



Council of the  
European Union

Brussels, 6 February 2019  
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6941/06  
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FRONT 48  
COMIX 211

## DECLASSIFICATION

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of document:	6941/06 RESTREINT UE/EU RESTRICTED
dated:	6 March 2006
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Subject:	Frontex Work Programmes 2005 and 2006
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Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.

# RESTREINT UE



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 6 March 2006**

**6941/06**

**RESTREINT UE**

**FRONT 48  
COMIX 211**

## **NOTE**

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from: General Secretariat  
to: Strategic Committee on Immigration, Frontiers and Asylum/Mixed Committee  
(EU-Iceland/Norway and Switzerland)/COREPER/Council

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Subject: Frontex Work Programmes 2005 and 2006

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1. Article 20, paragraph 2 (c) of the Council Regulation establishing a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union states that the Management Board of the Agency shall:

*before 30 September each year, and after receiving the opinion of the Commission, adopt, by a three-quarters majority of its members with a right to vote, the Agency's programme of work for the coming year and forward it to the European Parliament, the Council and the Commission; this programme of work shall be adopted according to the annual Community budgetary procedure and the Community legislative programme in relevant areas of the management of external borders;"*

2. The Frontex work programmes for 2005 and 2006 were adopted by the Management Board having regard to Article 8 of Rules of Procedure of the Management Board of the Agency (of 25 May 2005) and are submitted to the Council in accordance with the provisions laid down in Article 20, paragraph 2 (c) of the above-mentioned Council Regulation.

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3. On this basis SCIFA is requested to take note of the Frontex 2005 and 2006 work programmes as contained in annex and to submit them to COREPER and Council for information.
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EUROPEAN AGENCY FOR THE MANAGEMENT OF OPERATIONAL COOPERATION  
AT THE EXTERNAL BORDERS OF THE MEMBER STATES OF THE EUROPEAN UNION  
(FRONTEX)

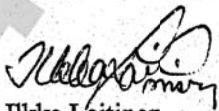
Warsaw, 17 January 2006 /899

**Mr Javier Solana,**  
**Secretary-General of the Council of the European Union**  
Council of the European Union  
Rue de la Loi, 175 B-1048 Bruxelles

Dear Secretary General,

In conformity with the article 20(2,c) of the Council Regulation ((EC) No 2007/2004 of 26 October 2004) establishing FRONTEX agency, please find enclosed two documents adopted by the Management Board of the FRONTEX Agency; the Programme of Work for the year 2005 and the Programme of Work for the year 2006.

Yours sincerely,

  
Ilkka Laitinen  
FRONTEX Executive Director

Encl.: 1) FRONTEX Agency's Programme of Work 2005 (RESTRICTED)  
2) FRONTEX Agency's Programme of Work 2006 (RESTRICTED)

SECRETARIAT DU CONSEIL  
DE L'UNION EUROPEENNE  
SGE6/01802  
RECU LE 27. 01. 2006  
DEST. :  
M. BIZJAK  
DES. :  
M. SCHIAVO

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EUROPEAN AGENCY FOR THE MANAGEMENT OF OPERATIONAL COOPERATION AT  
THE EXTERNAL BORDERS OF THE MEMBER STATES OF THE EUROPEAN UNION

## DECISION OF THE MANAGEMENT BOARD

### ON THE PROGRAMME OF WORK OF THE AGENCY FOR 2005

THE MANAGEMENT BOARD

HAVING REGARD to Article 20 (2) (c) of Council Regulation (EC) No. 2007/2004 of 26  
October 2004<sup>1</sup> establishing the Agency;

HAVING RECEIVED the opinion of the Commission;

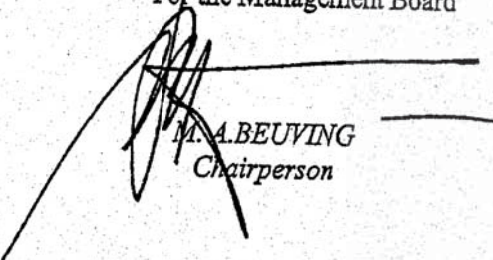
HAS ADOPTED THIS DECISION:

#### *Single Article*

The programme of work of the Agency for 2005 annexed hereto is adopted.

Done at Warsaw, 30 June 2005

For the Management Board

  
M. A. BEUVING  
Chairperson

<sup>1</sup> OJL 349 of 25 November 2004, p. 1

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## FRONTEX AGENCY WORK PROGRAMME FOR 2005

### Operational activities

Maximum of two risk analysis and situation evaluation based joint operations will be organised.

The activities of the Focal points will be considered and the possibilities to administrate will be explored.

Records of technical equipment for control and surveillance of external borders belonging to Member States which they could put at the disposal of other Member States will be set up.

A list will be created of national experts whom could be deployed to support the competent national authorities of the Member States in circumstances requiring increased technical and operational assistance at external borders.

Working group of national experts in the field of return operations will be established in order to prepare best practices. List of contacts of relevant national and international bodies responsible for return operations will also be set up.

Evaluation process of the need for specialised branches in the Member States will be launched.

Network of contact points for operational cooperation in Member States shall be established.

The existing practices for exchange of operational information between Member States will be evaluated and operational recommendations for exchange of information will be set up..

### Risk analysis

One periodical risk analyses report for the year 2005 will be compiled.

Tailored risk analysis on illegal immigration from Libya will be launched.

The tailored risk analysis, Task Force Africa will be compiled by the end of September.

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Public periodical bulletins concerning border management issues will be published. As well as there will be restricted bulletins for the consideration of law-enforcement institutions.

Cooperation with EUROPOL, CIREFI and other relevant bodies will be established.

The evaluation and development of CIRAM will be launched in order to better respond to current developments.

The needs and possibilities to establish situation monitoring centre within the agency will be evaluated along with early warning procedures.

### Research, development and training

The Common core curriculum for border guard training will be applied and further developed.

Contacts and cooperation with the partners relevant to training will be established such as the academies of the Member States and CEPOL as well contacts with different research units like Joint Research Centre.

Several training programs and modules for third countries will be drafted.

Development of technologies and researches relevant to border management will be closely followed.

### Administration

Temporary organisational structure for the establishment of FRONTEX will be created. Recruitment process for the staff will be launched.

The logo for the Agency and other relevant attributes will be adopted. Web-sites for the Agency will be created.

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EUROPEAN AGENCY FOR THE MANAGEMENT OF OPERATIONAL  
COOPERATION AT THE EXTERNAL BORDERS OF THE MEMBER STATES OF  
THE EUROPEAN UNION

## DECISION OF THE MANAGEMENT BOARD ON THE WORK PROGRAMME OF WORK OF THE AGENCY FOR 2006

THE MANAGEMENT BOARD

HAVING REGARD to Article 20 (2) (h) of Council Regulation (EC) No. 2007/2004 of 26 October<sup>1</sup> establishing the Agency;

HAVING REGARD to Article 8 of Rules of Procedure of the Management Board of the Agency of 25 May 2005;

HAVING RECEIVED the opinion of the Commission;

HAS ADOPTED THIS DECISION:

*Single Article*

The programme of work of the Agency for 2006 annexed hereto is adopted.

Done at Warsaw, 19 October 2005

For the Management Board

M.A. BEUVING  
Chairperson

<sup>1</sup> OJ L 349 of 25 November 2004, p 1



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EUROPEAN AGENCY FOR THE MANAGEMENT OF OPERATIONAL COOPERATION AT  
THE EXTERNAL BORDERS OF THE MEMBER STATES OF THE EUROPEAN UNION  
(FRONTEX)

Warsaw, 10 October 2005

1 (13)

## FRONTEX PROGRAMME OF WORK 2006

### Table of contents

1. Introduction
2. FRONTEX Purpose and Mission Statement
3. Joint operations
4. Pilot Projects
5. Risk Analysis
6. Training
7. Research and development
8. Assisting Member States in particular circumstances
9. Assistance on return operations
10. Information and communication
11. International cooperation
12. Administration
13. Transparency and communication

### 1. Introduction

According to the article 20/2c of the Regulation establishing a European Agency for the Management of the Operational Cooperation at the External Borders of the Member States of the European Union (Council regulation (EC) 2007/2004 of 26 October 2004, OJ L 349/25.11.2004), [FRONTEX Management Board], before 30 September each year, and after receiving the opinion of the Commission, adopt, by a three-quarters majority of its members with a right to vote, the Agency's programme of work for the coming year and forward it to the European Parliament, the Council and the Commission; this programme of work shall be adopted according to the annual Community budgetary procedure and the Community legislative programme in relevant areas of the management of external borders.

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This document gives an overview of the activities planned by FRONTEX for 2006 in a transparent manner. The multi-annual plan of the Hague has also been regarded. It has to be taken into account that the operational work of FRONTEX starts in interim premises in Warsaw as late as 3 October 2005, when operational FRONTEX staff will commence their work. Thus, the planning of FRONTEX actions of 2006 are still of rather general nature. The programme of work 2006 is seen as a sequel of the first programme of work (2005), which was adopted by the FRONTEX Management Board on 30 June 2005. Preparation of FRONTEX Draft Budget 2006, concluding a total sum of 12 835 174 euros, has been carried out together with this programme of work.

The programme of work 2006 highlights the major projects and activities. Particular attention has been paid to risk analyses, which provide basis to all operational functions of FRONTEX. The programme of work should not compromise the security and confidentiality of operational activities provided for.

As the responsibility for border control of at the external borders of the European Union lies with the Member States, which are considered as FRONTEX stakeholders, together with the Commission, FRONTEX enhances security at the external borders by coordinating operational cooperation. FRONTEX also assists Member States with the training of national border guards, including the establishment of common training standards. FRONTEX carries out risk analyses and follows up the development of research relevant for the control and surveillance of external borders. In addition, FRONTEX assists Member States in circumstances requiring increased technical and operational assistance at external borders and also provides Member States with the necessary support to organise joint return operations.

Key cooperative partners of FRONTEX at the EU level will be EUROPOL, OLAF and the Police Chiefs' Task Force as well as actors at Community level responsible for customs, veterinary and other controls at the external border. Other important counterparts are the International Border Police Conference (Siofok Process) and the EU Situation Centre (SitCen) and also regional cooperative structures, such as the Baltic Sea Region Border Control Cooperation (BSRBCC).

In the programme of work, when regarding Member States of the European Union, a direct reference can be made to Norway and Iceland, taking firmly into account the relevant provisions of the Regulation establishing a European Agency for the Management of the Operational Cooperation at the External Borders of the Member States of the European Union (Council regulation (EC) 2007/2004 of 26 October 2004, OJ L 349/25.11.2004) and the agreement with Norway and Iceland, signed on 28 May 2005.

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In the programme of work, FRONTEX activities are presented in three parts: 1) key objective, 2) general description of the task and 3) actions to be taken in 2006. The estimated financial expenditure is presented in the end of the point concerned. The aim is to dedicate as big share as possible to operational activities.

## 2. FRONTEX Purpose and Mission Statement

### Purpose:

*"Coordination of intelligence driven operational cooperation at EU level to strengthen security at external borders".*

### Mission statement:

*"FRONTEX is a trustworthy operational Community coordinator and contributor which is fully respected and supported by Member States and third countries.*

*It actively promotes cooperation with other border related law enforcement bodies responsible for internal security at EU level.*

*The activities of FRONTEX are intelligence driven. FRONTEX complements and provides particular added value to the national border management systems of the Member States and to the freedom and security of their citizens.*

*The effectiveness of FRONTEX is based on its highly motivated and professional personnel.*

*FRONTEX is a key player in the implementation of common EU policy for Integrated Border Management and it actively promotes the gradual development and effective functioning of the EU Integrated Border Management System."*

## 3. Joint operations

### Key objective:

FRONTEX coordinates risk analysis-based joint operations, which are systemically managed and are cost-effective.

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Task description:

A series of risk analysis based and cost-effective joint operations will be carried out at sea, land and air borders. These joint operations should clearly provide added value to national and EU border security. Focus will be on fighting irregular migration and trafficking of human beings and on supporting the activities against international terrorism by means of border control. Geographically speaking, the focus will be in the Mediterranean region (irregular migration) and in the eastern external land borders of Central Europe. In terms of trafficking of human beings; Western Balkans is of great importance. The Winter Olympic Games (Turin, Italy) and the Football Championships 2006 in Germany will presumably require joint operational activities, coordinated by FRONTEX.

The Focal Point Office Network (FPO) at land borders will be managed and complemented in accordance to risk analysis. Networks linking FPOs to Member States' international airports and sea ports will be established. Sites of FPOs will be determined by risk analysis.

A comprehensive internal procedure to manage joint operations will be completed. This procedure will combine risk analyses, selection of appropriate modi operandi, planning and the use of human, technical and financial resources. It will also include training, management and leadership, and the analysis of the results of joint operations.

A systematic procedure to evaluate the relevance, appropriateness and cost-effectiveness of joint operations will be devised and introduced.

Joint operations may also be based on Member States' initiatives. The criteria for approving Member States' proposals for joint operations as well as the criteria on the basis of which co-financing of joint operations may be financed will be determined accordingly. In this respect FRONTEX uses the criteria of ARGO-programme as a benchmark.

Actions:

- Establishment of a procedure to manage joint operations
- Management of 6-10 joint operations at external land borders
- Management of 5-8 joint operations at external sea borders
- Management of 6-8 joint operation at external air borders
- Maintenance and further widening of the network of FPOs at land borders
- Establishment and management of FPO network at external sea borders
- Establishment and management of FPO network at external air borders
- Concluding an operational cooperation protocol with EUROPOL

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- Creation of a system that assesses the relevance, appropriateness and cost-effectiveness of joint operations

Allocation of financial resources to joint operations is € 4 520 000

## 4. Pilot Projects

### Key objective and task description:

FRONTEX launches and co-finances such pilot projects which brings added value to the operational cooperation between Member States.

### Actions:

- A pilot project on the revision of the Common Integrated Risk Analysis Model (CIRAM) will be carried out
- A pilot project on the establishment of the FRONTEX information and communication system will be launched
- A pilot project concerning the use of information and intelligence of the EU Immigration Liaison Officers' network and Airlines Liaison Officers' network will be initialised
- At least two other pilot projects, if anticipated by risk analysis, will be initiated either by Member States or FRONTEX

The criteria for approving Member States' proposals for pilot projects as well as the criteria on the basis of which co-financing of pilot projects joint operations may be financed will be determined accordingly. In this respect FRONTEX uses the criteria of ARGO-programme as a benchmark.

Allocation of financial resources to pilot projects: € 750 000

## 5. Risk Analysis

### Key objective:

FRONTEX risk analyses are systemically compiled and they provide good basis for other operational tasks of FRONTEX. The quality and reliability of analyses are not questioned by the Member States' border guard authorities.

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Task description:

FRONTEX will produce a comprehensive risk analysis covering all the external borders. In addition, tailored risk analyses will be compiled in order to analyse either specific phenomena or particular geographical areas more accurately. In this regard, the development of EUROPOL-made EU Organised Crime Threat Assessment (OCTA) will partly serve as a benchmark of FRONTEX risk analyses.

A threat analysis on the most important joint operations will partly be produced in cooperation and collaboration with EUROPOL.

The Common Integrated Risk Analysis Model (CIRAM) will be kept under continuous review and will evolve (see paragraph 4: Pilot Projects). Member States' risk analysis experts will continue to support the FRONTEX risk analysis unit.

FRONTEX will publish periodical bulletins on the situation at the external borders of the European Union. These bulletins will be available on the FRONTEX website.

Periodical (restricted) bulletins on the security of the borders of the European Union will be issued to Member States' border guard authorities.

The exchange of information and intelligence will form an essential part of FRONTEX co-ordinated cooperation between the Member States and third countries.

Actions:

- One comprehensive risk analysis will be compiled, covering all the external borders
- At least four tailored risk analyses will be produced
- Production of such threat analyses that supports the management of the most important joint operations
- Revision of CIRAM (pilot project)
- Issue of a public FRONTEX bulletin per month
- Issue of restricted FRONTEX bulletin six times per year
- Setting up the FRONTEX Situation Centre

Allocation of financial resources      € 152 174

## 6. Training

### Key objective:

FRONTEX improves the level of professionalism of Member States' border guards.

### Task description:

FRONTEX will further develop and complement the Common Core Curriculum for border guard training. A network of national border guard schools and academies will be created and a certification system will be established. Needs and possibilities for establishment of joint training centre will be identified. Cooperation with third countries will include a training module.

Systematic training of FRONTEX personnel will ensure that they have the relevant knowledge, skills and abilities to fulfil their tasks.

FRONTEX provides training at European level for instructors of the national border guards of Member States, and offer additional training courses and seminars on subjects related to the border control and return of third country nationals for officers of the competent national services of Member States.

### Actions:

- Updating of Common Core Curriculum
- Completing the Common Core Curriculum with specific land-, sea- and airports training modules
- Arranging the European Training Day (ETD) in 2006 and planning ETD of 2007.
- Production of joint training modules for basic and advanced training of border guards
- Creation of the network of national training institutes
- carrying out a feasibility study on the needs and possibilities to establish a joint training centre, where FRONTEX-lead training sessions could take place
- possible establishment of joint training centre
- Establishment of a certification system for Member States training institutes
- Production of training modules to be used in cooperation with third countries
- Arranging at least 10 training sessions
- Establishment of cooperative arrangements with the European Police Academy (CEPOL)

Allocation of financial resources € 490 000

## 7. Research and development

### Key objective:

FRONTEX keeps Member States aware of border-related findings on research and development.

### Task description:

FRONTEX will carefully monitor research and development in the fields related to border control. In this regard, cooperation with the EU Joint Research Centre (JRC) is of high importance. It will also keep national border guard authorities informed of its findings. Limited studies will be initiated primarily in the form of a pilot project.

### Actions:

- Issue of at least 4 reports to Member States concerning the border control-related research and development
- Launching at least three studies

Allocation of financial resources € 220 000

## 8. Assisting Member States in particular circumstances

### Key objective:

FRONTEX is able, by the end of 2006, to assist Member States (upon their request) with expert teams and equipment.

### Task description:

FRONTEX will develop and maintain a record of pooled equipment and devices for the potential use of a Member State on request. FRONTEX will also maintain a record of national experts from Member States who might be called upon to respond to a particular situation.

### Actions:

- Production of an inventory and record of suitable equipment
- Establishment of at least two expert groups
- Exercising the use of expert groups and equipment (virtually)

Allocation of financial resources € 397 000



## 9. Assistance on return operations

### Key objective:

FRONTEX is able, by the end of 2006, to effectively assist Member States on joint return operations.

### Task description:

FRONTEX will provide Member States with the necessary technical assistance to organise joint return operations. This will be achieved by establishing and developing a system that combines requests from Member States indicating the number of persons to be returned, their destinations, relevant timescales and also the conditions (material, technical, and human resources) upon which the assistance is determined. FRONTEX uses other Community instruments (EU Return Fund) to finance these activities.

### Actions:

- Establishment of a system to manage the assistance on joint return operations
- assist Member States in at least 4 joint return operations

Allocation of financial resources € 100 000

## 10. Information and communication

### Key objective:

FRONTEX can use a safe, secured and fast channel to exchange operational information and intelligence between FRONTEX and Member States.

### Description:

FRONTEX will aim to provide a secure communication network, which fully meets operational requirements, between itself, Member States, third countries and other partners. In this regard, the development of the Commission-lead project ICONet will carefully be scrutinised whether it could meet with FRONTEX needs.

A pilot project will be initiated with the aim of providing an appropriate

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telecommunication, command and control system which can be used in joint operations, and in situations where Member States are given increased technical and operational assistance.

The FRONTEX situation centre will be equipped with an integrated technical display system.

Actions:

- Continuing of the project on the information and telecommunication system
- Taking partly into use the information exchange and process system
- Equipping the FRONTEX Situation Centre with a technical display system

Allocation of financial resources € 330 000

## 11. International cooperation

Key objective:

FRONTEX promotes operational cooperation between Member States and third countries, based on structured working arrangements.

Description:

FRONTEX will facilitate operational cooperation between Member States and third countries, in the framework of EU external relations policy and other relevant agreements.

FRONTEX will seek opportunities to develop structured working arrangements with those third countries that, in accordance with EU guidelines and conclusions, attract particular operational cooperation from the EU Member States.

FRONTEX will offer those third countries the opportunity to participate in the exchange of information, training and in joint operations and/or pilot projects, subject to a structured and mutually agreed working arrangement between FRONTEX and the respective third country.

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Actions:

- Preparation and conclusion of Memoranda of Understanding with third countries in the Mediterranean area.
- Preparation and conclusion of Memoranda of Understanding with third countries in Western Balkans.
- Preparation and conclusion of Memoranda of Understanding with Russia and Ukraine.
- Preparation and conclusion of Memoranda of Understanding with United States and Canada.

Allocation of financial resources € 100 000

## 12. Administration

Key objective:

FRONTEX administration effectively supports the operational work of the agency.

Description:

The organisational structure of FRONTEX will develop in accordance with the decisions of the FRONTEX Management Board. Permanent premises for FRONTEX will be occupied.

Recruitment of personnel will continue on the basis of reducing the number of short-term contracts between FRONTEX and its employees. No new auxiliary contracts will be signed. It is anticipated that the personnel strength of FRONTEX in the end of 2006 is 70-75 persons.

FRONTEX will finance and/or co-finance its activities in accordance with all relevant financial rules, and without incurring any delays that might jeopardise the achievement of operational aims.

The headquarters Agreement between FRONTEX and the Polish Government shall guarantee hindrance-free and secured functioning of the agency and it shall also acknowledge the specific role and nature of FRONTEX, which is of border security related law enforcement cooperation between the Member States' border control authorities.

The final premises will enable hindrance-free, secured and fluent functioning of FRONTEX. The choice of the final premises will solely be based on criteria established by FRONTEX. The premises can be either offered by the Polish Government or leased by FRONTEX itself. Preparations of removal will be launched in good time.

Actions:

- Bringing into force the Headquarters Agreement with Polish government
- select of FRONTEX final premises by September 2006
- removal to final premises by 31 December 2006
- Further development of FRONTEX organisational structure and internal working arrangements
- Effective and sound finance of operational and administrative functions of FRONTEX
- Development of internal security strategy to achieve a safe and secure work environment to FRONTEX staff
- Accession of the Agency to the Interinstitutional Agreement of 25 May 1999 between the European Parliament, the Council of the European Union and the Commission of the European Communities concerning internal investigations by the European Anti-fraud Office (OLAF), cf. Article 31 (2) of Council Regulation (EC) 2007/2004.
- Entry of the Agency into a memorandum of understanding with OLAF.

Allocation of financial resources € 5 776 000

### 13. Transparency and communication

Description:

Transparency vis-à-vis the public will be incorporated into the management of joint operations. However, it should not compromise the security and confidentiality of risk analyses and joint operations. The FRONTEX Purpose and Mission Statement will consistently be repeated.

Key objective:

The aim of public relations and transparency and communication is to offer updated and accurate information while promoting operational tasks of FRONTEX.

Actions:

- Holding a capacity to issue correct information rapidly
- Raising the general awareness on FRONTEX and its role
- Arranging at least four press conferences partly in the margins of the Management Board meetings

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- Retroactive issue of adequate information on joint operations
  - Maintaining and developing an informative and updated FRONTEX website
  - Adopt the necessary arrangements for implementation of Regulation (EC) 1049/2001 of 30 May 2001 regarding public access to European Parliament, Council and Commission documents.
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