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(Except for the Executive Summary on page 3)



FRONTEX
LIBERTAS SECURITAS JUSTITIA

European Agency for the Management of Operational Cooperation at the External Borders
of the Member States of the European Union

Annual Risk Assessment 2009

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Executive summary

Between 2007 and 2008, detections of illegal border crossing at the EU external borders increased significantly, by as much as 25% based on reports from 25 Member States with comparable data.

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The number of persons detected staying illegally also increased across Member States, by 13% based on data provided by 27 Member States. The number of refusals of entry decreased by 17% over the same period, mostly due to a reduction in regular traffic of third country nationals as a result of the introduction of more stringent visa requirements in new Schengen Member States.

Although there is no precise estimate on the extent of trafficking in human beings across the EU external border, recent reports suggest that the phenomenon is on the increase.

The economic differences between Member States and third countries will remain the main driver for illegal migration towards the EU. While local and temporary political and/or humanitarian crises have important impact on regional migration flows, they appear to have limited influence on illegal migration to the EU.

[Redacted] the flow of illegal migrants to the EU will continue to be governed by factors beyond Member States' control. Nevertheless, and notwithstanding the growing uncertainties linked with the global economic recession, a slowdown of the increase in the flow of illegal migrants to the EU is expected in 2010. This trend is anticipated from the reduction of the overall air passenger flows, the weak labour demand, the lower asylum recognition rates and the introduction of strengthened border control measures like the VIS.

This assumption will, however, not be verifiable because estimates on the undetected flow of illegal migrants to the EU are currently not available.

[Redacted]

Justification 6

In 2010, Member States would benefit most from operational cooperation at the external borders areas with currently high detections of illegal border crossing, i.e. at the southern sea border where migrants' life is also most at risk.

At the air borders the focus should be on those airports combining large numbers of non-EU passengers with particular emphasis on assessing the entry criteria for those nationalities showing large numbers of detections for illegal stay in the EU.

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In general, Member States would benefit from increased operational cooperation tackling trafficking in human beings, visa issues, and contributing to the investigation of cross-border crimes. With its growing operational experiences and increased risk analysis capacities, Frontex should increasingly contribute to EU border management policies.

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1. Introduction

Frontex' Annual Risk Assessment (ARA) 2009 has been developed in view of the planning of the coordination of operational activities at the external borders of the EU in 2010. The ARA combines an assessment of threats and vulnerabilities at the EU external borders, weighing their impact and consequences so that the Agency is better equipped to balance and prioritise the allocation of resources against identified risks.

Frontex' operational activities aim at strengthening border security by ensuring the coordination of Member States' actions in the implementation of Community measures relating to the management of the external borders. The coordination of operational activities also contributes to better allocation of Member States' resources and protection of the area of freedom, security and justice.

The ARA 2009 concentrates on the current scope of Frontex operational activities, which is mainly limited to illegal migration at the external borders of the EU and the Schengen Associated Countries. As the concept of integrated border management recommends, border management should however cover all security threats present at the external borders. A full chapter is devoted to the phenomenon of trafficking in human beings (THB) with which Frontex was tasked with in the EU action plan (2005/C 311/01) on best practices, standards and procedures for combating and preventing THB.

The assessment is developed in the following sequence: (1) a description of the situation as reported by Member States through a set of six indicators on illegal migration, (2) an analysis of the dynamic at play along the main routes of illegal migration to the EU (3) an scan through the factors most likely to influence illegal migration to the EU in the near future, where the emphasis is placed on the impact of the economic crisis, (4) a description of the situation regarding THB, (5) and recommendations derived from the previous chapters.

Frontex Risk Analysis Unit would like to thank all FRAN members and in particular the staff in Member States for their efforts in providing data and information, as well as Europol which for the first time contributed to the ARA 2009, and colleagues at Frontex involved in the preparation of the report.

2. Methodology

Data collection plan

The backbone of the ARA 2009 is the Member States' monthly statistics provided within the framework of the Frontex Risk Analysis Network (FRAN). This regular data collection exercise was launched in September 2007 and refined through 2008. Thanks to the FRAN members' efforts, a much larger statistical coverage was achieved in 2008 concerning six key indicators on illegal migration: detections of illegal border crossing, refusals of entry, detections of illegal stay, asylum applications, detections of facilitators, and detections of forged documents.

Member States were not addressed specific questions for this assessment. Rather, Member States' bi-monthly analytical reports and incidents reports collected regularly through the FRAN, and Member States contributions to several Tailored Risk Analyses conducted in 2008 have been important sources of information especially when analysing routes and modi operandi. Evaluation reports of the Frontex coordinated Joint Operations in 2008 were also used.

Open sources information, that is, reports issued by governmental agencies, international and non-governmental organisations as well as official EU reports, such as the Commission's reports on third countries, and main stream news agencies were exploited, especially when outlining the main push and pull factors for illegal migration to the EU.

The outlook for 2010 was based on the analysis of the state of play regarding illegal migration at the external borders of the EU, push and pull factors as well as factors impacting routes and modi operandi.

Statistics were collected by Frontex from the national border control authorities by border types—land, air and sea—and for land borders by borders sections with neighbouring third countries. For illegal border crossing, detections at the air borders were not included because of the different reporting practices of Member States. Cases of illegal border crossing at the air border being limited this omission does not affect the overall analysis and for a description of the situation at the air borders, refusals of entry are a better indicator.

The data collected by FRAN is compiled and analysed every quarter. Priority is given to the use of the data for management purpose and its rapid sharing among Member States' border control authorities. Member States' data processed by Frontex is not meant to be official statistics, and thus may vary from data finally published officially by national authorities.

In the course of 2008, some FRAN Members updated their statistics for 2007. These updates have been taken into account in this document, and thus the data presented here sometimes differ from the data presented in the previous Annual Risk Assessment.

EUROPOL contributed for the first time to the ARA 2009, by providing information on facilitated illegal migration and trafficking in human beings.

Quality of the available data

Like other law enforcement indicators, variations of the administrative data related to border control (detections of illegal border crossing and refusals of entry) depend on several factors, in this case on the one hand of the efforts to detect migrants and the other hand on the flow of illegal migrants to the EU. Increased detections of illegal border crossing might be due to an increase flow of illegal migrants and/or to more resources made available to detect migrants. In extreme cases, it might happen that increased detections are due to increased resources allocated, while the flow of migrants actually decreased because migrants are deterred to cross. Thus, explaining the reasons behind statistical variation is not easy without estimates on the actual flow of migrants (detected and undetected) and the resources available at the border

(staff and equipment). This general rule suffers exceptions, for example when migrants crossing the border illegally actually want to be detected.

Conservative estimates of the stock of illegal migrants within the EU vary between three and six million, according to the latest results of *Clandestino*, an EU sponsored project implemented by the ICMPD, but other estimates indicate eight million illegal migrants, of which 80% inside the Schengen area and half of them having entered legally. However, there is currently no estimate for the annual flow of illegal migrants crossing the border illegally.

Information on the total resources for border control authorities at the national level and their allocation is known only partially through answers provided by Member States within the Schengen evaluation mechanism or to the External Borders Fund. Without systematic collection of information on resources for border control and on estimates of illegal migration flow, it is not possible to assess the performance and impact of the border controls put in place, and the analysis of the situation at the EU external borders is limited to the description of the administrative data provided by Member States.

As highlighted in the Schengen Catalogue, the quantity of passenger flow is an important factor to be taken into account for the allocation of border control resources. However, regular flows of passengers across the EU external borders are currently not recorded systematically. The Commission, in its communication related to the new tool for integrated European Border Management Strategy, estimated the regular flow of passengers across the external EU border (in and out movements of EU citizens and third country nationals) to range from 300 million based on travellers' overnight stays, to 880 million based on Member States' own estimates derived from samples. Most external border crossings take place at the airports, with Eurostat estimating at about 271 million the number of passengers from non-EU flights, follow by land and sea border crossings (no estimates available).

The quantity and place of the issued EU visas would also contribute to refine the profile of the third country passengers flow. However this information, collected within the Council Visa Working Party, is not immediately available for risk analysis, and thus was not used in this document. At the other side of the spectrum of border management indicators, statistics on readmission, a strong deterrent for illegal migration, is collected by CIREFI¹, but results for 2008 are not yet available and could thus not be analysed in relation to detected flows of illegal border crossing.

¹ Centre for Information, Discussion and Exchange on the Crossing of Frontiers and Immigration

Table 1: 2008 Indicator factsheet

Indicators	Total in 2008 (for 27 Member States and 2 associated countries)	Per cent change compared to 2007
Detections of Illegal Border Crossing*	174,800	+24 per cent (comparison for 27 MS)
Refusals of Entry	129,500	-17 per cent (comparison for 28 MS)
Detections of Illegal Stay	411,800	+13 per cent (comparison for 27 MS)
Asylum Applications	248,200	+17 per cent (comparison for 28 MS)
Detections of Persons using Forged Documents	20,700	+16 per cent (comparison for 25 MS)
Detections of Forged Documents	24,500	-18 per cent (comparison for 20 MS)
Facilitators	9,200	-9 per cent (comparison for 23 MS)

* Limited to detections at the land and sea borders.

Source: FRAN data as of 9 March 2009



3. Situation at the external borders

The purpose of this section is to describe the situation at the EU external borders through the annual statistics for six indicators collected within Frontex Risk Analysis Network (FRAN) for 27 Member States as well as for Iceland and Norway as Schengen Associated Countries. The indicator of illegal border crossings and the indicator of refusals of entry relate directly to the border guard activities of border surveillance and border checks performed in and between the 1,792 border crossing points (BCPs) along the EU external borders (871 at sea borders, 665 at air borders, and 246 at land borders). They are complemented with statistics on asylum applications and illegal stay, which provide for information on the final destinations of illegal migrants, and also help to establish trends and patterns in illegal migration not necessarily detected at the borders. The detections of facilitators and forged documents offer indications on the modi operandi for illegal migration.

Statistics are collected by border types—land, sea and air—and for land borders by borders sections with neighbouring third countries. For illegal border crossings, detections at the air borders were not included because of Member States' different reporting practices. Cases of illegal border crossing at the air border being limited, this omission does not affect the overall analysis. For the description of the situation at the air borders, refusals of entry serve as a better indicator.

The data collected within the FRAN are compiled and analysed every quarter. Priority is given to the use of the data for management purpose and its rapid sharing among the Member States' border guard authorities. FRAN data is not meant to be official statistics, and thus the officially published national statistics may vary from the FRAN data.

3.1. Detections of illegal border crossing

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In 2008, border guard authorities reported at the sea and land external borders of the EU a total of 174,800 detections of illegal border crossing. This represented a 24% increase from 2007, based on the comparison for 27 Member States² (out of 29) for which data was available for the two years.

and 85% of the detections were reported from just three southern European countries—Greece, Italy and Spain—highlighting the importance of illegal migration through the southern borders of the EU.

Most of the increase between 2007 and 2008 was due to larger detections in Italy and Greece.

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² [Redacted footnote text]

Table 2: Detections of illegal border crossings at external land and sea EU borders by Member States in 2007 and 2008

Total	2007	2008	Trend over 2007*	% of 2008
Comparable total**	140,500	174,800	24%	
Rounded Total		174,800		

Total	Land	Sea	Trend over 2007*	
			Land	Sea
Comparable change**			-4%	70%
Rounded Total	82,600	92,200		
Percent of total	47%	53%		

Justification 4

: = not available; n.a. = not applicable; * > 10% Increase; +/-10% Stable; < -10% Decrease
 ** = excluding MS without data for 2007

Table 3: Top ten nationalities detected for illegal border crossings at external land and sea borders in 2008

All borders			
Nationality	Total reported	% of total	MS highest share
Albania	44,144	25%	
Afghanistan	19,473	11%	
Morocco	12,685	7%	
Somalia	11,620	7%	
Iraq	9,159	5%	
Tunisia	7,744	4%	
Nigeria	7,112	4%	
Eritrea	5,087	3%	
Palestina	4,549	3%	
Algeria	4,464	3%	
Others (122 nationalities)	48,763	28%	
Rounded Total	174,800	100%	

Land borders			
Nationality	Total reported	% of total	MS highest share
Albania	41,261	50%	
Morocco	6,309	8%	
Iraq	6,186	7%	
Syria	2,905	4%	
Palestina	2,750	3%	
Pakistan	2,657	3%	
Serbia	2,561	3%	
Ukraine	2,479	3%	
Other (not specified)	1,562	2%	
Myanmar	1,340	2%	
Others (107 nationalities)	12,590	15%	
Rounded Total	82,600	100%	

Sea borders			
Nationality	Total reported	% of total	MS highest share
Afghanistan	18,229	20%	
Somalia	11,034	12%	
Tunisia	7,661	8%	
Nigeria	6,935	8%	
Morocco	6,376	7%	
Eritrea	4,953	5%	
Algeria	3,804	4%	
Iraq	2,973	3%	
Albania	2,883	3%	
Egypt	2,600	3%	
Others (104 nationalities)	24,752	27%	
Rounded Total	92,200	100%	

Source: FRAN data as of 9 March 2009

Justification 4

Justification 4

[Redacted]

The detections for illegal border crossing split almost equally between sea (92,200) and land (82,600).

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[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

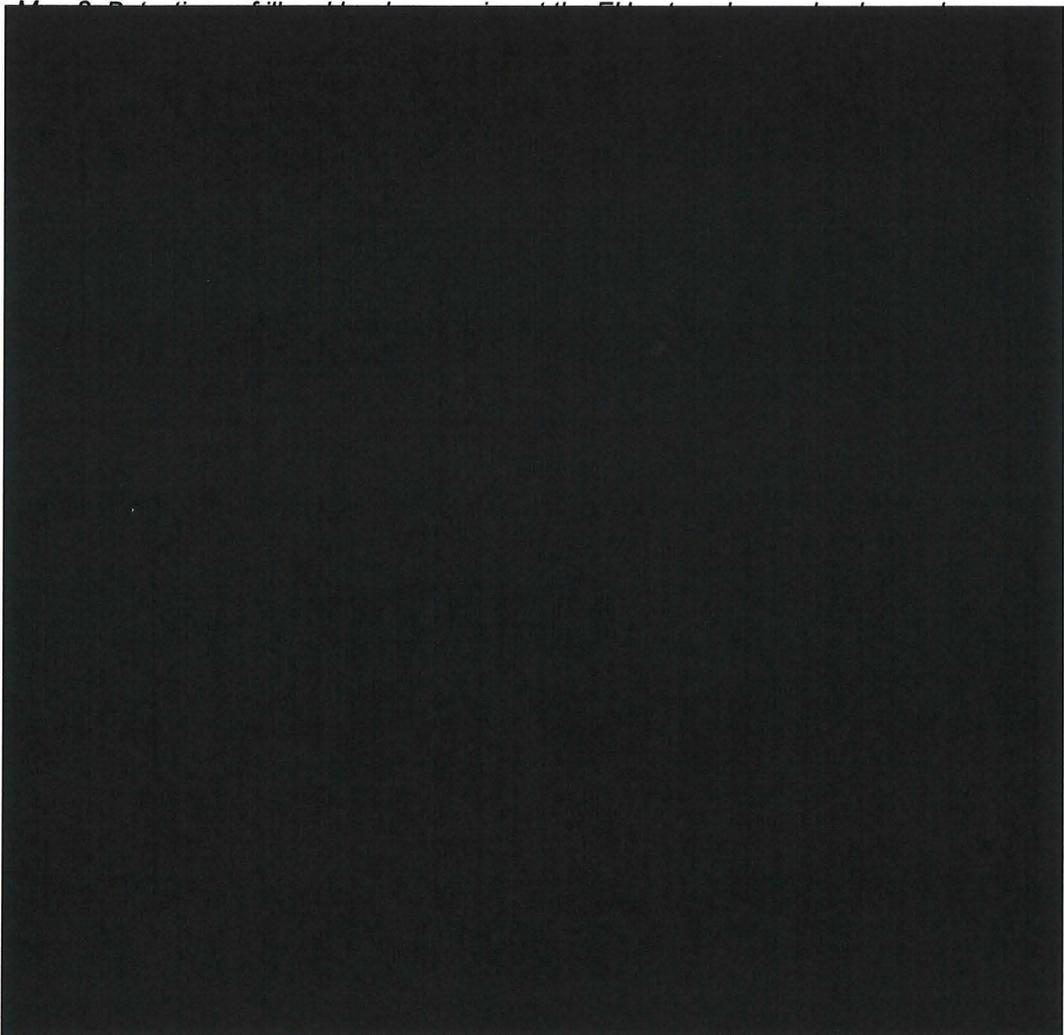
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Illegal border crossing and border length

With the entry of Switzerland in the Schengen area on December 2008, the total length of the EU external land borders was reduced by about 1,800 km to 9,200 km, the eastern land border totalling 5,700 km and the land border with Western Balkan countries 2,700 km.

Justification 4



The eastern land borders had fewer detections per km than other land borders regions and two hypotheses may be put forward to explain this situation: (i) the actual low flow of illegal migrants as a result of low pressure for illegal migration and efforts to detect migrants that worked as deterrent; (ii) the difficulty to conduct surveillance activities over vast areas. While the first hypothesis is the most likely, the lack of estimate on the undetected flow of migrants does not permit to rule out the second.

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⁴ [Redacted text]

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[REDACTED]

All Member States neighbouring Belarus and Russia had a similar and low ratio of detections for km; while for Member States neighbouring Ukraine large difference exist [REDACTED]

Around the Western Balkans, a large contrast can also be noted [REDACTED]

Nationality

The analysis of the 2007–2008 trends of detected nationalities was not possible because 2007 data was only broken down for the top 10 nationalities.

The largest detections for illegal border crossing were reported for Albanian nationals, representing 25% of the total with 44,200 detections, [REDACTED] Afghan nationals followed with 19,500 detections, [REDACTED] Moroccan nationals, accounting for 12,700 [REDACTED]

Justification 4

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3.2. Refusals of entry

In 2008, border guard authorities issued 129,500 refusals of entry forms at the EU external borders. This represented a decrease of 17% compared to 2007 for 28 Member States⁵ for which data was available for the two years.

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[Redacted]

Justification 4

Refusals of entry split roughly equally between land (56,300) and air (66,500) borders, with sea borders well behind (6,700). This pattern follows the distribution of regular flow of passengers that is considered larger at the air and land borders than at the sea borders. However, data on regular passenger flow through the EU external borders is not yet collected systematically, and thus it is not possible to compare the rate of refusals of entry against the number of passenger checks performed at the three border types.

Justification 4

[Redacted]

The comparison of number of passengers checked on arrival and refusals of entry at the air borders across all Member States shows that Member States had different refusal rates.

[Redacted]

Justification 4

The difference may be explained by (i) the nature of the passenger flows, with some Member States being especially targeted by passengers not meeting EU entry requirement; (ii) the nature of the airports, with some Member States having airports specialised in transit flights;

⁵ Iceland did not report refusals figures in 2007 within FRAN.

[Redacted]

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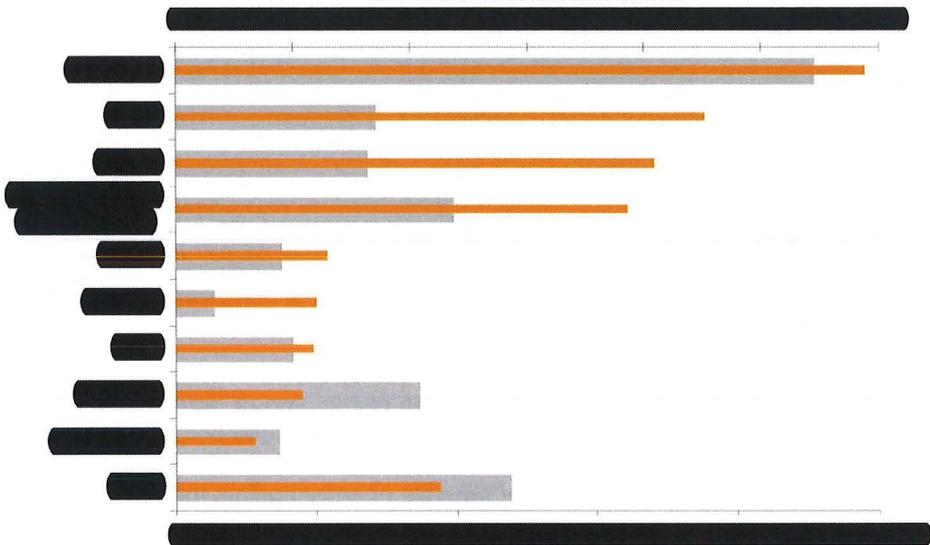
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(iii) the resources available at the border checks; and (iv) the use of pre-boarding checks with some Member States being able to rely on Immigration Liaison Officers in the countries of departure. Comparison between Member States needs to be better and more precisely assessed, but different refusal rates suggest it is paramount to collect alerts and intelligence and spread it through Europe

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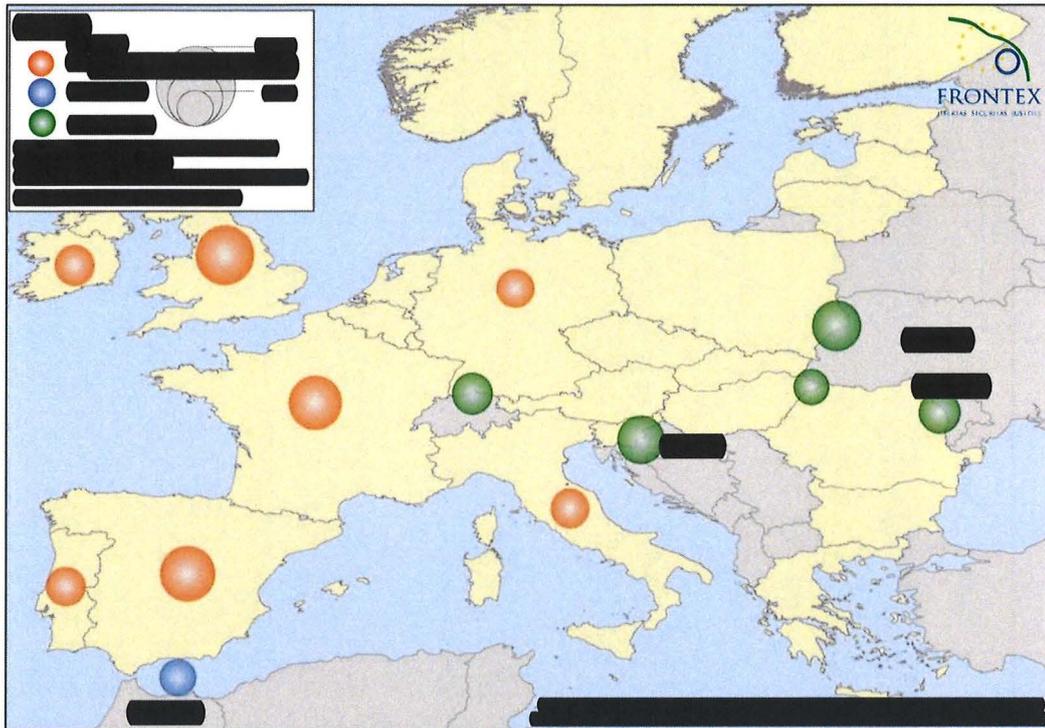
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Data collection on the reasons leading to a refusal of entry was put in place in 2009 by the FRAN as a part of the new regulation on Community Statistics on migration (Regulation EC 862/2007). For 2008, only the numbers of detections of forged documents provided some indication on the possible reasons for refusals of entry. However, data for two indicators have been collected separately, and thus are only indirectly linked. Bearing in mind this limitation, 20,700 forged documents were detected, representing 16% of the refusals of entry. Therefore, more than three-quarter of the refusals of entry were issued for other reasons than forged documents, such as the lack of appropriate documentation justifying the purpose of stay in the EU—mostly believed to be the case for Latin American nationals being refused entry at the air borders.

Nationality

Ukrainian nationals ranked first with 15,400 [redacted] Brazilian nationals followed with 11,200 refusals, [redacted]

Justification 4



Table 4: Refusals of entry at external EU borders by Member States in 2007 and 2008

Member State	2007	2008	Trend over 2007*	% of 2008
[Redacted]				
Comparable total**	156,863	129,538	-17%	
Rounded Total		129,500		

Member State	Land	Air	Sea	Trend over 2007*		
				Land	Air	Sea
[Redacted]						
Comparable change**				-21%	-14%	-16%
Rounded Total	56,300	66,500	6,700			
Percent of total	43%	51%	5%			

: = not available; n.a. = not applicable

* >10% Increase; +/-10% Stable; <-10% Decrease; ** = excluding MS without data for 2007

Source: FRAN data as of 9 March 2009

Justification 4

Table 5: Top ten nationalities refused entry at external EU borders by border type in 2008

All borders			
Nationality	Total reported	% of total	MS highest share
Ukraine	15,426	12%	
Brazil	11,166	9%	
Other (not specified)	9,033	7%	
Russia	7,901	6%	
Croatia	5,707	4%	
Serbia	5,542	4%	
Moldova	5,514	4%	
China	5,162	4%	
Turkey	4,943	4%	
Morocco	4,877	4%	
Others (160 nationalities)	54,229	42%	
Rounded Total	129,500	100%	

Land borders			
Land border	Total reported	% of total	MS highest share
Ukraine	14,391	26%	
Russia	6,431	11%	
Croatia	5,441	10%	
Serbia	5,080	9%	
Moldova	5,008	9%	
Belarus	4,239	8%	
Turkey	3,195	6%	
FYROM	1,866	3%	
Other (not specified)	1,664	3%	
Bosnia and Herzegovina	1,510	3%	
Others (119 nationalities)	7,475	13%	
Rounded Total	56,300	100%	

Air borders			
Nationality	Total reported	% of total	MS highest share
Brazil	10,870	16%	
Other (not specified)	6,946	10%	
China	4,784	7%	
United States	2,648	4%	
Nigeria	2,610	4%	
Paraguay	2,465	4%	
Venezuela	1,726	3%	
Senegal	1,587	2%	
Turkey	1,422	2%	
Russia	1,289	2%	
Others (155 nationalities)	30,153	45%	
Rounded Total	66,500	100%	

Sea borders			
Nationality	Total reported	% of total	MS highest share
Morocco	2,933	44%	
Other (not specified)	418	6%	
Turkey	322	5%	
Albania	234	3%	
India	220	3%	
Ukraine	214	3%	
Russia	181	3%	
Brazil	181	3%	
Philippines	125	2%	
Algeria	123	2%	
Others (115 nationalities)	1,749	26%	
Rounded Total	6,700	100%	

Source: FRAN data as of 9 March 2009

Almost 90% of the detections for illegal stay within the Member States were reported in just eight countries.

Table 7: Top ten nationalities detected as illegal stay in 2008

Nationality	Total reported	% of total	MS highest share
Other (not specified)	35,974	9%	
Albania	32,964	8%	
Morocco	29,639	7%	
Brazil	29,119	7%	
Afghanistan	28,064	7%	
Iraq	27,482	7%	
Bolivia	16,379	4%	
Eritrea	15,293	4%	
India	13,935	3%	
Algeria	13,030	3%	
Others (154 nationalities)	169,921	41%	
Rounded Total	411,800	100%	

Source: FRAN data as of 9 March 2009

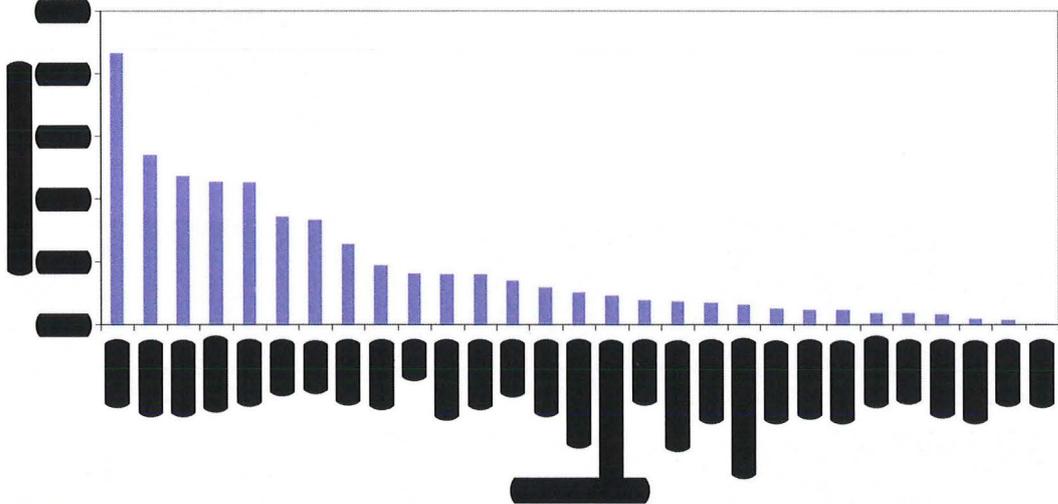
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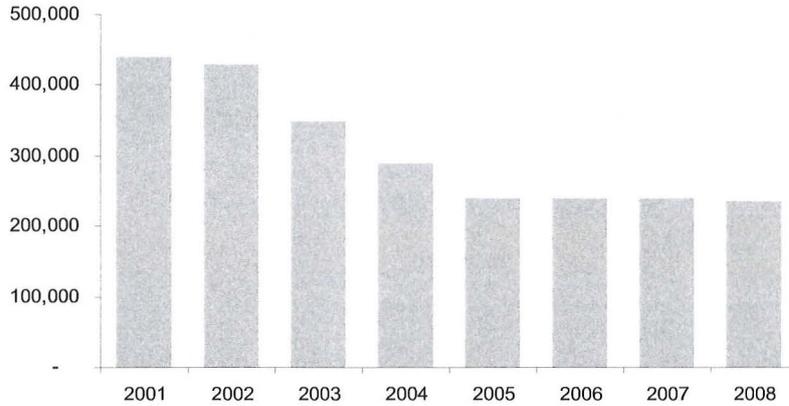
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3.4. Asylum applications

Data on asylum applications is a useful indicator on the trend on migration and, in some cases, on the countries of origin. As a proportion of asylum applicants crossed the EU borders illegally, asylum applications also offer indications on the routes taken by illegal migrants.

According to the UNHCR, after reaching a peak over 400,000 applications in 2002, asylum applications in the EU substantially fell after 2002, and since 2005 have stabilised below 250,000 per year.

Figure 3: Asylum applications 1998–2008



Source: UNHCR data, January 2009

FRAN data suggests that there altogether 248,200 applications were filed during 2008 in the 29 Member States which is an increase of 17% compared to 2007 for 28 Member States¹⁰ for which data was available for the two years.

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Following Iraqi, Russian nationals with 19,700 applications ranked second as number of asylum applications;

Table 8: Top ten nationalities reported applying for asylum in 2008

Nationality*	Total reported	% of total	MS highest share
Iraq	29,100	12%	Germany (24%)
Other (not specified)	20,707	8%	Sweden (43%)
Russia	19,716	8%	Poland (39%)
Somalia	13,401	5%	Netherlands (30%)
Afghanistan	12,011	5%	United Kingdom (29%)
Serbia	10,613	4%	France (29%)
Pakistan	9,956	4%	Greece (68%)
Iran	6,431	3%	United Kingdom (35%)
Nigeria	5,876	2%	Ireland (17%)
Sri Lanka	5,470	2%	France (42%)
Others (138 nationalities)	114,919	46%	France (29%)
Rounded Total	248,200	100%	

Source: FRAN data as of 9 March 2009

[Redacted]

3.5. Detections of false documents

Third country nationals using false documents

The detections of false documents are an important indicator on the modus operandi for illegal migration. During 2008, border guard authorities reported a total of 20,700 persons detected using false documents at the EU external borders. This represented an increase of 16% from 2007 based on the comparison for 25 Member States for which data was available for the two years¹³.

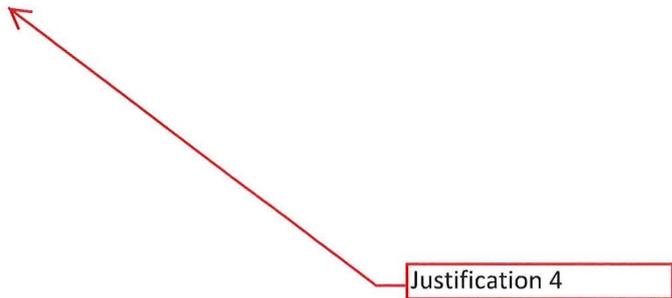
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The use of false documents is one of the reasons stated by the Schengen borders code for refusal of entry at the entry of EU. As mentioned in the refusal of entry section, so far only a coarse link exists between the two indicators.

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[Redacted]



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