300.000

Stolen Vehicles Detection

- “Training Tool for the Detection of Stolen Vehicles: ADESVET - ENTRY LEVEL” is a uniform format training tool for the basic training of Border Guard officers in the field of detection of stolen vehicles.
- “Training Tool for the Detection of Stolen Vehicles: ADESVET - ADVANCED LEVEL” is a training tool for follow-up training of Border Guard officers in the field of detection of stolen vehicles.

Budget EUR 200.000

Trafficking in Human Beings

“The Training Tool focused on Trafficking in Human Beings” (THB) was developed by MS/SAC experts in cooperation with EU agencies/NGO and international organisations following the recommendations of the Frontex Annual Risk Analysis. It provides a common basis for the provision of training in preventing and combating trafficking in human beings and in handling victims with respect to their dignity and fundamental rights.

Budget EUR 200.000

SPECIFIC TRAINING ACTIVITIES: Air-crew

The training activities will be primarily focused on the implementation of the Common Standards Training Manual into the national training. The manual will be translated into national languages and multipliers trained. The previous activities in the area of air crew training allowed the establishment of the common manual. Therefore the shift from direct training to the assistance of national training implementation is the consequent step.

The purpose of the common training standards of MS/SAC border guard aircrew is to strengthen the opportunities for operational cooperation during joint operations.

- “Common Standards Manual for Air Crew Training” is a manual aiming to harmonise the training of MS/SAC Air Crew members and to ensure a common level of knowledge and competence of the border guards concerned.
- “Common Standards Manual: Multiplier Training” is the activity aiming to train the multipliers for the national implementation of the manual. Common understanding and harmonised approach are key elements of the successful implementation.
- “Crew Resource Management (CRM)” is a three-day training course aiming to improve the safety culture in the aviation units of the Member States, which is a crucial goal for the efficiency of joint operations coordinated by Frontex.
- “Air-Sea Coordination Training” is a ten-day course focused on the enhancement of the tactical knowledge and proficiency of the Member States aircrews’ and maritime units’ members of Air-Sea operations (tasks and means) based on the experience achieved by the host Member State.
- “Mountainous Survival Training” is a five-day course providing the participants with the necessary knowledge on how to behave and operate in emergency situations in mountainous environments.
- “Forward Looking Infrared (FLIR) Operator Training” aims to provide standardised training for FLIR Operators enabling them to efficiently operate the FLIR System when deployed to day/night Frontex missions.

- “Sea Survival Training” is a four-day basic training providing the minimum standard of competence for personal survival techniques. The course is designed for helicopter and fixed-wing aircraft crew members.
- “Night Vision Goggle Training (NVG)” aims to enhance the night flight competence of helicopter pilots and flight technicians from the Member State Border Guard Aviation Units who will act as multipliers and cascade the knowledge in the MS/SAC.
- “Crew Exchange” is a two-week exchange programme conducted by the Border Guard Aviation of the host Member State.

Budget EUR 600.000

SPECIFIC TRAINING ACTIVITIES: Other fields of training

- **Development of Training for EUBG Canine Teams**
“Common Core Curriculum for EUBG Dog Handlers” provides together with the “Basic Training Tool” and the “Specialised Training Tools for EUBG Dog Handlers” (e.g. human scent, explosives detection, narcotics detection, use of force) a wide range of training standards and products aimed to support the future certification of EUBG dog handlers.

Budget: EUR 250.000

- **RABIT Induction Training and Workshops** were intended to provide adequate training to the members of the Rapid pool. The training concept will be amended in order to meet the requirements of a basic and further training of the European Border Guard Team Members in the light of the amendments to the Frontex regulation (Council Regulation (EC) No 2007/2004).

The budget allocation might be subject to amendment in order to reflect the obligation arising out of the amended Frontex regulation.

Budget: EUR 200.000

- **Training for Schengen Evaluators (Scheval Training).** The Basic Course for Schengen Evaluators is a one-week training for nominated experts from MS/SAC focused on how to carry out the Evaluation Mission. The Course for Leading Experts provides additional competence to the experts leading the Schengen Evaluation.

Budget: EUR 150.000

- **A Fundamental Rights Manual** aims to provide the trainers in the MS/SAC with the up-to-date training methodology specifically tailored to increase the knowledge and skills of border guard officers in the field of fundamental rights protection.

Budget: EUR 150.000

- **“Common Manual for Joint Return Officers Training”** provides standards for training of MS/SAC escort leaders and escort officers.

Budget: EUR 150.000

- **“English language Training for Practitioners/Language Instructors”** is a tailored training enhancing the language knowledge specific for a certain field of border management.

“The Training for Practitioners/Language Instructors at the airports: basic and advanced level” were developed in the first phase. It is designed as a multiplier training in order to reach a large number of border guards working at the airports and to enhance their English knowledge as required for performing daily tasks at airports and also during joint operations coordinated at airports by Frontex.

Budget: EUR 200.000

- **Seminars for Third Countries:** the training tool and Frontex trainers can be used if requested. Frontex provides a one-week course aiming to improve the knowledge and skills of the Third Countries trainers in border control/surveillance and management areas. Budget will be allocated in case of MS/SAC joint request for assistance

SPECIFIC TRAINING ACTIVITIES: Parts of OPD programmes

INTELLOPS training project is reflecting the need to develop and implement a sustainable training for three groups of experts (as stipulated by the “ED decision No 83/2010, amending the profiles of FJST members”). Therefore the Intellops training project consists of three autonomous trainings:

- **“The debriefing experts training”**
- **“The second line interview experts training”**
- **“Screening experts training”**

The aim of the training project is to provide a theoretical and practical training for officers already experienced in interviewing, debriefing or screening in order to enhance their knowledge, competences and practical skills prior to their deployment in Joint Operations.

The trainees having successfully completed the training and the final assessment have been proposed to be invited to the FJST pool as debriefing experts, second line interview or screening experts.

The project and budget allocations might be subject to amendment in order to reflect the EBGT related obligations, arising out of the amended Frontex Regulation.

Budget: EUR 200.000

- **Briefing for Focal Points Guest Officers** has been developed to train the experts deployed to Focal Points at the external borders.

- **“Briefing for Focal Points Guest Officers: Air Borders”** is training for the experts deployed to air border Focal Points.

- **“Briefing for Focal Points Guest Officers: Land Borders”** is a two-day training for the experts deployed to land border Focal Points.

- **“Briefing for Focal Points Offices Guest Officers: Sea Borders”** is a training tailored for the experts deployed to sea borders Joint Operations Focal Point Offices.

Budget: EUR 100.000

Networking and cooperation with stakeholders

- **National Training Coordinators (NTC)** (priority) is a formal network of nominated national experts – counterparts of Training Unit from MS/SAC and Frontex partner countries. NTC contribute to all phases of training projects and are essential for two-way direct communication with all states in training matters. 2 conferences are planned for 2012.

- **Frontex Partnership Academies (PA)** (priority) is a network of national border guard academies from Member States which support Frontex training by hosting Frontex meetings and training activities. The scope of the Partnership Academy Network is extended towards their higher involvement and input to the training projects. 2 conferences are planned for 2012.

- **Frontex Virtual Aula** (priority) is the web-based platform of Frontex Training Unit under FOSS including information about Frontex training project and Frontex training activities. All academies from MS, SAC and Frontex Partner Countries are present on this platform. The aim of Virtual Aula is to offer to Partnership Academies managers, national training coordinators, trainers, teachers, project assistants an overall picture of what is carried out in Europe, every day, in the field of border guard training. In 2012 Virtual Aula will further develop the meeting management module in cooperation with Partnership Academies.

eLearning Experts Group connected to virtual aula is a group of EU Member States experts established in 2011 contributing to training activities of the Training Unit. eLearning applications will be piloted and reviewed aiming at cost-effective solutions and large European coverage. Two conferences are envisaged in 2012, but the second one will be planned after the assessment of the budget implementation.

- **Educational Strategy Group (ESG)** is a board of nominated representatives of Member State training organisations (high level decision makers in the field of border guard education and training matters) and representatives of Frontex Partnership Academies aiming to provide Frontex with strategic advice on training and to act as a catalyst for the process of implementation of the European training standards and common curricula at national levels. The ESG was established in 2011, meeting twice a year. The second conference will be organised following the assessment of the budget execution.

- Conference on **“European Curricula for Border Guard Education”** promotes the exchange of information on existing curricula and training programmes within the BG Education and Training organisations, aiming to steer reflections and reach common understanding on the European dimension of future curricula development. Once per year.

- **Expert boards** - represent a platform for training development and implementation. Boards of Experts are bodies composed of national experts in a specific field who meet regularly in order to discuss the latest developments in the respective field in the training context and to systematically review the training programmes and propose further steps for training / education in the respective field. Expert boards meetings will be financed from the respective projects.

Budget: EUR 400.000

RESEARCH AND DEVELOPMENT UNIT

The mission regarding research and development is to follow up on the developments in research relevant for the control and surveillance of external borders and to disseminate this information to the Commission and the Member States. Frontex also collaborates closely with the Commission, striving to influence EU funded research to fit the needs of border security.

The desired role in the field of Research and Development is to play a major role in supporting the Member States and the Commission in their development of capabilities and policy, as well as in directing relevant EU security research. Furthermore, Frontex should provide a frame for exchange of experience between the MS. Frontex seeks to be a central point for launching studies related to border security, which might require increased future financial resources.

The Research and Development activities are to provide the foundation for the developments of EUROSUR and of Automated Border Control, which are the two fields of priority.

General

2012 will see a continuation of the implementation of the two R&D Programmes (Border Checks Development Programme and the Border Surveillance Development Programme). The different projects under the umbrella of these Programmes are partly a continuation of activities started in 2011 and partly new initiatives. The new initiatives are based on feed-back received from Member States, the European Commission or on new developments that have been identified through the R&D activities and are potentially of interest to the border guard community.

Border Checks

In the Border Checks Development Programme, projects and activities in 2012 will focus on the development and implementation of efficient and effective border checks at the external border which are of a comparable level, resulting in no weak spots. To this end border guard services of the Member States share relevant operational information both at a national and international level with other border guard/state services.

The successful approach from the previous years of developing best practices guidelines will be further followed and extended to other areas, while the already developed best practices guidelines will be further elaborated upon.

The further development of best practices and guidelines for ABC systems will continue in 2012.

The detections at BCPs can be further improved. Several initiatives undertaken in 2011 will be continued, while others will be started.

During 2010 Member States expressed a need to have a continued discussion on practical problems arising at the external borders as well as on the introduction of new equipment/systems. In order to cater for this need Frontex will provide the platform and facilitate the development of common practices and guidelines.

Budget: EUR 612.000

The following projects are planned to run under this Programme in 2012:

1. **ID check** (partial continuation of Dognose 2011)

The project focuses on technology and methods for detection of document and identity fraud and deceptive behavior at border crossing points (BCPs). The aim is to help border guards in the first line to take informed decisions in application of the entry criteria spelled out in the Schengen Border Code: the verification of the authenticity of documents, the verification of the identity of the document holder and of the purpose of travel, and the assessment of the individual risk level of until then unknown potential threats. Activities will focus on innovation in counterfeited/false documents detection (including electronic passports' verification), biometrics, and physio-behavioral analysis.

Budget: EUR 192,000

2. **Advance Information**

Despite the API directive (2004/82/EC of 29 April 2004) having been transposed to the legislation of all MSs, the roll out of API systems is very limited and heterogeneous. Around 50% of MSs do not have an API system in place, and even if it exists, it is seldom used for vessel or railway traffic. This leaves a worrisome open back door for persons trying to enter the Schengen area without

fulfilling all the entry requirements.

The goal for 2012 is to help fill the gap in the deployment of API systems in the EU by providing solutions to the main barriers identified during the research conducted in 2011. This will be done by facilitating MSs in the implementation of such system, and supporting policy decision makers in building solid regulatory foundations for it. Specific tasks include:

- a) Developing an API starter kit for MSs currently not having such a system in place, which will include:
 - Cost Benefit Analysis package to decide on the most cost-effective solution for each case
 - Continuation in the elaboration of Best Practice Guidelines on API (with a stress on how MSs carry out risk assessment on passengers)
 - Reference engineering document (based on the most cost effective implementations that we have identified during the research carried out in 2011), reviewing architectures, protocols, interfaces and key processes
 - Financing guidelines, describing how to access External Border Funds for this purpose
- b) Supporting decision makers on the development of API policy
 - Assist the EC in the revisiting of the API directive
 - Assist the EC and EP in the PNR discussions as far as border management is concerned

Budget: EUR 100.000

3. Automated Border Crossing Systems (ABC) and Biometrics

The development of best practice guidelines (operational and technical) for ABC has been successfully completed in 2011. The main focus of the documents is on the facilitation of EU citizens who hold an electronic machine readable travel document (eMRTD) across the border. 2012 will see the further development of these documents into different areas where either Member States are already implementing or will be implementing solutions (e.g. ABC for third country nationals) or the EC will launch legislative proposals (e.g. in connection with the registered traveller programme). Activities will focus on validation and dissemination work as well as development of future capabilities for automated border checks.

Budget: EUR 150.000

4. Visa Information System (VIS)

The Visa Information System was rolled out for border guards in October 2011. By January 2012, a majority of Member States will have experienced their first challenges in integrating VIS checks (fingerprint scans) with passengers from the first roll-out region (Middle East and North Africa).

The project will gather national VIS project managers and border guard officials tasked with implementing the system to agree on main challenges, to identify/develop best practices guidelines for the VIS implementation and practical use in the operational context and assess needs for training.

Budget: EUR 80.000

5. Research and Development (R&D) Forum

The R&D Forum project provides a platform to Member States for discussing existing gaps and has as its main objective to identify those areas where the development of best practices and guidelines, or provision of better information could fill or help to fill existing gaps. Two key areas have so far been identified: land border practice and known unknowns.

a) Land borders account for an important proportion of all traffic in and out the Schengen area (around 40% according to reliable estimates). However, land BCP practice and land BCPs themselves vary widely across the EU. Moreover, cooperation with neighbouring third countries has a decisive impact on flows at land border and is essential to facilitate transit. A Working Group has been constituted to further investigate and catalogue practices at land borders, as well as to investigate what works best and to what extent existing operating procedures are transferable to other Member States. The key areas of focus are: 1) Checks practice, including the application of the Schengen Borders Code; 2) Bilateral cooperation with neighbouring countries; 3) Handling of local border traffic; 4) Truck traffic management and 5) hidden human detection.

Budget: EUR 70.000

b) As a result of a research conference jointly organised with the Finnish Border and Coast Guard Academy in 2011, clear gaps in knowledge were identified in regard to vulnerability as a component of risk. Little reliable, empirically-based information is available to border guards indicating what proportion of illegal flows they fail to intercept. A research conference is therefore proposed for 2012 which will look at cataloguing precisely which gaps exist and what experimental work could be done to fill them.

Budget: EUR 20.000

Border Surveillance

In the Border Surveillance Development Programme, projects and activities in 2012 will focus on the development and implementation of efficient and effective border surveillance. To this end border guard services of the Member States share relevant operational information both at a national and international level with other border guard/state services and with relevant European Agencies.

Several existing gaps in surveillance will be looked into and the ongoing development of aerial and ground system solutions for border surveillance will be followed.

At the same time ways to improve the information position of border guard services of the Member States (either directly or as an additional service of Frontex via EUROSUR) will be studied.

Budget: EUR 350.000

The following projects are planned to run under this Programme in 2012:

1. All Eyes; Aerial, Ground and Sea Surveillance – sensors and platforms

This project is a follow-up to the Remote Sensing and Detection technology projects (2010 and 2011) and will cover current developments on sensors, platforms, data fusion and integrated system solutions for border surveillance.

The main objective is to identify more cost-efficient and operational effective solutions for aerial border surveillance in particular Unmanned Aircraft Systems (UAS) with Optional Piloted Vehicles (OPV) that could be used in Frontex Joint Operations (sea and land).

One of the main, until now unanswered, questions regarding the use of UAS for border surveillance is the one related to the cost-effectiveness and efficiency of such systems in comparison to more conventional border surveillance systems. In order to get a better picture of the potential impact UAS may have on border surveillance a UAS study will be implemented in 2012. The estimated duration of the study is nine months (75,000 EUR).

Practical field tests and assessment of the most recent and effective technologies for land border surveillance will be followed.

Budget: EUR 250.000

2. Intelligence and Communication

The activities foreseen under this project for 2012 are to a large extent a logical continuation of the ones started in 2011. The main focus is on the further development of the information acquisition and management capabilities (and with that bringing the situational awareness to a higher level of detail) of the Member States and/or Frontex. The foreseen activities are specifically tailored to the further development of EUROSUR and the creation of BorderTechNet, an information sharing platform on border-security related research and technologies.

Budget: EUR 100.000

EUROSUR²⁸

The idea of EUROSUR is to establish an information sharing and cooperation mechanism enabling Member State authorities carrying out border surveillance activities and FRONTEX to collaborate at tactical, operational and strategic levels. EUROSUR will provide Member States with a framework that increases their situational awareness and improves the reaction capability of national authorities controlling the external borders of the EU Member States. EUROSUR foresees the interlinking and streamlining of surveillance systems and mechanisms at Member States level, including the setting up in each Member State of a National Coordination Centre (NCC).

Frontex has been part of the EUROSUR development since the very beginning and, so far, the main activities have been to develop and set up a network for information exchange, and to work with DG ENTR and Member States to steer relevant research to support the development of the EUROSUR concept.

The development of the EUROSUR Network started in November 2010 following a DG HOME request to set up a core-EUROSUR Network interlinking the NCCs. The EUROSUR Network is to support exchange of common interest information regarding illegal immigration and cross-border crime between NCCs as well as between Frontex and NCCs, and is a platform facilitating further development of the capability to share and act on common interest information. In 2011 six Member States and Frontex have been connected.

²⁸ Implementation period: January - December 2012 (the Frontex EUROSUR Programme will continue until the entry into force of the legislation in 2013). Total required budget: EUR 5,530,000. However, the current budget version contains 1.3 Mio for EUROSUR, 2.2 Mio Euros will be transferred from IT funds.

Core activities in the EUROSUR Programme in 2012 are:

- The Network will be extended to encompass the 18 Member States participating in EUROSUR (and possibly to other Member States and relevant EU Agencies). The network will also start to be used for exchange of real operational data. Furthermore, the software will be enhanced to handle potentially increasing information exchange requirements between NCCs and Frontex. Policies and procedures for information management will be developed.

Budget EUR 2,000.000

- The Common Surveillance Tools Project will develop and test a Frontex capability for a combined use of satellite imagery and ship reporting systems for border surveillance in order to provide surveillance based information to the EUROSUR network. This is to be done using GMES measures (Global Monitoring for Environment and Security) and by working in close conjunction to EUSC and EMSA.

Budget EUR 1,580.000

- The Common Pre-frontier Intelligence Picture is to be further developed. The objective of the CPIP project is to develop tools and procedures for providing a Common Pre-frontier Intelligence Picture to the EUROSUR information exchange. An initial CPIP will be exchanged on a pilot basis and the extent of the CPIP will then be gradually developed. Geo-data for interesting regions will be acquired and tools for analysis and visualisation will be developed. Furthermore, training will be provided to MS.

Budget EUR 1,950.000²⁹

Other Activities

Budget: EUR 70.000

1. **Validation, dissemination and update of Info RDU country reports. To be performed in the margin of the ED4BG 2012 event.**

Budget: EUR 20,000

2. **Study on Migration.**

The study is to provide an insight into the push/pull factors for (irregular) migration. More in particular, it should give an understanding as to why people leave their home countries and why they want to go to certain countries within the EU.

Budget: EUR 50.000

POOLED RESOURCES UNIT

The mission of pooled resources is to contribute to strengthening the response capacity of Frontex and the Member States. Frontex is to develop the availability and deployability of sufficient operational resources. The Agency manages and develops pools of border guards and technical equipment of the Member States, Schengen Associated Countries and Frontex in view of their use during joint operations, technical and operational assistance, and rapid operational assistance.

In 2012 Frontex will develop the concept and management of the new EBGT (European Border

²⁹ Elements of the CPIP expenditures are covered by other budget lines such as RAU and FSC.

Guard Teams) pool jointly with Member States in line with the requirements of the new Frontex Regulation. At the same time the Agency will continue to manage and develop the existing pool of technical equipment through the development and improvement of the data base of Member States' equipment and also by analysing the most efficient ways for the acquisition of specific items of equipment designed to be managed directly by Frontex.

The set-up of the new EBGT pool is currently under discussion between Frontex and the Member States since the future role of the Rapid Pool needs to be agreed and defined. Furthermore the equipment to be acquired by Frontex also needs to be defined, as well as the appropriate ownership model.

Because of their significance and potential impact on Frontex operations, conducting annual bilateral negotiations and establishing agreements between Frontex and the Member States and SACs concerning the issues relating to the EBGT and Technical Equipment pool through bilateral talks will be of paramount importance for the Pooled Resources Unit during 2012. In parallel, by continuing the traditional activities performed under the PRN, the necessary information regarding PRU activities shall be provided to MSs and SACs and an important feed-back will be received.

Creation and Management of EBGT

Particular attention will be given to the creation and management of the new EBGT, which will be formally established and become the instrument for the systematic deployment of guest officers to joint and RABIT operations coordinated by Frontex.

The EBGT pool shall represent an efficient mechanism used to improve the availability of border guards in joint operations and its structure will be developed on the basis of the amended Frontex Regulation. The requirements will be elaborated and possibilities for increasing the use of the EBGT will be explored and agreed. Additionally, the role of the guest officers will be expanded through the use of Seconded National Experts as Guest Officers in Pilot Projects, joint operations and rapid interventions teams.

Creation and Development of the EBGT Concept

Budget: EUR 155.000

1. The EBGT Pool will be developed on the basis of the findings and recommendations of the 2011 project "Revision of the Profiles". The project aims at enhancing the capacities of and to guarantee a high standard for pool members EBGT. The project is structured into 2 main components:

- Concept component aiming at establishing concept requirements of the pool, the number and profiles of the guest officers within the pool, the method of financing their deployment and the deployment mechanism to be implemented;
- Technical documents (Handbook for the management and deployment mechanisms of EBGT Pool). Within the component there will be developed the required guide/instruction handbook/s laying out the rules applicable for the management of the EBGT pool and the deployment of pool members

2. Seconded border guards. This project aims at defining the role and responsibilities of the Seconded National Experts as Guest Officers, their profiles, the method and scope of their deployment as well as the method of financing their activity; A pilot project for testing the future EBGT will be carried on in order to test the functioning of the new created pool and make possible its full operationalization and development starting with 2013

Management of the EBGT pool

3. Exercises including concept. This project will establish the concept for future exercises using EBGT pool members and equipment from the technical equipment pool. It would also prepare a schedule of exercises to be carried out over the next few years in order to practice and enhance the EBGT and TE deployment mechanisms;

Budget: EUR 150.000

Management and development of the Technical Equipment Pool

Budget EUR 440.000

1. Developing the concept of the acquisition of (limited) operational capability for Frontex – Follow up after Lea Project I (LEA II)

The aim of this project is to follow up on the recommendations of the LEA I project, the aim of which was to evaluate the feasibility of Frontex acquiring its own limited technical equipment capacity for use in Frontex operations. Based on a needs analysis, the project will identify the items of equipment that Frontex could economically acquire for use in operations.

2. Acquisition options.

This project will establish the available options (most economically feasible form) for Frontex acquiring specific items of technical equipment (e.g. leasing, purchasing, renting) and develop the framework technical documentation for the acquisition of specific items of equipment.

3. Pilot Project

This project will carry out small scale trials of specific items of equipment acquired by Frontex. If the acquisition model and assumptions prove correct, preparations will be made to make larger scale acquisitions

4. TEP (Technical Equipment Pool Concept)

This project aims at developing and implementing concept requirements of the creation of a clear set of rules and procedure for the deployment of Technical equipment and management of the pool

Other activities

1. Pooled Resources Network (PRN).

The Pooled Resources Network will meet approximately four times during 2012. The network is the main tool used by PRU to communicate information regarding its future plans and ongoing activities to the Member States and Schengen Associated Countries. The feedback of the Member States is important as it provides information on the effectiveness of the activities carried out by PRU and Frontex. It is also an important discussion forum for making and evaluating proposals for future activities. Traditionally every second meeting is hosted by one of the Member States.

Budget: EUR 135.000

2. Annual Bilateral Negotiations and Agreements.

The Pooled Resources Unit is responsible for organising and holding the Annual Bilateral Negotiations and Agreements between Frontex and the Member States, Schengen Associated Countries, as well as Third Countries. The main purpose of the talks is to negotiate and agree the contributions of each Member State to the following year's planned operations, as well as negotiate working arrangements/agreements with third countries regarding trans-border cooperation.

Budget: EUR 120.000

3. OPERA Stage II.

This project is a follow-up of the OPERA Stage I project. The aim of the project is to improve and refine the OPERA software application which will be used to manage the deployment of technical equipment and human resources, to improve information flow between the Member States and Frontex regarding the status of guest officers and technical equipment available within the pools, to improve the reliability, consistency and up-to-date information regarding the pools, and to enable the Member States to directly maintain their national HR and TE pool.

Annex 3 – Frontex’ Administration Division’s Portfolio 2012

FINANCE AND PROCUREMENT UNIT

FINANCE – products and services

Finance has, as a main objective, to ensure that financial transactions (financial commitments, payments, recovery orders, budget transfers etc) are processed in line with the regulatory framework.

Additionally, Finance plays a role with regards to informing stakeholders about the outcome of those financial processes in the form of budget monitoring reports, payment information etc.

Recurrent nature:

- Determines a budget, in close cooperation with the Controller and business units, to respond to the objectives/activities as laid down in the Programme of Work.
- Provides a budget report to the Directorate Programme Board and Management Board, within the philosophy of ‘sound financial management’, providing transparency and accountability on the month-to-month relationship of activities and financial means;
- Carries out and documents change management of financial transactions such as transfers of appropriations, carry-overs;³⁰
- Facilitates the auditors of the Internal Audit Service of the Commission and the European Court of Auditors, by providing documents, reports, responses to findings and implementing follow-up recommendations;
- Manages mission orders and mission claims;
- Registers all claims and invoices, legal entities and bank accounts of third parties submitted to Frontex in the financial system; and,
- Carries out financial verification of transactions as a centralised function.

New Initiatives for 2012:

Work is on-going on the mapping out of the unit’s business processes. Once all processes are mapped, an analysis will be carried out to identify risk and quality issues. Where necessary the processes will be redesigned incorporating improvement measures; this exercise will be carried out in close cooperation with the Quality Manager and relevant other units at Frontex.

After the processes have been adopted by the Authorising Officer, validation of the systems will be carried out by the Accounting Officer. This validation has as a goal to ensure that the systems in place provide sufficiently reliable data necessary for the production of accounts which give a true image of the Agency’ assets and of budget implementation in accordance with Title VII of the Financial Regulation.

³⁰ Financial Regulation of the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, Management Board Decision No. 29/2008

In addition, the requirements for implementing an application for an integrated approach to the financial lifecycle of projects/activities with the Member States will be analysed for further action.

Outputs expected are as follows:

- Creation of a manual covering all main processes undertaken in the Finance & Procurement Unit;
- Where relevant changes to the current practices are proposed; decisions on the introduction of such changes will be undertaken in discussion with the relevant authorising officer; and,
- Introduction of an integrated electronic system to streamline the processes.

PROCUREMENT – products and services

Procurement has, as a main objective, to ensure that procurement procedures and contracts are coherent, legal and in line with regulations in force and the Frontex Financial Regulation and associated Implementing Rules.

Recurrent nature:

- Provides the means and advice for efficient and effective contract management to be carried out by the responsible business unit/sector according to the relevant rules in place;
- Produces a procurement plan in cooperation with Frontex' business units.
- Provides training and guidance to Frontex staff responsible for drawing up terms of reference/technical specifications for goods/services.;
- Advises and assists staff when, due to unforeseen circumstances, regular procurement procedures cannot be followed; and,
- Provides necessary reports, statements and statistics.

New Initiatives for 2012:

Mapping of business processes were carried out.. A project to convert the processes into an electronic system started in 2011 and will continue in 2012.

Outputs expected are as follows:

- Creation of a manual of all processes for the procurement area; and,
- Introduction of an electronic system and automation for streamlining work processes.

ACCOUNTING – products and services

Recurrent nature:

- Keeps the accounts in accordance with Title VII of the Frontex Financial Regulation;
- Produces the annual accounts for the year.
- Produces the cash-flow table showing amounts collected and disbursed during the year;
- Performs treasury management;
- Validates the accounting systems laid down by the authorising officer to supply or justify accounting information; and,
- Oversees and manages the imprest³¹ account.

HUMAN RESOURCES AND SERVICES UNIT

HUMAN RESOURCES (HR)

Recurrent nature:

- Multiannual Staff Policy Plan each year from which the Establishment Plan³² is drawn up which has to travel through the approval process.
- Development of policies, procedures and specific implementing rules for each sub-area within the HR environment.
- Improving efficiency by closely cooperating with other EU Agencies in the development of new systems;
- Facilitating the work done by the Internal Audit Service of the Commission and the European Court of Auditors, by providing documents, reports, responses to findings and implementing follow-up recommendations.

New Initiatives for 2012:

An HR Intranet page to be developed in close cooperation with the Information and Transparency area will be launched. A competency framework to assist recruitment and probation assessment will be established.

³¹ The 'imprest account' enables Frontex to make one-off payments which are less than €2,000. These payments must have a commitment attached to them but do not need to be input into the ABAC financial reporting system of the EU.

³² Establishment Plan Establishment Plan lists TA positions by number and grade. The figures are compiled from the SPP and published in the Official Journal.

Outputs expected are as follows:

- To ensure that all implementing rules are in place;
- To further develop the business process modelling framework (2011-2012), linking in with other initiatives in the Administrative Division providing one platform for the Division;³³
- To implement an Intranet page for the HR Sector facilitating Frontex staff ;
- To implement a competency framework which will provide the basis for all core processes in HR such as recruitment and selection, career development and promotion.

PERSONNEL ADMINISTRATION – products and services

Recurrent nature:

- Administering the payment of salaries and allowances, the management of annual/sick/special leave and flexi-time system, all issues related to pensions whether it is payment of contributions or transferrable rights;;
- Developing and monitoring working arrangements which cater to the needs of Frontex within the rules and regulations;
- Ccooperation with the Payroll Master's Office of the EU Commission.

New Initiatives for 2012:

A need has been identified for different working arrangements to be introduced at Frontex to cater to the changing operational needs of the Agency. Flexi-time will also be introduced offering staff the facility to better balance working with family/personal commitments. A policy on harassment will also be implemented.

Outputs expected are as follows:

- To carry out an analysis of the HR database to improve the reporting mechanisms, simplifying the provision of data to projects such as the KPI Performance Management Project;
- To implement and monitor the policy on 'Prevention of sexual and psychological harassment';
- To roll out the Flexi-time system organisational wide;
- To introduce the standardized and legally based policy related to different working arrangements in the Agency.

³³ It is to be expected that systems will be automated under one Divisional platform.

STAFF DEVELOPMENT AND TRAINING – products and services

Recurrent nature:

- yearly analysis of training needs and offering of a variety of development opportunities, enabling staff to maintain and expand the skills, competences and experience necessary to effectively contribute to the attainment of individual, divisional and organizational goals and expectations of Frontex;
- eAppraisal system facilitating (yearly review undertaken between managers and staff);
- Cooperates with other Agencies such as the European Union Agency for Fundamental Rights (FRA) when developing training packages for Frontex staff;
- yearly staff satisfaction survey, the analysis of which provides input for possible areas of improvement; and,
- Developing policies and procedures which are specific to Frontex within EU rules and regulations.

New initiatives for 2012:

The new Frontex mandate stresses the need for training on fundamental rights issues. To this end, Frontex has been cooperating with the FRA to ensure that the appropriate training is provided to staff, based on their areas of expertise.

Further development of the e-Appraisal HR module and the introduction of an e-Probation module will take place in order to make HR processes more user friendly and automated.

Outputs expected are as follows:

- To deliver new training course on fundamental rights for all Frontex staff in 2012;
- To develop and improves the e-Appraisal module of HR system;
- To implement the e-Probation module.

RECRUITMENT AND SELECTION – products and services

Recurrent nature:

- Provision of human resource needs for the functional operation of Frontex within the constraints as set down by the Establishment Plan. Ensures adherence to rules and regulation with regard to recruitment and selection;
- Provision of transparency and accountability for all recruitment/selection procedures, audited on a yearly basis by the European Court of Auditors;
- Provision of statistics/reports on recurrent basis to Directorate Programme Board for monitoring purposes;
- Provision of ad hoc reports to Management Board

New initiatives for 2012:

An eRecruitment system will be developed and implemented in 2012 and linked in to the other systems on a uniform platform.

Outputs expected are as follows:

- To launch the eRecruitment system and link it to other electronic system using a uniform platform.

AGENCY SERVICE – products and services Sector

Recurrent nature:

- Guarantees reception and switch board services;
- Ensures office supplies and availability of corporate gifts;
- Organises meetings and events for Frontex;
- Operates the Travel Desk for Frontex staff;
- Provides an expatriation service for Frontex staff;
- Manages the HQ premises ensuring seamless services;
- Manages and safeguards Frontex assets;
- Ensures health and safety at work.

New initiatives for 2012:

The largest task for Agency Services over the coming three years is the successful completion of the Frontex HQ to be in place by 2014. In addition, documentation, which constitutes the memory of Frontex, is presently being stored in a decentralized manner. A physical repository will be put in place in 2011 (impacted by zero growth). Some advances are expected to be made but not to the extent initially envisioned. A Business Continuity Policy has been adopted early 2011 facilitating the drawing up and implementation of an operational plan for 2012.

Outputs expected are as follows:

- To ensure that the new HQ project proceeds within the set timelines and deliverables identified;
- To put in place a physical repository for Frontex documentation;
To draw up, implement and monitor the Frontex Business Continuity Implementation Plan.

SECURITY SERVICES – products and services

The main objective of the Security Services is to ensure the safety of staff, visitors, assets and Frontex information whether based in Frontex HQ or in a Frontex Operational Office.

Recurrent nature:

- Drafting and implementing Frontex Security Manual and other security related policies and procedures;
- Safeguarding classified information from espionage, compromise or unauthorised disclosure;
- Protecting Frontex activities, assets information and personnel;
- Conducting training sessions for Frontex staff on the handling of classified information.

New initiatives for 2012:

The Security Services are in the process of updating the Frontex Security Manual reflecting the changes to the security regime as a result of the adoption of the new Frontex Mandate as well as the new Council and the new Commission security rules. Implementation of the revised security regime will take place in 2012.

The Security Services participate actively in the new HQ tender and evaluation processes and consultancies.

Outputs expected are as follows:

- To update the Security Manual (and corresponding policies, procedures and implementing rules) to reflect obligations placed on Frontex with regards to the handling of classified and sensitive information and the new EU security regulatory framework;
- To ensure that all appropriate security measures are in place for Frontex Operational Offices (FOO). (Evaluation of the FOO in Greece to take place in 2011 – a result of this could be an increase in the number of FOOs);
- To ensure that the new HQ project is aligned with the security standards.

INFORMATION AND COMMUNICATION TECHNOLOGY UNIT³⁴

ICT responsibilities span over two main functional areas (Project and Contracts Office and Operations Office) with close interaction. In addition to the infrastructural and service related tasks, ICT is tasked with providing the planning, designing, developing, deploying, implementing, managing and operating of secure and resilient information and communications systems within an integrated engineering support mechanism for all Frontex ICT systems. In this context, ICT will have to provide ICT services and support to Frontex business areas for implementing projects and ICT systems. The challenge for ICT will be to maintain a satisfactory service for systems already in place, while concurrently developing and implementing new projects, within the constraints imposed by zero growth at financial and staffing levels.

³⁴ ICTU approved by Management Board 24 May 2011.

ICT – products and services

Recurrent nature:

- Enabling and facilitating secure communication and information exchange within a network of Frontex and the National Coordination Centres of the EU Member States;
- Providing appropriate infrastructure to ensure that ICT applications, systems and services are possible for both internal and external stakeholders;
- IT strategy, policies and procedures, as well as for IT quality management, IT security and governance;
- Reacting to equests for ICT support from both internal and external stakeholders;
- Implementing standards, best practises and policies for Information and Communication Technologies regarding hardware, software and processes;
- Monitoring the compliance with these standards, best practises and policies; and,
- Safeguarding the security of Frontex ICT systems in cooperation with the Security Officer.

New initiatives for 2012:

A state-of-the-art resilient ICT Infrastructure is now in place and coupled with the contractual means (a Frontex Framework Contract (FWC) was signed in October 2010 for 4 years) many business projects will be developed in 2011/2012.

Outputs expected are as follows:

1st Level Support – Help Desk

2nd Level Support - Network Management;
Application Management;
System Management.

3rd Level Support – Contractor Management (application developers, maintenance and project management)

Business applications enabled/supported by ICT

- OPERA (Operational Resources Management System)
- CMS (Correspondence Management System)
- WebGIS (Web based Geographic Information System)
- EUROSUR Technical Office
- ED4BG Website (European Day 4 Border Guards)
- FMM (Frontex Media Monitoring)
- JORA (Joint Operations Reporting Application)
- FOSS (Frontex-One-Stop-Shop)
- Sentinel (situation Monitoring and Crisis Management Application)
- Intranet

Annex 4 - Budget – Title 1 and Title 2 – Comparison 2010/2011/2012

	Commitments 2010	Payments 2010	Budget 2011 (N3)	Draft Budget 2012
11 – Staff	14 013 225	13 940 712	19 627 000	19 150 000
12 – Recruitment	174 520	140 599	218 000	114 000
13 – Missions	620 000	552 277	600 000	500 000
14 – Socio-medical infrastructure	0	0	29 000	61 000
15 – Other staff costs	410 359	250 205	733 000	725 000
Sub Total	15 218 103	14 883 792	21 207 000	20 550 000

The following Articles have been allocated to different articles in Title 2

16 – Social welfare	31 271	19 499	85 000	70 000
17 – Entertainment & Representation	263 169	160 450	155 000	135 000
Total	15 512 543	15 063 741	21 447 000	20 755 000
20 –Premises	3 138 657	2 821 564	3 939 500	3 805 000
21 –Data processing & telecommunication	6 961 315	1 859 803	3 482 000	4 117 000
22 –Movable property	83 010	65 630	120 000	80 000
23 –Current Administrative expenditure	596 310	420 623	1 381 000	720 000
24 –Postal expenditure	82 500	60 373	125 000	100 000
25 –Non-operational meetings	889 896	675 980	797 000	600 000
26 –Information & Transparency	179 971	113 359	405 000	655 000
Total	11 931 659	6 017 333	10 249 500	10 077 000

Table 6: Administrative Expenditures (T1+T2) 2010 - 2012

Annex 5 - Budget - Title 3 – Comparison of 2010/2011/2012

	Commitments 2010	Payments 2010	Budget 2011 (N3)	Draft Budget 2012
30 – Operations	47 448 632	37 500 376	73 223 500	43 493 000
300 – Land borders	6 702 000	4 648 274	8 660 000	5 000 000
301 – Sea borders	29 554 000	23 538 798	50 022 500	25 050 000
302 – Air borders	2 078 632	1 469 492	2 870 000	2 200 000
305 – Return	9 114 000	7 843 811	11 671 000	10 243 000
31 – Risk Analysis and Situation Centre	1 730 625	787 235	2 533 660	2 450 000
310 – Risk Analysis	1 464 315	590 208	1 358 660	1 400 000
311 – FSC	266 310	197 027	1 175 000	1 050 000
32 - Training	5 538 937	3 025 907	5 600 000	4 000 000
33 – Research & Development	1 366 660	260 549	2 612 000	1 032 000
330 – Research & Development	1 366 660	260 549	1 167 000	1 032 000
331 – Eurosur¹	-	-	1 445 000	1 308 000
34 – Pooled Resources	6 798 595	903 294	320 000	1 000 000
340 – Pooled resources	6 768 595	903 294	1 000 000	1 000 000
341 – RABIT deployment	-	-	250 000	PM
35 - Miscellaneous	1 691 170	283 208	2 150 000	2 050 000
350 – Miscellaneous	190 000	146 494	150 000	150 000
351 – IT projects	1 501 170	136 714	2 000 000	1 500 000
352 – European Day for Border Guards	-	-	-	400 000.
Total T3	64 544 619	42 760 569	86 730 500	54 333 000

Table 7: Operational expenditures (T3) 2010 - 2012

Annex 6 - Another perspective of operational and administrative expenditures

The method applied by the Commission differentiating between administrative (T1+T2) and operational expenditures (T3) shows that Frontex has spent (committed/paid) between 62 – 70 % of its financial means in primary and secondary operational activities.

	Commitments 2010	Payments 2010	Budget 2011	Draft Budget 2012
Total T1 + T2	27 637 356	21 016 560	33 071 000	30 627 000
	30%	33%	38%	37%
Total T3	64 544 619	42 760 569	53 313 000	54 333 000
	70%	67%	62%	63%

Table 8: Overview of expenditures 2010 - 2012

To give a more realistic picture of Frontex' expenditures (costs) have been grouped in **fixed and variable cost**. It was also considered if costs are **directly related to primary or secondary activities** or not. The latter create a separate group named **overheads** (indirect costs).

The first grouping differentiates costs and their dependency on operational intensity (variable costs) and such costs that remain at the same level despite an increase or decrease of operational activities (fixed costs). The structure of the budget does not differentiate between those types of costs.

The second group allows differentiating administrative and operational costs/expenditures based on their linkage with operational activities instead of their position in the budget.

The following chart shows the development of the budget share of direct (operational) costs and overheads. Over the last years the expenditures for operational activities remained in a range between 85 – 83 % of Frontex budget (compared to 70 – 63%).

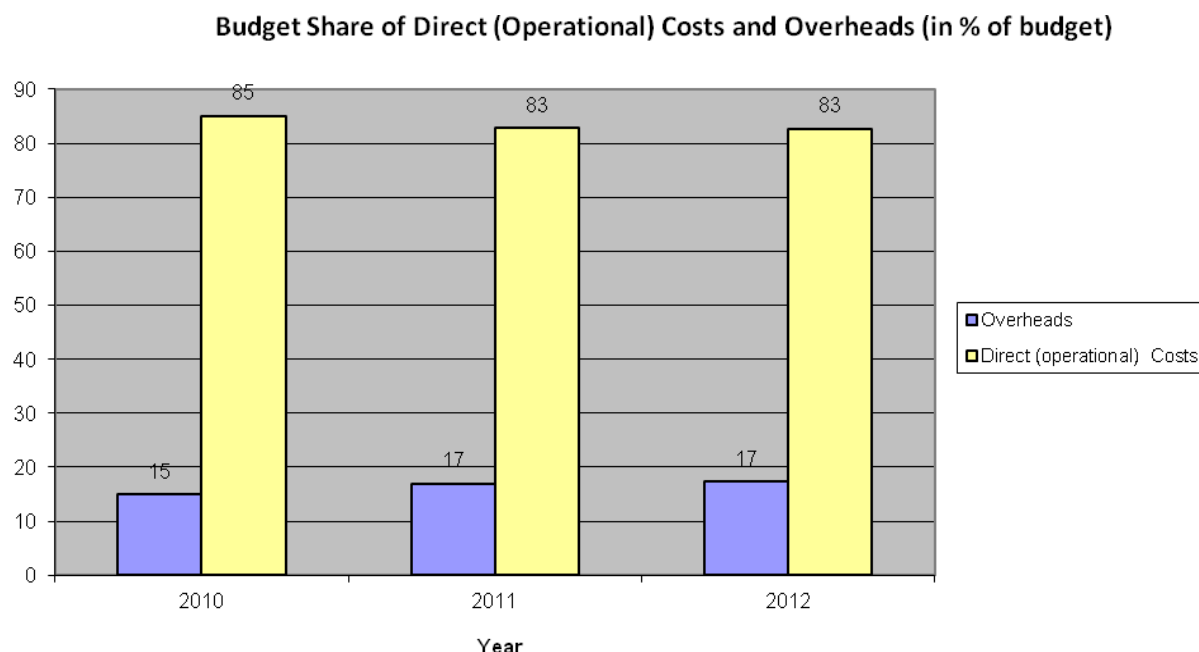


Figure 5: Direct (operational) costs versus overheads (2010 - 2012)

The next figure shows that expenditures for fixed costs (not influenced by the number or intensity of operational activities) have increased from 19.6 to 27.2 % of the budget since 2010. This increase was mainly driven by the necessary increase of staff members over the last years. The increase in general became more significant as the overall budget decreased, impacting on the margin for variable expenditures.

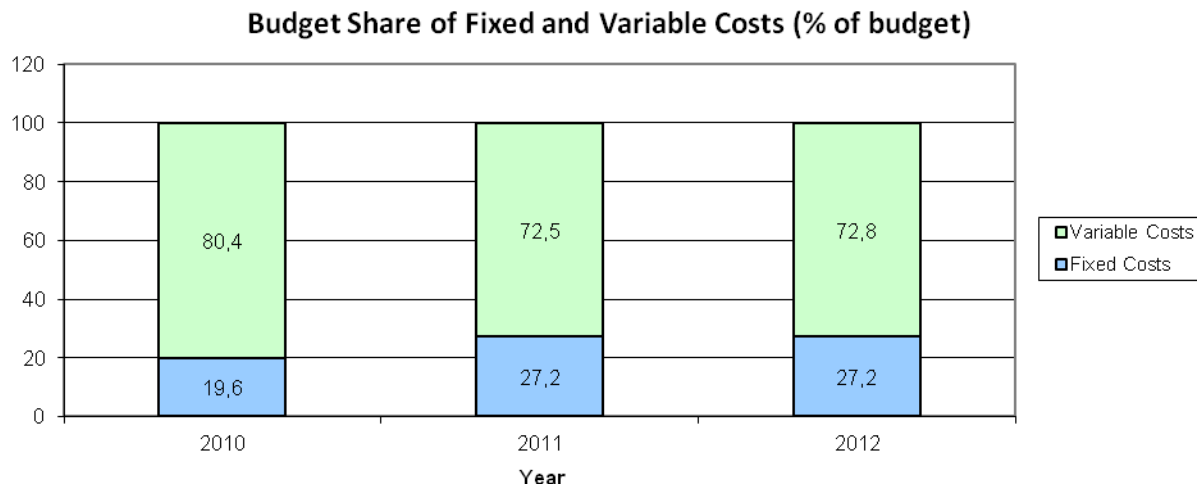


Figure 6: Fixed costs versus variable cost (2010 - 2012)

Annex 7 - Expectations expressed by Frontex' Stakeholders and Customers

General expectations:

- Frontex' work has to be based on identified needs of Member States;
- Implementation and application of measurable indicators (SMART);
- ISS implementation to strive to use synergies; a clear vision on what Frontex is going to do required;
- Outcome of the Scheval process should be considered;
- Review of application of Schengen Treaty and Frontex' role;
- Increase availability of means for joint operations;
- Impact of taking over assigned CIREFI tasks;
- Funding of Eurosur (pilot);

Collaboration:

- Current boundaries of Agencies should be removed and Agencies should 'think' together;
- Focus on the problems of the EU instead of national problems (holistic view);
- Emphasis on interagency cooperation
- Solutions how to work with custom (military) have to be found;
- Conclusions made and data provided by Frontex; Europol or Eurojust have to be aligned;

Finance:

- 'Zero growth' to be implemented at EU level;
- Reduction of co financing of hosting Member States in JOs;
- Reduction of administrative costs to increase operational expenditures;
- Increased budget allocation for
 - Joint return operations
 - Sea border operations
 - Air border operations

People:

- Human resources, technical means and financial funding have to be adequate to carry out the Agency's tasks;

Processes:

- Inclusion of evaluation results in planning of future operations;
- Expected operational output to be included;
- Operational plans should take the needs of the hosting Member States more into consideration;

Structure:

- Different pools (Rabits and FJST) should be further developed;

Operational Focus/De-Prioritization:

- Risk Analysis should be priority
- Increased activities related to sea and air borders;
- Frontex is not foreseen to stay permanently in an operational area;
- Rabbit shows that more focus should be put on identification of country of origin;
- Focus on activities directed towards Western Balkan (including Kosovo under UNSCR 1244)
- Combating irregular migration focusing on Third Countries
- Cuts in Research & Development
- Cuts in Training (training for operational activities)
- Increased training activities regarding fundamental rights

Annex 8 - Governance Indicators

No.	Level	ID	Name	Description
1	MB	PA-CTRB_HR	Average contribution size (HR)	Participation in joint efforts coordinated by Frontex. This is measured by the average contribution of European (MSs and SACs) and third countries to Joint Operations in terms of man-days of each country's people involvement.
2	MB	PA-CTRB_TE	Average contribution size (TE)	Average contribution of European (MSs and SACs) and third countries to Joint Operations in terms of technical equipment.
3	MB	PA-HMS_COMM	HMS commitment ratio	Ratio of reimbursements planned to be paid (committed) to host member state (HMS) with reimbursements planned for guest countries (GCs)
4	MB	PA-HMS_REIMB	HMS reimbursement ratio	Ratio of reimbursements paid to host member state (HMS) with reimbursements paid to guest countries
5	MB	PA-PART	Participation index	"How successful is Frontex in implementation of integrated border management – as measured by number of countries, which were involved in at least one operation coordinated by Frontex?". The indicator measures the number of countries (among MSs, SACs and TCs) involved in the primary and secondary activities on operations coordinated by Frontex.
6	MB	PA-POOL_HR	Pool usage (HR)	"How many of the people used in FX operations come from the pool?"
7	MB	PA-POOL_TE	Pool usage (TE)	"How much of the TE used in FX operations comes from the pool?"
8	MB	PA-POOL_UTL_HR	Pool utilization (HR)	"To what extent is the pool of human resources utilized?"
9	MB	PA-POOL_UTL_TE	Pool utilization (TE)	"To what extent is the pool of technical equipment utilized?"
10	MB	EFF-ALIGN	Alignment index	"Is Frontex at the right time and at the right place?" by showing the linkage between human resources planned and deployed on the operations with the number of irregular migrants intercepted during the operations.
11	MB	EFF-AVG_OPDAYS_HR	Average operational days ratio (HR)	"To what extent are the available human resources (allocated to the operation) utilized for direct operational activities?" This is shown by comparing the number of operational man-days (spent for implementation of the operation) to the number of all man-days related to the operation (e.g. including also time spent in travel and idle time).

12	MB	EFF-AVG_OPDAYS_TE	Average operational days ratio (TE)	"To what extent are the available TE resources (allocated to the operation) utilized for direct operational activities?" This is shown by comparing the number of operational days of TE (spent for implementation of the operation) to the number of all days of TE related to the operation (e.g. including also time spent in transport and idle time).
13	MB	EFF-EX_CTRB	External data contribution timeliness and quality ratio	"To what extent is data input received by Frontex on time?" This is measured by percentage of data contributions received on time, with acceptable level of completeness and quality.
14	MB	EFF-OP_PLAN_HR	Operations plan implementation ratio (HR)	Assess the effectiveness of Joint Operations planning in the area of human resources (HR) utilization by outlining the difference between HR deployment plan (in man-days, according to the raised JO needs) with the implementation.
15	MB	EFF-OP_PLAN_TE	Operations plan implementation ratio (TE)	Assess the effectiveness of Joint Operations planning in the area of technical equipment (TE) utilization by outlining the difference between TE deployment plan (in operational days, according to the raised JO needs) with the implementation.
16	MB	EFF-QUALITY	Product quality level	"What is the perception of the quality of Frontex' products in the eyes of external customers?"
17	MB	EFF-TIMELINESS	Product delivery timeliness ratio	"How timely Frontex delivers its products and services?"
18	MB	EFF-TIME_RESP	Time to respond	Measure the average time passed from the moment of recognizing the unfavorable event or trend resulting in the recommendation to start the operation to the actual start of the operation which fulfills the recommendation.
18	MB	EFF-VIGIL	Vigilance index	Effectiveness of Joint Operations by indicating the ratio of irregular migrants apprehended or denied entry at the borders to the total number of all irregular migrants apprehended or denied entry at the borders or inland.
20	DIRS	EFF-COLLAB	Internal cooperation index	"To what extent are the Frontex' organizational units directly cooperating with each other?" The intention of this KPI is to report the activities that are performed by the units for other units mainly by the projects and programs.
21	DIRS	EFF-COMM_QUA	Community Engagement Quality	"How well is Frontex implementing integrated (common) approach to border management through building communities of interest and cooperation and keeping them active?" This is expressed in terms of perceived quality of the organized networking events.
22	DIRS	EFF-COMM_VOL	Community Engagement Volume	"How well is Frontex implementing integrated (common) approach to border management through building communities of interest and cooperation and keeping them active?" This is expressed in terms of days people spend on the organized networking events.

23	DIRS	EFF-SUSP_CRIM	Suspected criminality level	Measure the number of incidents, which are reported on operations coordinated by Frontex as suspected criminal activities and they should be the subject of criminal investigations being conducted by local authorities. The indicator's result is based on the number of incidents, which are recommended by Frontex to be a subject of investigation, not the actual number of incidents for which the investigations have been launched by the local authorities.
24	MB	IM-OBJ_ACH	Objectives achievement index	Effectiveness in achieving the originally set objectives of various Frontex projects / operations. Set of objectives for each operation can be different.
25	MB	IM-RES_HR	Resource ratio (HR-Host)	"To what extent are HMSs involved in the operation(s)?" This is related to the level of involvement of human resources.
26	MB	IM-RES_TE	Resource index (TE)	"To what extent are HMSs involved in the operation(s)?" This is related to the level of involvement of technical equipment.
27	MB	IM-SAT_LVL	Stakeholders satisfaction level	Average satisfaction level of stakeholders with the Frontex' activities, products and services.
28	MB	IM-USG_LVL	Product usage level	"To what extent is Frontex building the interoperability between countries through: (i) successful introduction of common practices/standards? (ii) dissemination of information influencing the decision making processes?". This is done by comparing the number of customers, which declare they used the product with the total number of customers, which have been supplied with the product. The usage will be assessed by answering the questions regarding the influence of the product on customers' priorities for planning, training and/or operational activities.
29	DIRS	IM-DET	Detection index	Number of irregular migrants apprehended or denied entry during the period.
30	DIRS	IM-EPN_ACT	EPN activation level	Measure the activity level of EPNs, based on the number of man-days utilized on execution of set EPN tasks and attending the EPN activities.
31	DIRS	IM-FP_ACT	FP activation ratio	Measure the level of Focal Points activation based on the number of days these Points are active in the reporting period.
32	MB	PE-ADM-EXP	Administrative expenditures ratio	"How much (relatively) does Frontex spend on its administration?"
33	MB	PE-BUD_IMP_C	Budget implementation ratio (committed)	"What is the level of the budgetary commitments?"
34	MB	PE-BUD_IMP_P	Budget implementation ratio (paid)	"What is the level of the budget paid out?"
35	DIRS	PE-ABSENT	Absenteeism ratio	Level of absenteeism among Frontex staff due to the sick leave. It answers the question "In what part Frontex HR capacity is reduced by

				the absenteeism phenomenon?”
36	DIRS	PE-ATTRACT	Attractiveness index	Employees assessment of Frontex’ attractiveness as the employer. Employee satisfaction.
37	DIRS	PE-EXCP	Exceptions index	“How many deviations from the financial rules and regulations makes Frontex?”. This is measured by a number of financial exceptions compared with regular processes and by their value relative to the total FX budget.
38	DIRS	PE-OCC	Occupancy rate	“At what HR capacity is Frontex operating currently – in relation to plan?”. This is answered by a percentage of occupied posts relative to all posts planned for the period.
39	DIRS	PE-TURN	Turn-over rate	Percentage of early and non-early departures of Frontex staff to the total number of employees.
