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**COMMISSION STAFF WORKING PAPER**

**The application of the criteria for distribution of resources under the External Borders Fund, the European Fund for the Integration of third country nationals and the European Return Fund and an analysis of the amounts allocated to the Member States for these Funds and the European Refugee Fund III for the period 2007 – 2011**

*Accompanying the document*

**Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions**

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**Commission Staff working document**

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## **CHAPTER 1: INTRODUCTION**

### **1.1 Purpose of this staff working document**

The General Programme "Solidarity and Management of Migration Flows" (hereinafter the General Programme) was established as a coherent framework consisting of four Funds which aim to address the issue of a fair share of responsibilities between Member States as concerns the financial burden arising from the introduction of integrated management of the Union's external borders and from the implementation of common policies on asylum and immigration.

The basic acts establishing the External Borders Fund (hereafter EBF), the European Fund for the Integration of third-country nationals (hereafter IF) and the European Return Fund (hereafter RF) require the Commission to submit a report to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the application of the criteria for allocating resources to the Member States for these Funds and to conclude whether amendments to these criteria are necessary. No such obligation exists in the legal basis for the third generation of the European Refugee Fund 2008-2013 (hereafter ERF III) as it constitutes a continuation of previous generations of the Fund already established as of 2000 (ERF I and II) and its basic act has consolidated the past experiences, including those concerning the distribution criteria.

This document accompanies the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the application of the criteria for allocating resources to the Member States under the External Borders Fund, the European Fund for the Integration of third country nationals and the European Return Fund.

The purpose of this staff working document is twofold:

1. to provide pertinent information on the methodology used for the application of the criteria and thereby to support the assessment provided in the Communication with further explanations and information;
2. to outline the facts and figures on the allocations to the Member States as they resulted from the application of the criteria.

In order to present a complete overview of the results of distribution of resources for the General Programme as a whole, it is appropriate to include also facts and figures on the allocations to the Member States under the ERF III, the fourth Fund of the General Programme.

### **1.2. Scope and limitations of data and allocations analysed in this document**

The information on the methodology used and the resulting allocations presented in this document relate to the calculations under five successive budgetary exercises for 2007-2011.

The calculations were carried out in the last four years, namely in the spring/summer of 2007 (2007 and 2008 budgets), 2008 (2009 budget), 2009 (2010 budget) and 2010 (2011 budget):

- The allocations for 2007 – 2011 are final and represent a basis for the implementation of the respective annual programmes.
- In some overview tables reference is also made to the estimates for 2012 and 2013 so as to give an indicative total picture for the entire multiannual financial framework by Member State by Fund. These estimates are based on an extrapolation of either the 2008 calculations or the average of the 2007 and 2008 calculations. Being only estimates, they are excluded from most of the analysis of the figures in this document. Consequently, the focus is thus essentially on an analysis of the actual allocations granted to the Member States so far.

The allocations are calculated on the basis of the total annual EU appropriations for each Fund as determined by the Budgetary Authority.

The key source of data for the tables and charts presented in this working document are the annual allocations under the Funds as communicated to the Member States. To avoid redundancy: where the source of data for a table or chart is not indicated, it is understood to be the allocations as communicated by the Commission to the Member States.

For the EBF, however, besides the EU budget, account has also been taken of the contributions from the Schengen Associated States to the budget for the Fund. The External Borders Fund constitutes a development of the Schengen acquis and therefore the countries associated with the implementation, application and development of the Schengen acquis participate in the Fund.

The contributions from the Associated States to the budget for the Fund for 2010 and 2011 reflect the provisions of the Agreement between the European Union and the Republic of Iceland, the Kingdom of Norway, the Swiss Confederation and the Principality of Liechtenstein on supplementary rules in relation to the External Borders Fund for the period 2007 to 2013<sup>1</sup>. Pending the procedure for adoption of the Council Decision on the conclusion of this Agreement, the Agreement is applied provisionally.

In case the total appropriation from the EU budget is revised by the Budgetary Authority, proportional adjustments would have to be made to the contributions from the associated countries. For 2011 the contribution from the Principality of Liechtenstein is included as it is expected that the Protocol between the European Union, the European Community, the Swiss Confederation and the Principality of Liechtenstein on the accession of the Principality of Liechtenstein to the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen acquis will be ratified in due time. It should be noted, however, that in a declaration attached to this Agreement it is indicated that Liechtenstein can choose not to participate in the implementation of the Fund. Liechtenstein has chosen not to participate. Therefore, until Liechtenstein indicates otherwise, no allocations will be attributed to it, without prejudice to its obligation to pay a contribution in light of the principle of solidarity and its commitment to the Schengen acquis.

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<sup>1</sup> OJ L169, 3.7.2010, p.22

As regards the ERFIII total appropriations take into account the assigned income, resulting from the recoveries of unspent resources and financial corrections regarding closed programmes for ERF I and II. This is not applicable for the other three Funds as no closures have taken place so far.

### **1.3. Coverage of the analysis in relation to the total financial envelope**

This document concerns the distribution of resources among Member States in terms of 53,76% of the total EU appropriations for the three Funds (EBF, RF, IF), calculated as the ratio between the total EU appropriations for 2007 - 2011 and the total reference amounts for 2007-2013, as laid down in the basic acts.

If the ERF III is added in this calculation, the corresponding share over the four Funds is 55,19%.

While five out of seven years of the multiannual programming period are covered in the analysis for the financial allocations 2007-2011, they nevertheless don't represent the expected 70% of the total envelopes. It should be borne in mind that the appropriations under subheading 3A, area of Freedom, Security and Justice, and in particular those for the General Programme, are not distributed evenly over the seven year period. In the Interinstitutional agreement on the Multiannual Financial Framework 2007-2013<sup>2</sup> the appropriations in this area have been set to increase at a regular interval, in relation to the budget outlay of 2006 in the area of Freedom, Security and Justice (15% annual increase), bearing in mind the absorption capacity of Member States. As a consequence of this "back loading", a significant part of the appropriations will be made available in 2012 and 2013. For 2011 there was also already an important increase compared to previous years.

In short, the allocations the distribution of which is examined in this document represent on average slightly more than half of the total reference amount at the disposal of the EU budget under the Funds.

It is of course within the prerogatives of the Budgetary Authority to establish each year the size of the appropriations for the individual budget lines so no conclusions can be inferred from any forecast for the 2012 and 2013 appropriations made at this stage.

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<sup>2</sup> OJ C139, 14.6.2006, p.1

## 1.4. Structure of the report

### **Part I - The results of the allocations**

**Chapter 2 is on the allocations themselves and their distribution over the Member States.** An overview is provided by Member State for the four Funds and the General Programme as a whole for the period 2007-2013. The actual allocations are presented by Member State and by Fund. It is analysed which Member States are the main beneficiaries for each of the Funds and why.

**Chapter 3 is on the variations over the years in the allocations.** It presents an analysis of the 2007-2011 allocations for the four Funds in terms of (1) the annual variations in the actual allocations over the years and (2) the divergence between the overall multiannual financial planning and the actual allocations. The second category of variations confronts therefore the indicative planning made by Member States in 2008, when the 2009-2013 estimates were presented by the Commission, on the basis of which the Member States established the multiannual indicative financial tables in their multiannual programmes, with the actual outcome for the period 2007-2010. It identifies for which Member States the variations were significant.

**Chapter 4 analyses the impact of the different criteria for allocating resources to Member States under each Fund.** For each of the four Funds it is identified how the different categories and components of the criteria in the basic acts impact on the calculation of the allocations for Member States.

### **Part II - The methodology used on the data collection and allocations**

**Chapter 5 is on the methodology of the data collection and the calculations.** There is a more detailed presentation on the approach taken to develop a sound methodology for calculating the allocations, to elaborate the principles outlined in the Communication. More information is provided on Regulation (EC) No 862/2007 of the European Parliament and of the Council of 11 July 2007 on Community statistics on migration and international protection and repealing Council Regulation (EEC) No 311/76 on the compilation of statistics on foreign workers (hereinafter the Migration Statistics Regulation), essential for the data collections for the IF and RF, and the quality measures taken in this context. There is more specific information on the methodology for the EBF and the risk assessment undertaken by the FRONTEX Agency. All this is meant to support the overall assessment on the methodology used as described in the Communication. Finally, to better understand the size of the allocations, information is also provided on the appropriations not reserved to programmes for Member States (direct management).



## **PART I - THE RESULTS OF THE ALLOCATIONS**

### **CHAPTER 2: OVERVIEW OF THE ALLOCATIONS**

**The first part presents a short overview of trends in immigration and related issues experienced by the EU and Schengen Associated States over the period 2004-2009. Since the calculations are done on the basis of data reflecting reference years more than one year before the date of calculation, this provides the necessary background to explain the trends having affected the calculations.**

**It continues with an overview of the allocations for the General Programme Solidarity and Management of Migration Flows for the period 2007-2011 (the years for which actual allocations have been communicated by the Commission to the Member States). It then defines the overall financial trends under the four Funds in relation to these budget years and which are the main beneficiaries under the General Programme as a whole.**

**The third part presents an overview of the 2007-2011 allocations per Fund. For each Fund it is then analysed which are the main beneficiaries and why.**

#### **2.1. The context: migratory flows to the EU<sup>3</sup>**

The first decade of the 21st century has seen large waves of migration both within and from outside the EU. The highest inflow in this decade appears to have peaked in 2007.

From 2004 to 2008 the population of EU Member States increased, on average, by 1.7 million per year, solely because inflows outweighed outflows. Although immigration to the EU Member States fell in 2008 and emigration increased, they still resulted in net migration which contributed 71 % of the total population increase.

In 2008 3.8 million people migrated to EU Member States and 2.3 million emigrated from them, for a net gain of 1.5 million residents<sup>4</sup>. Within the immigrant group, 1.8 million were non-EU citizens. Among them, the biggest group were Moroccans, the only one exceeding 100,000, followed by citizens of China, India, Albania and the Ukraine.

The EU as a whole is attractive for immigrants, but Member States differ as to scale and patterns of migration. The majority of Member States in 2008 reported more immigration than emigration, but in Germany, Poland, Romania, Bulgaria and the three Baltic States (Lithuania, Latvia and Estonia) emigrants outnumbered immigrants. In absolute terms Spain, Germany and the United Kingdom were the EU countries having the highest immigration. They received more than half (53%) of all immigrants in 2008 but at the same time they have also experienced high emigration.

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<sup>3</sup> Based on Eurostat data

(<sup>4</sup>) Includes also migration between EU Member States.

During the reference period, annual **asylum flows** described a U, starting (2004) and finishing (2009) at about 270,000 applications and going as low as 197,000 in 2006. The annual average for the reference period was 242,000 applications, compared with an annual average of 400,000 for the period 2000-2003. During most of the 1990s, the number of applications was also higher, reaching almost 700,000 in 1992 (due to the former Yugoslav wars).

France was the main destination country for asylum-seekers in the EU in every year of the reference period, except in 2007 (when Sweden took the first place). An important development was the substantial increase in the number of applications presented in Mediterranean countries: Greece registered 4,470 applications in 2004, and 25,115 in 2007; Italy went from 9,630 in 2004 to 30,145 in 2008. Malta became the Member State more affected by asylum flows in relative terms (as compared to the population).

The percentage of asylum decisions which granted some type of protection status at first instance remained fairly stable during the reference year (between 25-30%).

**Irregular migration** is, by its nature, difficult to measure. It is actually impossible to say whether there were at the end of the reference period more or less irregular migrants than at the beginning. Estimations have however been undertaken in the framework of an EU-funded project<sup>5</sup> and they point to a clear reduction of the population of irregularly-staying third country nationals in the EU, from a range of 2.2-4.8 million in 2005 to a range of 1.9-3.8 million in 2008.

During the reference period the annual number of returns was stable at between 200,000-250,000. Greece was the Member States implementing the higher number of returns (about a quarter of the total) due to the high inflow of Albanian irregular migrants who could be easily returned to their country. The UK, Spain and France were also returning important numbers of third country nationals.

A **general conclusion** from the different trends mentioned above is that migration has become an important phenomenon in almost all the Member States. Whereas traditionally migration and asylum flows only affected Western European countries, flows are now more evenly distributed with Mediterranean Member States getting an important share of legal and irregular migrants and asylum-seekers. Even the new Member States are starting to see increased flows to their territories, after a period during which emigration was the main element of their migratory situation.

## 2.2. Overview tables - General Programme

The purpose of this part is to present the allocations under the General Programme as a whole over the reporting period, in terms of trends, main beneficiaries and main characteristics defining the context in which each of the Funds is implemented.

The precise figures on the allocations by Member State by Fund are in Table n° 3. This table summarizes the information communicated to the Committee on the General Programme

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<sup>5</sup> The Clandestino project: <http://clandestino.eliamep.gr/>

Solidarity and Management of Migration Flows (hereinafter the SOLID Committee)<sup>6</sup> by the Commission as regards the distribution of the appropriations for the Funds over the last four years. As indicated above, the "data" in the table (in the sense of "figures on allocation by country") constitute the basic sources underlining the analysis made in this report.

On the basis of this data, the following graphs and charts illustrate notably the trends by Fund and country within the General Programme.

Several qualifications regarding these data need to be taken into account:

1. The analysis was undertaken on the basis of the allocations 2007, 2008, 2009, 2010, 2011 and partly on estimates 2012-2013; it constitutes a final complete picture only for the period 2007-2011;
2. The appropriations for the External Borders Fund increased as compared to initial estimates because of the contributions by the Associated States after the conclusion of the Agreement on supplementary rules (2009) and this resulted in additional differences between estimates and actual allocations.

The appropriations for the ERF III also increased as compared to initial estimates, on one hand, because of the assigned income and, on the other hand, because of the increase in the budget appropriations for 2009 and 2010 by the Budgetary Authority. In contrast, the programmed appropriations for 2010 have also been reduced by 5,25 M € in favour of the new budget line established for setting up a new agency -European Asylum Support Office (EASO). Moreover, for the same reasons the programmed appropriations for 2011 and 2012 have been reduced by 5,97 M € each and for 2013 by 7,17 M €

The Budgetary Authority also increased the 2010 appropriations for the IF and for the RF; therefore there is a slight difference between estimates and actual appropriation.

3. It should be noted that the financial allocation for the Kaliningrad Special Transit Scheme<sup>7</sup>, which is added to the annual allocation for Lithuania is not included in the detailed analysis by country on the EBF. For the purpose of this report, this financial contribution is treated as a separate instrument since it is not calculated on the basis of the criteria of the EBF basic act and it concerns funds earmarked for a specific objective.

The appropriations for three of the four Funds (EBF, RF and IF) have an ascending trend throughout the programming period, as outlined by the charts below. This is justified on the

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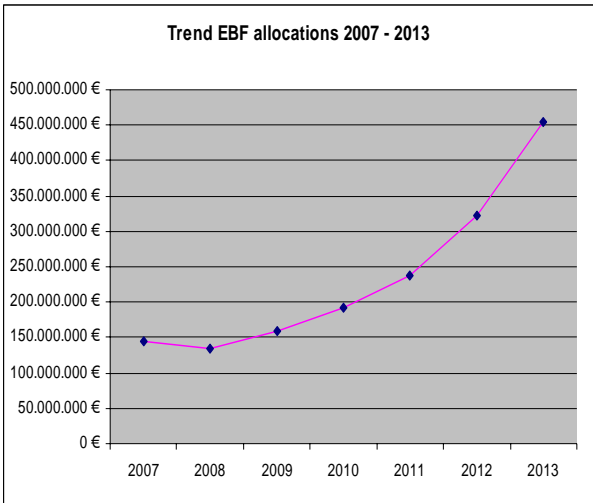
<sup>6</sup> The Common Committee 'Solidarity and Management of Migration Flows' (SOLID Committee) was established on the basis of Article 56 of the EBF Decision. The decisions for the ERF, the European Return Fund and the Integration Fund refer to the EBF Decision as regards the Committee. The primary objective of the Committee is to assist the Commission in the adoption of different implementing measures pertinent to the implementation of the four Funds such as strategic guidelines, implementing rules, multiannual programmes for Member States and annual work programmes for the Community Actions.

<sup>7</sup> According to Art 6 of the EBF Basic Act, the Fund shall provide support for foregone fees from transit visas and additional costs incurred in implementing the Facilitated Transit Document (FTD) and the Facilitated Rail Transit Document (FRTD) scheme in accordance with Council Regulation (EC) No 693/2003 and Council Regulation (EC) No 694/2003.

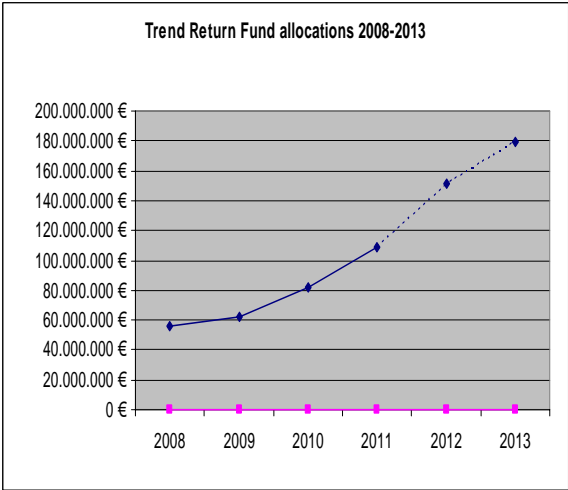
basis of the logic established for the increase in the appropriations in the area of Freedom, Security and Justice by the European Parliament and the Council. It was deemed appropriate to have higher allocations towards the end of the seven year period, when Member States are best placed on the basis of acquired experience with the management of the Funds, to implement actions corresponding to higher allocations.

A particular observation with respect to the European Refugee Fund III: in general, the appropriations present a rather stable trend over the years with a slight increase in comparison to estimates. The ERF 2008-2013 is the third generation of this Fund. The ERF I was established in 2000 and the EU contribution to the Fund was stabilised, bearing in mind the limited resources for Freedom, Security and Justice and the many new priorities introduced in parallel to the ERF III under the period 2007-2013.

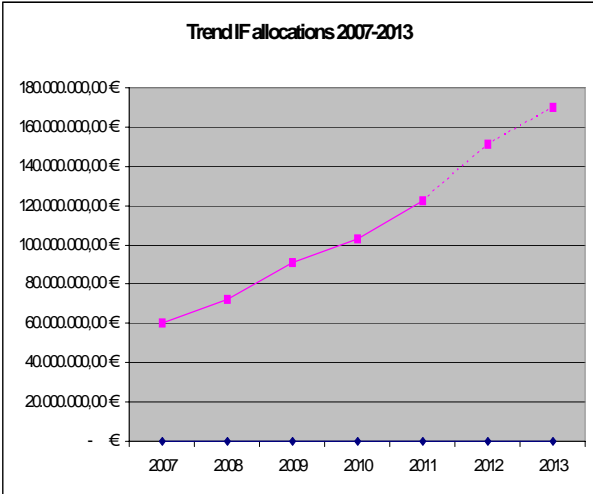
**Figure 1**



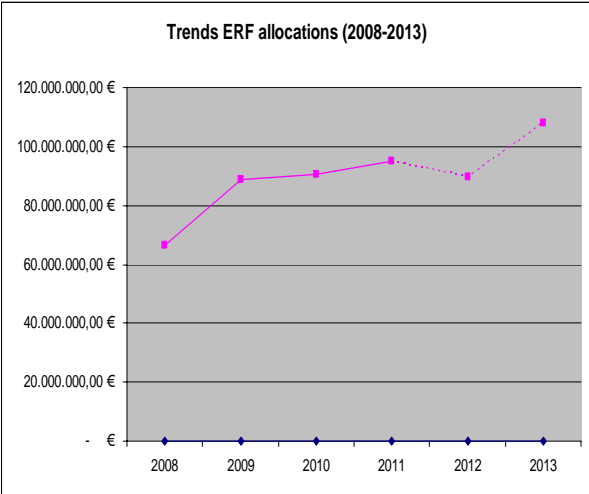
**Figure 2**



**Figure 3**

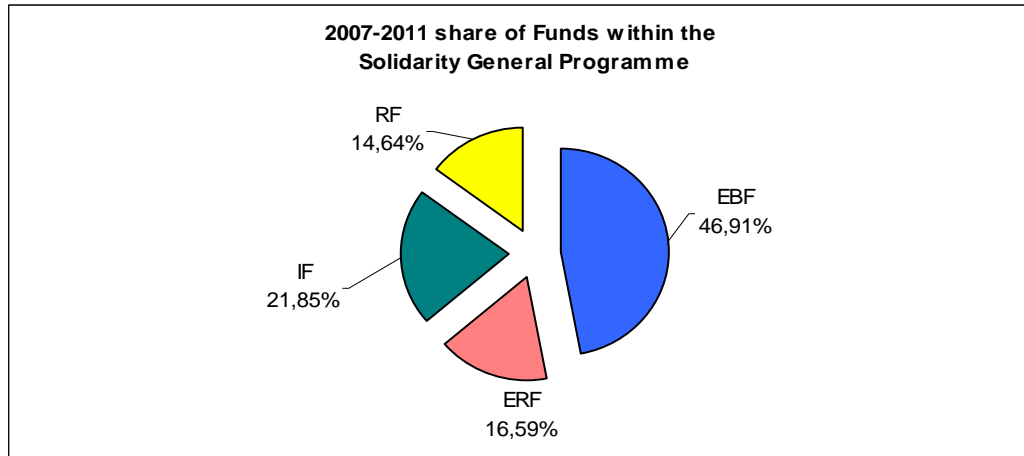


**Figure 4**



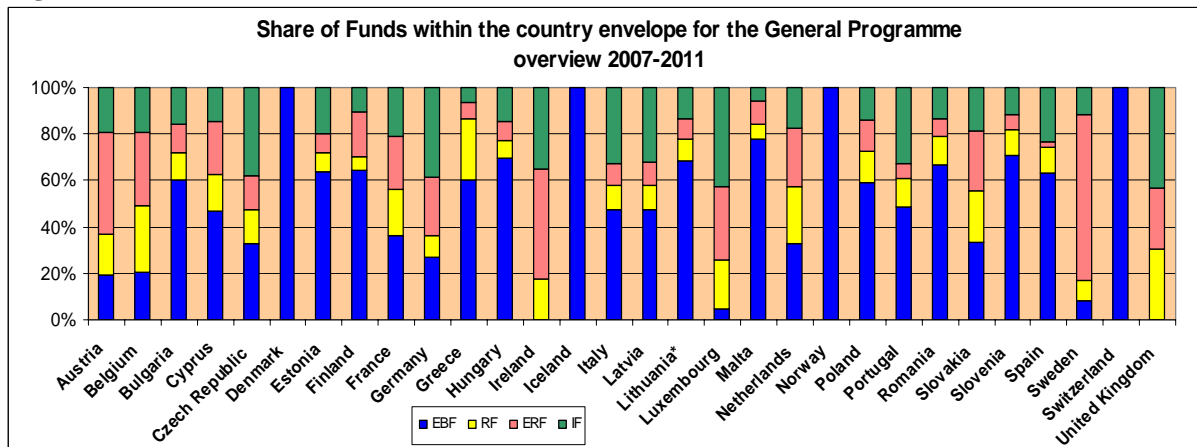
Over the period 2007-2011, as outlined in Figure n° 5, the External Borders Fund receives the biggest share of appropriations (46,91%) under the General Programme. It is followed by the Integration Fund (21,85%), the European Refugee Fund (16,59%) and the European Return Fund (14,64%).

**Figure 5**



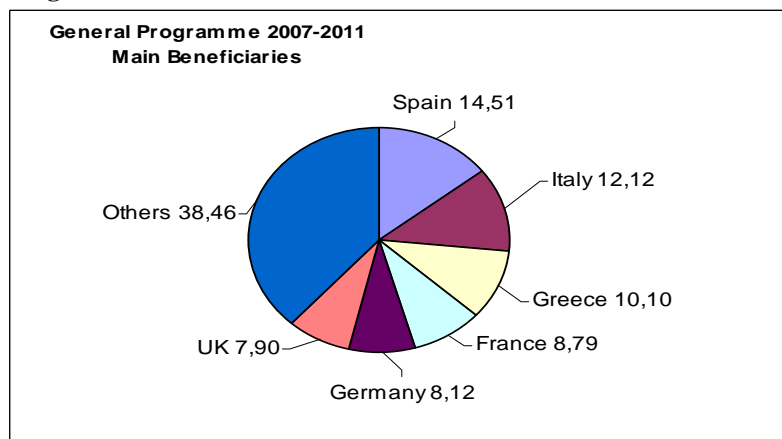
The relative distribution of the overall allocation 2007-2011 by country over the four Funds can be observed in the chart below:

**Figure 6**



Based on the 2007-2011 allocations, the main beneficiaries under the four Funds are Spain, Italy, Greece, France, Germany and the United Kingdom. The allocations to these six countries accounts for more than 60% of the appropriations under the General Programme, with a total of thirty participating countries.

**Figure 7**



It is important to note that the contribution to Lithuania for the Kaliningrad Special Transit Scheme (which accounts for EUR 15 million /year for 2007-2010 and EUR 16 million/year for 2011-2013) which is added up to the EBF allocation for Lithuania is not included in the analysis of the Member States' allocations. If one were to take it into account, Lithuania would be ranked as the seventh beneficiary of the General Programme, after the six countries presented above, with an overall envelope of 5,25% of the total General Programme.

### ***Kaliningrad Special Transit Scheme***

In accordance with Protocol No 5 to the 2003 Act of Accession on the transit of persons by land between the region of Kaliningrad and other parts of the Russian Federation, the Government of the Republic of Lithuania decided to introduce the Facilitated Transit Document and the Facilitated Rail Transit Document to the nationals of the Russian Federation travelling from the territory of the Russian Federation to and from the Kaliningrad Area of the Russian Federation in transit through the territory of the Republic of Lithuania from 1 July 2003.

According to Art 6 of the EBF Basic Act, the Fund shall provide support for foregone fees from transit visas and additional costs incurred in implementing the Facilitated Transit Document (FTD) and the Facilitated Rail Transit Document (FRTD) scheme in accordance with Council Regulation (EC) No 693/2003 and Council Regulation (EC) No 694/2003.

A national of the Russian Federation travelling from the territory of the Russian Federation to and from the Kaliningrad Area of the Russian Federation and crossing the territory of the Republic of Lithuania by land may be issued two types of documents for transit:

- Facilitated Transit Document (FTD) is a specific authorisation allowing for facilitated transit issued for multiple use while travelling with different types of land transport.
- Facilitated Rail Transit Document (FRTD) is a specific authorisation allowing for facilitated transit issued for a single entry and return by rail.

The support for the implementation of the Special Transit Scheme in Lithuania was established in the framework of the multi-annual programme of the Republic of Lithuania in accordance with the Strategic Guidelines for the EBF and is being implemented on the basis of the Annual Programmes of the Republic of Lithuania. The resources allocated for the purpose of the Special Transit Scheme for the period 2007 to 2013 amount to EUR 108 million.

For the period 2007-2011, the allocations to Spain alone count for almost the equivalent of the added allocations of the last 15 participating countries:

**Table 1: Comparison of 2007-2011 funding under the General Programme**

Member State	Total Funding under the General Programme 2007-2011	% of Total countries allocations
Spain	285.128.880,00	14,51
Portugal, Bulgaria, Czech Republic, Cyprus, Lithuania, Estonia, Latvia, Slovakia, Ireland, Switzerland, Luxemburg, Norway, Denmark, Iceland, Sweden	288.135.836,81	14,66

The order of the main beneficiaries changes once the External Borders Fund is excluded from the calculation. Taking into account only of the Funds which support the management of third-country nationals, i.e. which focus on specific target groups (asylum seekers, persons benefitting from international protection, legally staying third-country nationals and third-country nationals obliged to leave the territory of a Member State) and include as part of the allocation a fixed amount, the main beneficiaries are United Kingdom, Germany, Italy, France and Spain.

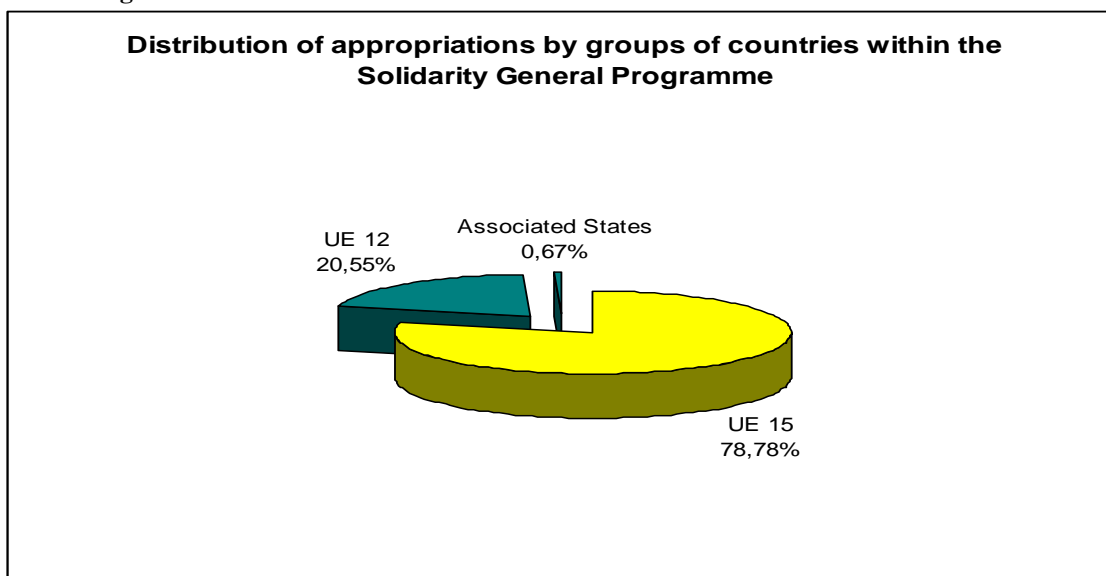
**Table 2: Overview of main beneficiaries for RF, ERF and IF combined (2007-2011)**

Member State	RF+IF+ERF 2007-2011
France	110.582.489 €
Germany	116.703.928 €
Italy	125.373.151 €
Spain	105.804.972 €
United Kingdom	155.284.809 €

It is important to outline that there is no proportionality factor included in the distribution keys (e.g. a calculation mechanism in relation to factors such as GDP (per capita), the number of inhabitants or the territorial size of Member States) since the objective criteria to be taken into account relate to the implementation of the policies the Funds are meant to support and are not directly influenced by more general social-economic considerations. Hence, the allocation under the four Funds is in absolute terms more beneficial to large Member States.

The chart below outlines that more than 79% of the 2007-2011 General Programme appropriations for Member States are distributed to the countries which acceded to the European Union before 2004, more than 20% to the ones which joined since then (EU10 + EU2) and less than 1% to the Schengen Associated States under the External Borders Fund - Iceland, Norway and Switzerland.

**Figure 8**



**Table 3: Allocations 2007/8-2011 for the countries participating in the General Programme Solidarity and Management of Migration Flows**

Member State	EBF		RF		ERF		IF		Solidarity Programme						
	Total	2007-2011	% of MS totals	Total	2008-2011	% of MS totals	Total	2007-2011	% of MS totals	Total	2007-2011	% of MS Totals			
Austria		8.442.614 €	0,97		7.786.258 €	2,53		19.270.313 €	5,65%		8.595.933 €	1,92		44.095.118 €	2,24
Belgium		9.824.765 €	1,13		13.491.237 €	4,38		14.982.449 €	4,39%		9.328.501 €	2,07		47.626.952 €	2,42
Bulgaria		13.860.799 €	1,60		2.766.736 €	0,90		2.790.046 €	0,82%		3.666.146 €	0,82		23.083.726 €	1,17
Cyprus		14.040.530 €	1,62		4.840.330 €	1,57		6.838.782 €	2,01%		4.371.469 €	1,02		30.091.111 €	1,53
Czech Republic		9.447.920 €	1,09		4.139.216 €	1,34		4.234.424 €	1,24%		10.813.644 €	2,40		28.635.204 €	1,46
Denmark		4.315.396 €	0,50											4.315.396 €	0,22
Estonia		15.594.520 €	1,80		2.083.721 €	0,68		2.014.205 €	0,59%		4.833.465 €	1,08		24.525.912 €	1,25
Finland		28.917.754 €	3,33		2.712.046 €	0,88		8.817.007 €	2,59%		4.677.788 €	1,04		45.124.595 €	2,30
France		62.184.829 €	7,17		34.513.360 €	11,20		40.018.672 €	11,73%		36.050.457 €	8,02		172.767.318 €	8,79
Germany		42.768.968 €	4,93		15.411.889 €	5,00		39.587.353 €	11,61%		61.704.687 €	13,75		159.472.896 €	8,12
Greece		119.037.305 €	13,72		52.242.014 €	16,96		14.759.821 €	4,33%		12.470.570 €	2,78		198.509.710 €	10,10
Hungary		33.767.136 €	3,89		3.661.329 €	1,19		4.145.879 €	1,22%		6.999.594 €	1,56		48.573.939 €	2,47
Ireland					2.546.771 €	0,83		6.956.580 €	2,04%		5.173.109 €	1,15		14.676.459 €	0,75
Iceland		190.218 €	0,02											190.218 €	0,01
Italy		112.757.272 €	12,99		25.587.542 €	8,31		22.236.080 €	6,52%		77.549.528 €	17,48		238.130.423 €	12,12
Latvia		9.485.365 €	1,09		2.158.371 €	0,70		2.029.950 €	0,60%		6.422.663 €	1,43		20.096.349 €	1,02
Lithuania*		18.192.082 €	2,10		2.397.111 €	0,78		2.297.989 €	0,67%		3.643.988 €	0,81		26.531.170 €	1,35
Luxembourg		287.920 €	0,03		1.345.227 €	0,44		2.056.571 €	0,60%		2.726.433 €	0,61		6.416.150 €	0,33
Malta		34.414.837 €	3,97		2.847.680 €	0,92		4.200.776 €	1,23%		2.669.576 €	0,60		44.132.870 €	2,25
Netherlands		20.263.969 €	2,34		14.933.800 €	4,85		15.594.599 €	4,57%		10.751.280 €	2,40		61.543.647 €	3,13
Norway		5.285.983 €	0,61											5.285.983 €	0,27
Poland		41.422.092 €	4,77		9.388.530 €	3,05		9.605.751 €	2,82%		9.753.952 €	2,17		70.170.325 €	3,57
Portugal		15.067.748 €	1,74		3.952.478 €	1,28		1.847.353 €	0,54%		10.275.101 €	2,28		31.142.680 €	1,58
Romania		22.554.225 €	2,60		4.161.258 €	1,35		2.730.771 €	0,80%		4.485.189 €	1,00		33.931.444 €	1,73
Slovakia		5.548.801 €	0,64		3.731.112 €	1,21		4.267.157 €	1,25%		3.150.123 €	0,70		16.697.193 €	0,85
Slovenia		26.413.735 €	3,04		4.156.573 €	1,35		2.467.806 €	0,72%		4.321.641 €	0,96		37.359.756 €	1,90
Spain		179.323.908 €	20,66		32.673.439 €	10,61		6.318.706 €	1,85%		66.812.826 €	14,85		285.128.880 €	14,51
Sweden		6.656.777 €	0,77		7.368.330 €	2,39		60.153.005 €	17,64%		9.607.677 €	2,13		83.785.790 €	4,26
Switzerland		7.713.851 €	0,89											7.713.851 €	0,39
United Kingdom					47.173.639 €	15,31		40.799.508 €	12,29%		67.311.661 €	14,96		155.284.809 €	7,90
<b>MS Totals</b>		<b>867.781.320 €</b>			<b>308.070.000 €</b>			<b>341.021.555 €</b>			<b>448.167.000 €</b>			<b>1.965.039.875 €</b>	
<b>Community Actions</b>		55.958.680,00 €			14.930.000			25.007.048 €			33.733.000 €			129.628.728 €	
<b>Specific Actions</b>		35.000.000,00 €												35.000.000 €	
<b>Transit Scheme (to be added to allocation for Lithuania)</b>		76.000.000,00 €												76.000.000 €	
<b>TOTAL</b>		<b>1.034.740.000,00 €</b>	<b>46,91</b>		<b>323.000.000 €</b>	<b>14,64</b>		<b>366.028.603 €</b>	<b>16,59</b>		<b>481.900.000 €</b>	<b>21,85</b>		<b>2.205.668.603 €</b>	<b>100</b>



### 2.3. External Borders Fund – 2007-2011 allocations

The External Borders Fund covers 46,91 % of the appropriations for the reporting period. The allocations were distributed among 23 Member States until 2010, the year in which Romania, Bulgaria, Switzerland, Norway and Iceland start participating in the Fund and the total number of beneficiaries is thereby increased to 28<sup>8</sup>.

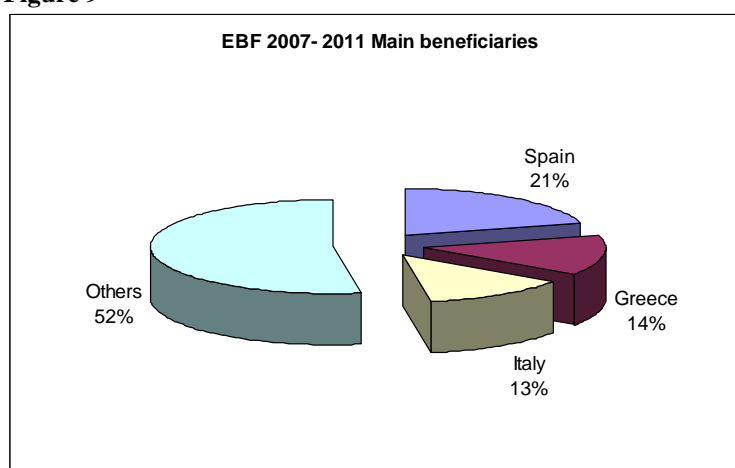
The total envelope for the External Borders Fund, i.e. the EU budget and the contributions from the Associated States for 2007-2013 is budgeted at almost 2 billion Euro. Out of these, 882.300.000 Euro remain to be allocated in 2012 and 2013.

On the basis of the allocations for 2007-2011 there is a high concentration of the allocations under the Fund to the main beneficiaries: Spain, Greece and Italy, who receive 48% of the Fund's allocation for the period 2007-2011.

**Table 4: EBF allocations by Member State 2007-2011**

Member State	Total 2007- 2011	
	Amount	%
Spain	179.323.908	20,66
Greece	119.037.305	13,72
Italy	112.757.273	12,99
France	62.184.829	7,17
Germany	42.768.968	4,93
Poland	41.422.092	4,77
Malta	34.414.837	3,97
Hungary	33.767.136	3,89
Finland	28.917.754	3,33
Slovenia	26.413.735	3,04
Romania	22.554.225	2,60
Netherlands	20.263.969	2,34
Lithuania	18.192.082	2,10
Estonia	15.594.520	1,80
Portugal	15.067.748	1,74
Cyprus	14.040.531	1,62
Bulgaria	13.860.799	1,60
Belgium	9.824.764	1,13
Latvia	9.485.366	1,09
Czech Republic	9.447.920	1,09
Austria	8.442.614	0,97
Switzerland	7.713.851	0,89
Sweden	6.656.777	0,77
Slovakia	5.548.801	0,64
Norway	5.285.983	0,61
Denmark	4.315.396	0,50
Luxembourg	287.920	0,03
Iceland	190.218	0,02
<b>MS Totals</b>	<b>867.781.320</b>	<b>100,00</b>

**Figure 9**



**Table 5**

Member State	Total 2007- 2011	
	Amount (€)	%
Lithuania	18.192.082	2,10
STS	76.000.000	80,68
Total Lithuania	94.192.081,77	10,85
<b>MS Totals</b>	<b>867.781.320</b>	<b>100,00</b>

Spain is the first beneficiary (20.66%), having received an important contribution for the migratory pressure at sea in the Mediterranean and in particular along the Canary Islands up to 2008 (impacting on budget years 2008-2010). Furthermore, Spain was also the first beneficiary for airports and the second for land borders, due to the important migratory pressure at Ceuta and Melilla qualified as high risk by the FRONTEX Agency in the whole reference period (2005-2009).

<sup>8</sup> In accordance with the above-mentioned Agreement, the 2009 allocations for the Schengen Associated States were not disbursed from the EU budget 2009, but added to the 2010 allocations as exceptional allocations, given that the Agreement could only be (provisionally) applied by the end of 2009.

Greece is the second beneficiary (13.72%), being the main beneficiary for land borders, due to the high migratory pressure at the Eastern border and being the third main beneficiary for the maritime border, due to the high migratory pressure at sea, in particular in the Aegean sea qualified as high risk by the FRONTEX Agency since 2007.

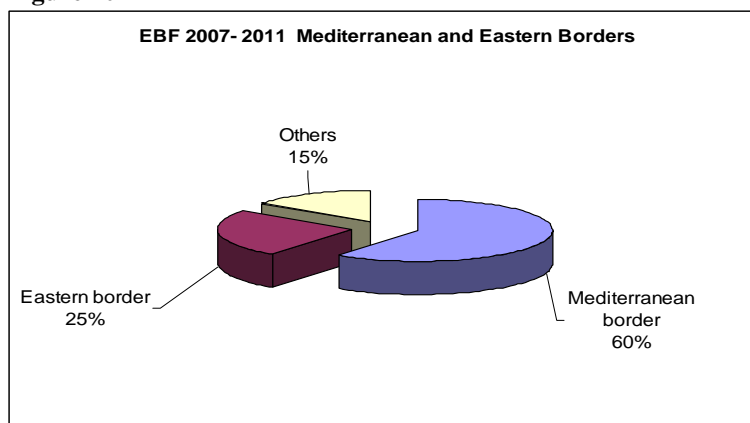
Italy, the third beneficiary (12.99%), received an important contribution, being the second beneficiary for the maritime border, due to the high migratory pressure in the Sicilian sea up to 2008 (impacting until the 2010 budget year), qualified as high risk, and being one of the main beneficiaries for airports and consular offices.

If the contribution to Lithuania for the Special Transit Scheme is taken into account in the calculation, considering it like any other allocation to a member State, Lithuania would become the fourth beneficiary of the External Borders Fund for the period 2007-2011, after Spain, Greece and Italy, with an envelope of 10.85% of the Fund allocation.

France and Germany, with (7.17%) and (4.93%) respectively are placed on the 4<sup>th</sup> and 6<sup>th</sup> positions (= after Spain, Greece, Italy and, in fourth position, Lithuania), mainly due to the contribution received for airports and consular offices. Malta receives nearly 90% of its funding for the General Programme (see Table 3) under the External Borders Fund, which places it as the 10<sup>th</sup> beneficiary of the General Programme (with 2,94%). This is nearly exclusively due to the contribution received for maritime borders, qualified as high risk by the FRONTEX Agency in the period 2006-2008 (impacting on 2007-2010 budget years).

The analysis shows that for 2007-2011, from a geographical point of view, (see chart below) the beneficiary Member States bordering the Mediterranean Sea and having Atlantic approaches (Spain, Greece, Italy, France, Malta, Cyprus) receive 60% of the total appropriations. At the same time, Member States having borders to the East (Poland, Hungary, Finland, Slovenia, Romania, Lithuania, Estonia, Bulgaria, Latvia, and Slovakia) account for 25% of the financial appropriations<sup>9</sup>. This outcome confirms that the mechanism of distribution of the allocations reflects the principle of solidarity between Member States in the sense that the main beneficiaries are those Member States at the two European borders with the highest migratory pressure (Mediterranean and Canary Islands and the Eastern land border respectively).

**Figure 10**



It should be borne in mind that nine of the twelve Member States who joined the European Union since 2004 received, through the so called Schengen Facility, the precursory financial instrument to the External Borders Fund implemented respectively in the period 2004-2006 (Schengen Facility I) and 2007-2009 (Schengen Facility II). It comes to a total allocation of €

<sup>9</sup> The contribution to Lithuania for the Special Transit Scheme is not included in this calculation.

1.657.400.000, equivalent to 46,59% of the total appropriation for the Member States' programmes under the entire General Programme for the period 2007-2013<sup>10</sup>.

The allocations for the countries under the Schengen Facility I and II exceeded or are equal to the allocations for the biggest beneficiaries under the External Borders Fund. The biggest beneficiary under the Schengen Facility instruments is Romania, followed by Poland and Bulgaria.

***Schengen Facility 1***

Article 35(1) of the 2003 Act of Accession created a temporary instrument called the “Schengen Facility” to support Estonia, Hungary, Latvia, Lithuania, Poland, the Slovak Republic and Slovenia between 1 May 2004 and the end of 2006 to finance actions at the new EU external borders for the implementation of the Schengen Acquis and external border control. The total budget for all seven beneficiary countries amounted to EUR 961,43 million.

***Schengen Facility 2***

Article 32 of the Act of Accession of Bulgaria and Romania to the European Union provided for the creation of a Cash Flow and Schengen Facility. This was regulated as a temporary financial instrument, covering the period between the date of accession and the end of 2009, and was designed to assist the new Member States along two lines: 1) financing specific actions at the new external borders of the Union; 2) improve cash-flow in their national budgets. The total amounts allocated to the two countries are respectively EUR 239,5 million for Bulgaria and EUR 560 million for Romania.

**Table 6: Financial allocations under the Schengen Facility and the External Borders Fund**

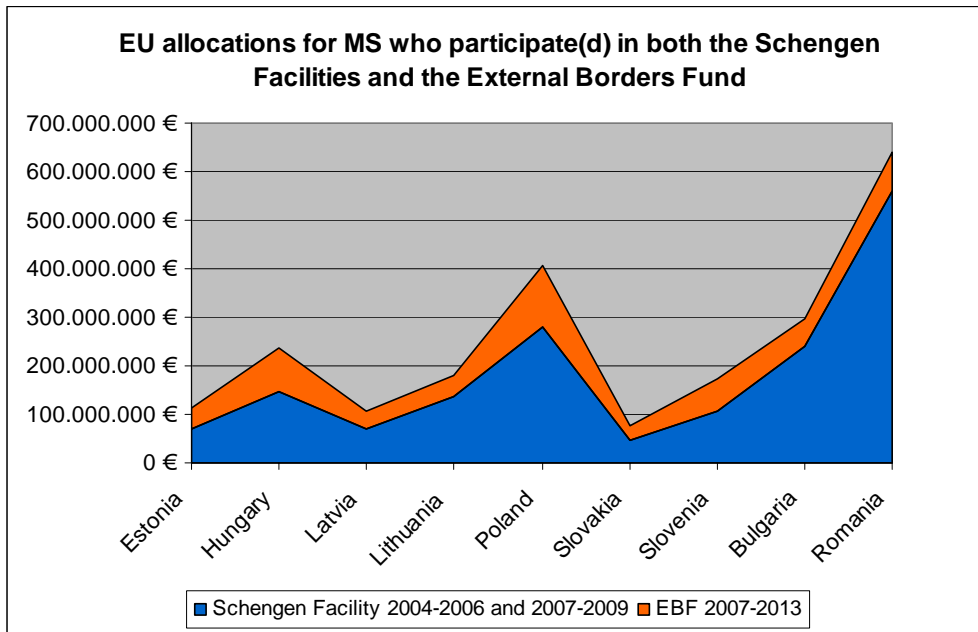
	<b>Schengen Facility 2004-2006 and 2007-2009</b>	<b>EBF 2007-2013 (€)</b>	<b>Total (€)</b>
<b>Estonia</b>	68.700.000	29.353.523	98.053.523
<b>Hungary</b>	147.900.000	62.452.143	210.352.143
<b>Latvia</b>	71.100.000	16.947.367	88.047.367
<b>Lithuania</b>	135.700.000	32.651.085	168.351.085*
<b>Poland</b>	280.000.000	77.414.101	357.414.101
<b>Slovakia</b>	47.800.000	10.135.802	57.935.802
<b>Slovenia</b>	106.900.000	47.090.740	153.990.740
<b>Bulgaria</b>	239.500.000	44.488.806	283.988.806
<b>Romania</b>	559.800.000	61.656.236	621.456.236
<b>Total</b>	<b>1.657.400.000</b>	<b>382.189.804</b>	<b>2.039.589.804</b>

\* The amounts for Lithuania 2007-2013 do not include the contribution to Lithuania for the Special Transit Scheme.

Source: Schengen Facility and EBF allocations

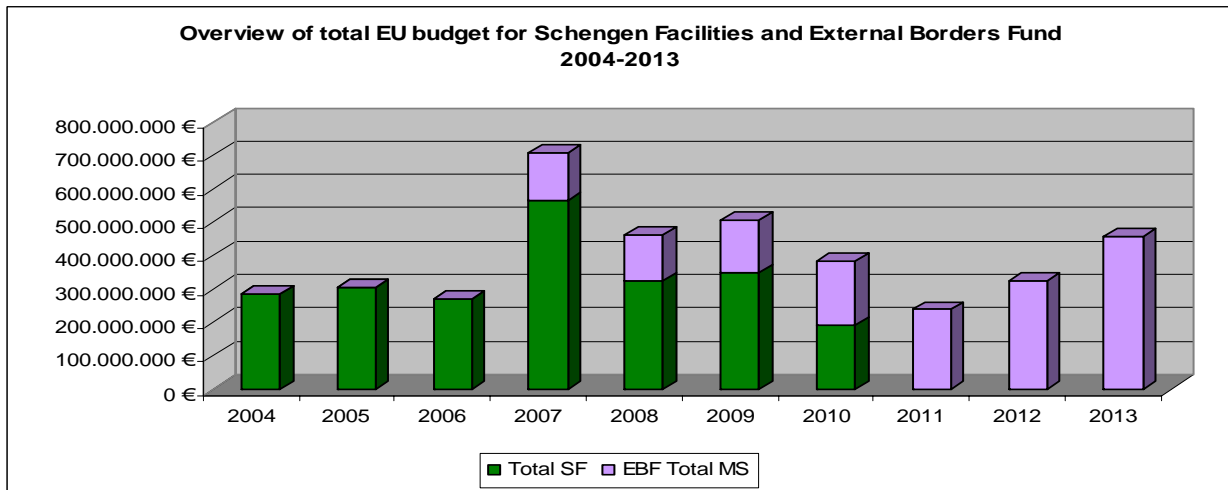
<sup>10</sup> The 2007-2013 total allocation is based on provisional allocations for 2011 and extrapolations 2012 and 2013.

**Figure 11**

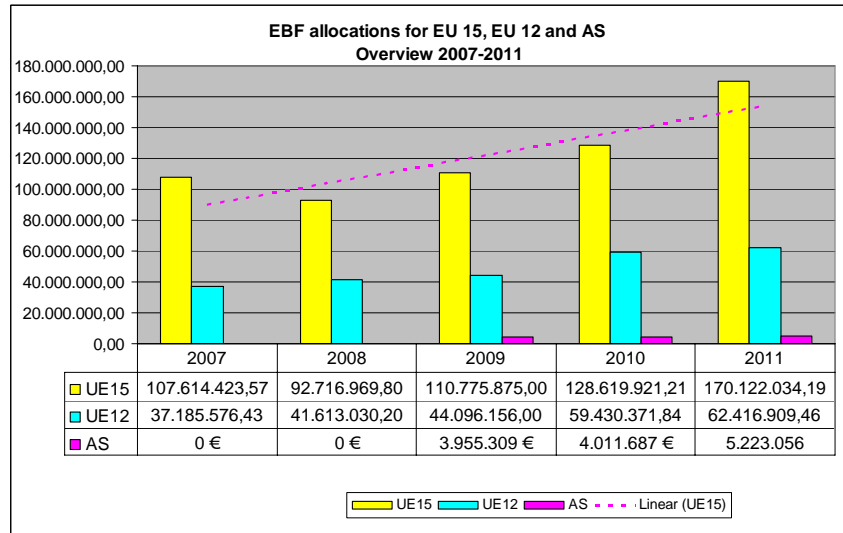


The next chart displays the overall evolution of the EU budgetary appropriations committed to the support of the implementation of the Schengen acquis in the area of border control and visa policy, through the two Schengen Facility instruments and the External Borders Fund during the period 2004-2013, without prejudice to future potential participation in the Schengen Facility of acceding countries to the EU. Over this period, the highest appropriation under the EU budget was reported for 2007, the first year of the implementation of the Schengen Facility for Romania and Bulgaria and at the same time the first year of implementation of the External Borders Fund.

**Figure 12**



Lastly, on the basis of the above information, an overview table showing the ratio between the allocations for the EU15, EU12 and Associated States is presented in Figure 13.



**Figure 13**

#### **2.4. The European Fund for the Integration of third-country nationals**

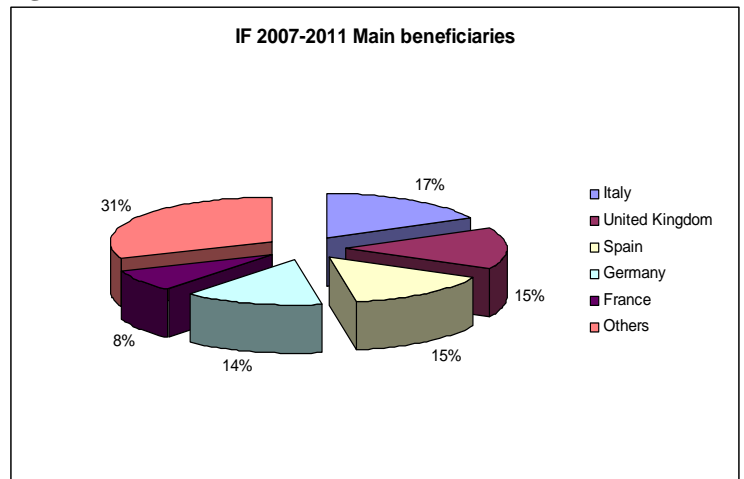
The European Fund for the Integration of third-country nationals covers 21,85 % of the appropriations for the General Programme for the reporting period. The allocations were distributed among 26 Member States. Denmark is not participating in the Fund.

In the period 2007-2011, approximately €450 M has been distributed to the Member States which represents 54,54% of the overall appropriations assigned for this Fund for the period 2007-2013 (€825 M). The table and charts below outline the Fund allocation and the repartition between the Member States for the period 2007-2011.

**Table 7 (IF allocations by Member State 2007-2011)**

Member State	Total 2007-2011	
	Amount €	%
Italy	77,549,528.19 €	17.30
United Kingdom	67,311,661.44 €	15.02
Spain	66,812,825.78 €	14.91
Germany	61,704,686.76 €	13.77
France	36,050,456.73 €	8.04
Greece	12,470,570.24 €	2.78
Czech Republic	10,813,643.88 €	2.41
Netherlands	10,751,280.14 €	2.40
Portugal	10,275,100.63 €	2.29
Poland	9,753,951.65 €	2.18
Sweden	9,607,676.86 €	2.14
Belgium	9,328,500.97 €	2.08
Austria	8,595,932.95 €	1.92
Hungary	6,999,594.20 €	1.56
Latvia	6,422,662.96 €	1.43
Ireland	5,173,108.66 €	1.15
Estonia	4,833,465.35 €	1.08
Finland	4,677,788.01 €	1.04
Romania	4,485,189.40 €	1.00
Cyprus	4,371,469.14 €	0.98
Slovenia	4,321,641.03 €	0.96
Bulgaria	3,666,145.61 €	0.82
Lithuania	3,643,987.90 €	0.81
Slovakia	3,150,122.54 €	0.70
Luxembourg	2,726,432.52 €	0.61
Malta	2,669,576.45 €	0.60
<b>MS Totals</b>	<b>448,167,000.00 €</b>	<b>100.00</b>

Figure 14



The five main beneficiaries are Italy, United Kingdom, Spain, Germany and France representing together nearly 70% of the allocations for the period 2007-2011.

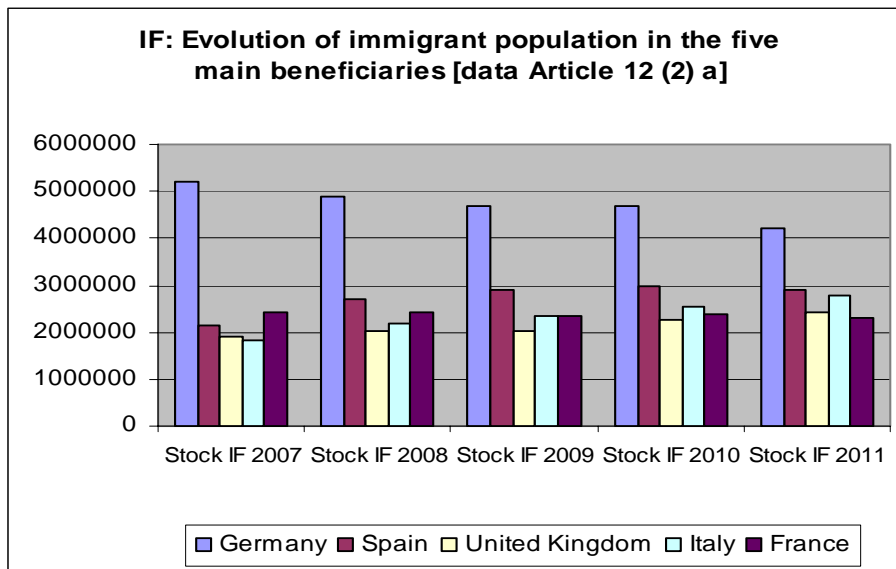
As mentioned in chapter 2.1, in these Member States are residing in fact the highest numbers of legally staying third-country nationals: Germany hosts about 25% of the total number of third country nationals in the EU, followed by Spain (16%) and Italy, France and the UK (between 12-13% each).

At the same time, it has to be noted that immigration flows are unevenly distributed across the EU. Whereas many of the Member States which acceded to the EU in 2004 and 2007 saw negative migration rates during most years of the reporting period, traditional destination countries like France and Germany had on average an annual net migration that was lower than the EU average (less than 2 per 1,000 inhabitants compared to an EU average of more than 3 ‰) and recent immigration countries like Spain and Italy received many more new arrivals (11.5 ‰ and 7.1‰ respectively).

The ranking between the five main beneficiaries is further illustrated in Figure 15 and Figure 16, tacking into account the fact that the allocations for the Integration Fund are devised to support the integration of both newly arrived third-country nationals and of immigrants who have already settled in a Member State, but in a slightly different way (see also Chapter 4.2 for further details).

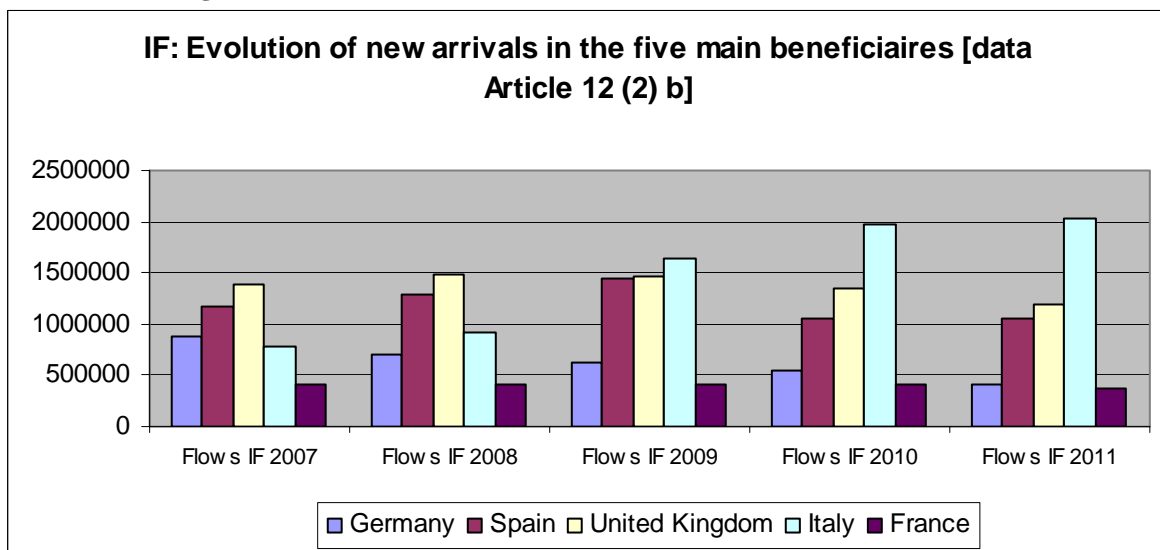
As illustrated in Figure 15 on the evolution of the immigrant population in the IF five main beneficiaries, Germany has the highest stock of immigrant population as defined in Article 12 (2)a of the IF Basic Act, but its stock decreased over 2007-2011. A similar pattern can be noted in the case of France, whereas in Spain and Italy the opposite occurred, as their stocks have increased.

Figure 15



As regards the new arrivals, reflected in the data in Figure 16 on the number of authorisations to reside issued by a Member State as defined in Article 12 (2) b of the IF Basic Act, Italy witnessed a relevant and constant increase from 2007 to 2011. In Germany, on the contrary, the flows decreased. In United Kingdom and Spain the new arrivals followed by variable trend and in France they remained relatively stable.

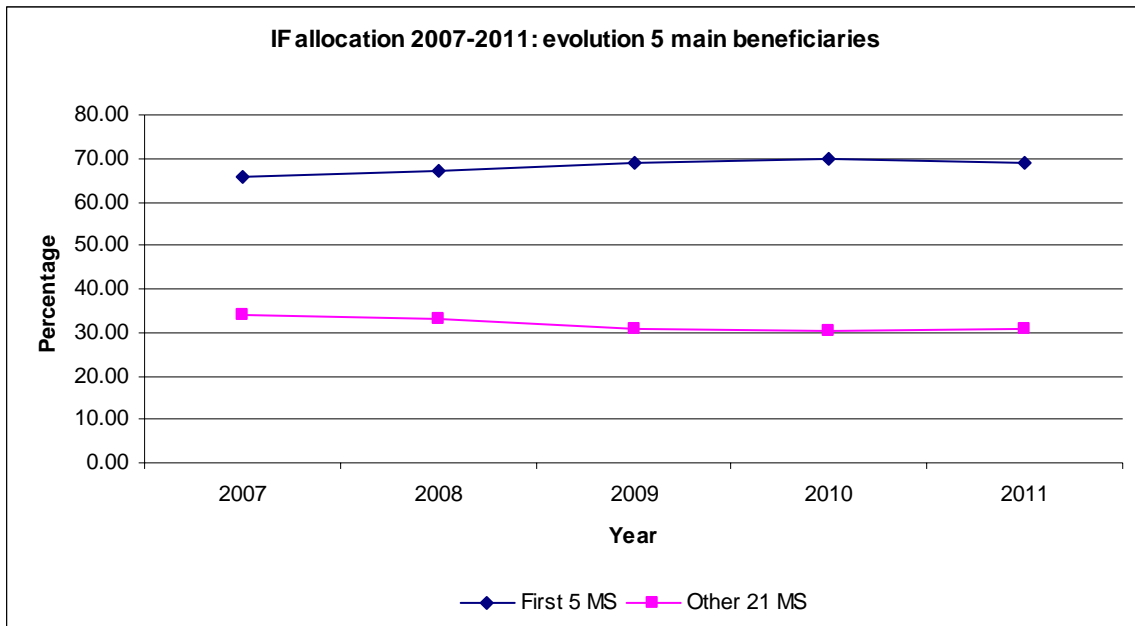
Figure 16



Furthermore, it is worth recalling that the distribution criterion based on the number of new arrivals has a heavier impact on allocations for this Fund compared to the one based on the overall size of the immigrant population ("stock"), as these two components are weighed differently. Hence, the ranking of beneficiaries over 2007-2011 is explained.

Figure 17 on the distribution of the allocations between the five main beneficiaries (Italy, United Kingdom, Spain, Germany and France) and the other twenty-one Member States shows that the difference generally increased over the period 2007-2011.

Figure 17





## 2.5. The European Refugee Fund

For the period 2007-2011 the European Refugee Fund covers 16,59 % of the appropriations for the General Programme for this reporting period. The allocations are distributed among 26 Member States. Denmark is not participating in the Fund.

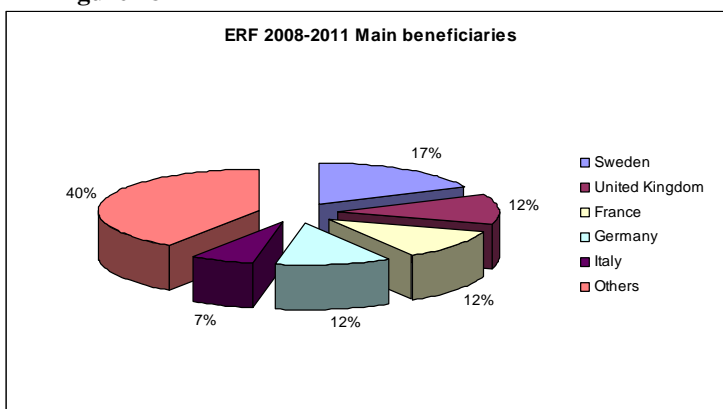
In the period 2008-2011, approximately €340 M has been distributed to the Member States which represents 55,56 % of the overall appropriations for this Fund for the period 2008-2013 (€614 M). The table and charts further outline the Fund allocation and the repartition between the Member States for the period 2008-2011.

The five main beneficiaries are Sweden, United Kingdom, France, Germany and Italy representing together nearly 60% of the allocations for the period 2008-2011.

**Table 8 – ERF allocations by Member State (2008-2011)**

Member State	Total 2008-2011	
	Amount €	%
Sweden	60.153.005,28 €	17,64%
United Kingdom	40.799.507,79 €	11,96%
France	40.018.671,77 €	11,73%
Germany	39.587.353,12 €	11,61%
Italy	29.324.080,42 €	6,52%
Austria	19.270.313,31 €	5,65%
Netherlands	15.594.598,79 €	4,57%
Belgium	14.982.449,39 €	4,39%
Greece	14.759.821,13 €	4,33%
Poland	9.605.751,38 €	2,82%
Finland	8.817.006,77 €	2,59%
Ireland	6.956.579,61 €	2,04%
Cyprus	6.838.782,23 €	2,01%
Spain	6.318.706,50 €	1,85%
Slovakia	4.267.157,26 €	1,25%
Czech Republic	4.234.423,89 €	1,24%
Malta	4.200.776,04 €	1,23%
Hungary	4.145.879,28 €	1,22%
Bulgaria	2.790.045,60 €	0,82%
Romania	2.730.770,65 €	0,80%
Slovenia	2.467.806,28 €	0,72%
Lithuania	2.297.988,64 €	0,67%
Luxembourg	2.056.571,10 €	0,60%
Latvia	2.029.949,73 €	0,60%
Estonia	2.014.205,31 €	0,59%
Portugal	1.847.353,28 €	0,54%
<b>MS Totals</b>	<b>341.021.055,11 €</b>	<b>100,00</b>

**Figure 18**

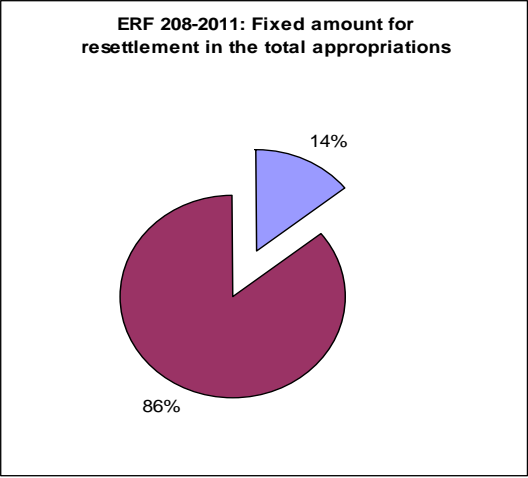


As shown in the figure n° 19 below, an important part of the Fund appropriations for 2008-2011 (14%) represents an allocation for the fixed amount for resettlement. The specific financial incentive of 4.000 EUR for each resettled person is allocated to the Member States on the basis of annual pledging for resettlement under the specific categories of refugees falling within the vulnerable groups of persons according to Article 13(3) of the ERF basic act. This amount is primarily deducted from the total envelop of the Fund and thus has an impact on the annual distribution of resources.

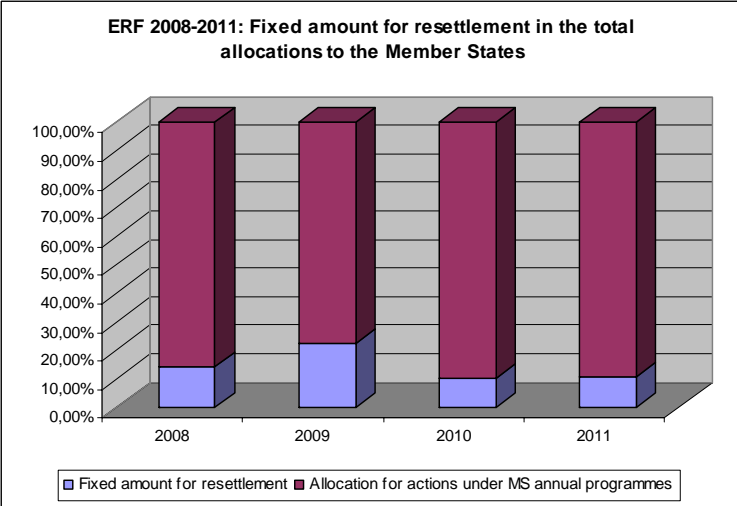
Figure 20 shows how the proportion of the fixed amount for resettlement has varied in the Fund's appropriations over the period 2008-2011. The variation depends on the number of persons pledged for resettlement by the Member States in respective years. In general it represents around 10% of the yearly appropriation for the Fund. An important increase up to 20% of the appropriation can be observed in 2009. This is mainly due to the fact that, following Council Conclusions in 2008, the Commission called upon Member States to

resettle Iraqi refugees from Syria and Jordan. Consequently, among other traditional resettling Member States, Germany pledged for the first time for resettlement of 2.160 vulnerable refugees corresponding to an allocation of €8.640.000.

**Figure 19**



**Figure 20**



Sweden is the first beneficiary of the Fund due to an important amount allocated to it for resettlement as it is a main resettlement country in the EU. In the period 2008-2011 Sweden was allocated more than €22,1 Million as a fixed amount for resettlement which represents more than 1/3 of its total allocation.

The fixed amount for resettlement allocated to the United Kingdom represents €7,3 Million (nearly 20% of its allocation) which makes it the second biggest beneficiary of the Fund in the period 2008-2011. As regards Germany, nearly 22% of its allocation is also due to the fixed amount for resettlement, in particular as a result of the pledging exercise for 2009.

France and Italy also receive an additional financial assistance for resettlement, representing respectively 2,8% and 1,8% of their allocation. Nevertheless all these countries have a significant number of asylum applicants and also they are granting an important number of refugee and subsidiary protection statuses.

Besides resettlement, the allocations of the ERF reflect the importance of some Member States as destination countries for asylum-seekers: France, UK, Sweden and Germany always come on top of the list of Member States receiving the most applicants. Some Member States, like Italy and the Netherlands, did not receive as many asylum-seekers as the four Member

States mentioned above, but received an important share of the ERF because they granted protection to large numbers of asylum-seekers. This is also the case of Malta, where most asylum-seekers received international protection. On the contrary, the allocation for Greece was almost exclusively based on the number of applications, as this Member State very rarely granted protection.

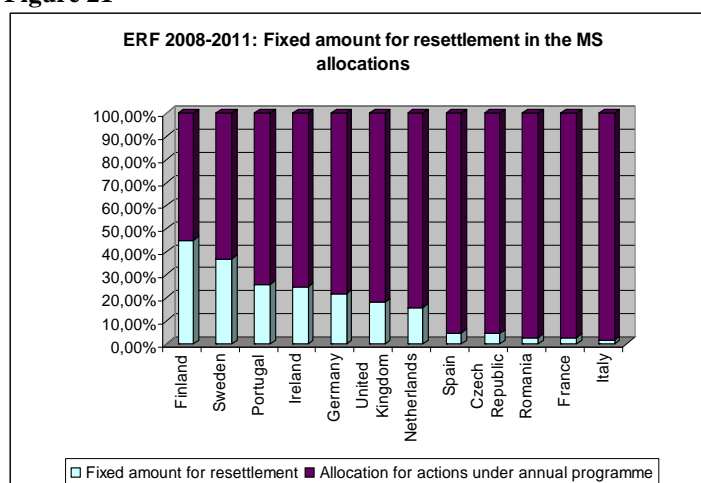
Spain, which gets a big share of the other three Funds of the General Programme, received less than 2% of the ERF allocations, reflecting the fact that the Western Mediterranean migration route was mainly used by economic migrants (as opposed to the asylum-seekers travelling through the Central and Eastern Mediterranean routes). Of the new Member States, Poland was the one which received the biggest allocation, due to the important flows of refugees and asylum-seekers coming from the Caucasus region.

Table n° 8 below shows the allocations of fixed amounts for resettlement to the Member States on the basis of the pledging exercise.

**Table 9: ERF Fixed amounts for resettlement**

Member State	Total 2008 - 2011	
	Amount €	%
Austria	0,00	0,00
Belgium	0,00	0,00
Bulgaria	0,00	0,00
Cyprus	0,00	0,00
Czech Republic	196.000,00	4,64
Estonia	0,00	0,00
Finland	3.948.000,00	44,91
France	1.132.000,00	2,85
Germany	8.640.000,00	21,93
Greece	0,00	0,00
Hungary	0,00	0,00
Ireland	1.720.000,00	24,80
Italy	400.000,00	1,81
Latvia	0,00	0,00
Lithuania	0,00	0,00
Luxembourg	0,00	0,00
Malta	0,00	0,00
Netherlands	2.480.000,00	15,98
Poland	0,00	0,00
Portugal	480.000,00	26,00
Romania	80.000,00	2,93
Slovakia	0,00	0,00
Slovenia	0,00	0,00
Spain	300.000,00	4,77
Sweden	22.140.000,00	36,94
United Kingdom	7.320.000,00	18,04
<b>TOTAL</b>	<b>48.836.000,00</b>	<b>14,41</b>

**Figure 21**



According to the proportion that the fixed amount for resettlement represents in the Member States' allocations over the period 2008-2011, Finland takes a first place with nearly 45%.

## 2.6. The European Return Fund

The European Return Fund covers 14,64 % of the appropriations of the General Programme for the reporting period. The allocations are distributed among 26 Member States. Denmark is not participating in the Fund.

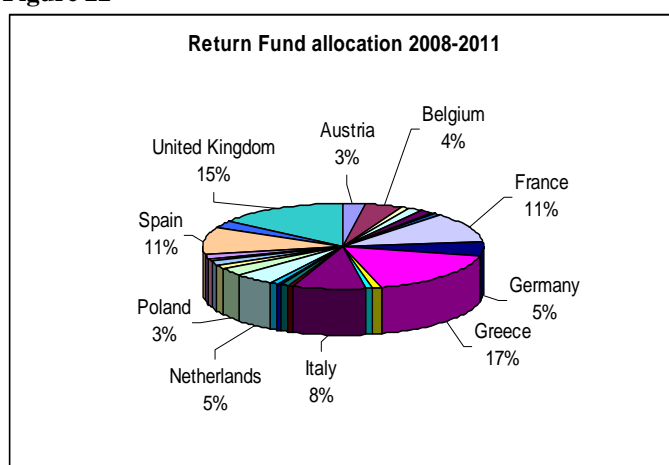
The total allocation budgeted for the European Return Fund for 2007-2013 is €678 M<sup>11</sup>. €369,93 M remain to be allocated in 2012 and 2013.

On the basis of the allocations for 2008-2011, it can be observed that the bulk of the Fund (62,39% out of €308.070.000) is distributed among 5 countries: Greece, the United Kingdom, France, Spain and Italy.

**Table 10: RF allocations by Member State 2008-2011**

Member State	Total 2008-2011	
	Amount (€)	%
Greece	52.242.014	16,96
United Kingdom	47.173.639	15,31
France	34.513.360	11,20
Spain	32.673.439	10,61
Italy	25.587.542	8,31
Germany	15.411.889	5,00
Netherlands	14.933.800	4,85
Belgium	13.491.237	4,38
Poland	9.388.530	3,05
Austria	7.786.258	2,53
Sweden	7.368.330	2,39
Cyprus	4.840.330	1,57
Romania	4.161.258	1,35
Slovenia	4.156.573	1,35
Czech Republic	4.139.216	1,34
Portugal	3.952.478	1,28
Slovakia	3.731.112	1,21
Hungary	3.661.329	1,19
Malta	2.847.680	0,92
Bulgaria	2.766.736	0,90
Finland	2.712.046	0,88
Ireland	2.546.771	0,83
Lithuania	2.397.111	0,78
Latvia	2.158.371	0,70
Estonia	2.083.721	0,68
Luxembourg	1.345.227	0,44
<b>MS Totals</b>	<b>308.070.000</b>	<b>100</b>

**Figure 22**



The allocations for the Fund are based on reporting on both the number of return decisions issued by the authorities and the number of effected returns as a consequence of irregular immigration covering the period 2004 to 2009. During the reporting period, the annual number of return decisions oscillated generally between 500.000 and 600.000, while the number of effected returns decreased from almost 250.000 to slightly above 200.000.

This relative stability would support the assumption that irregular immigration to the EU as a whole did not increase markedly during the reporting period<sup>12</sup>. This apparent stability does however hide divergent trends at national level: while a Member State like Greece saw an increase in the number of return decisions and effected returns during the reporting period, reflecting its role as first entry point to the EU for many irregular migrants from Asia and Africa and the relative easiness to cross the Greek-Albanian border and to return Albanian irregular migrants to their country, Germany, Austria and the Czech Republic (to name just

<sup>11</sup> In light of the 2009 increase of appropriations by the Budgetary Authority, the multi-annual planning 2008-2013 foresees a higher amount than the amount in Art 13 of the legal basis (678M€ instead of 676M€)

<sup>12</sup> This would be in line with the findings of the Clandestino project, see above

three Member States) generally experienced decreases in both categories of data. The UK has traditionally been a magnet for irregular migrants, among other reasons due to the presence of well-established communities originating from their countries of origin. This certainly explains the important number of return decisions and effected returns in the UK and its significant share of the European Return Fund allocations.

The analyses provided by the FRONTEX Agency over the reporting period confirm that the highest number of irregular border crossings in recent years is found mainly at the Mediterranean coast, but that there has been an important shift from West to East. While around 2004-2006 the Spanish coasts were the main entry point for irregular migrants, cooperation between Spain, Morocco and African countries of origin led to a decrease in flows from West Africa. In the meanwhile, the Central Mediterranean route (from Libya to Malta and Italy) saw a peak in arrivals around 2007-2008. Currently, the most important number of irregular border crossings is being detected along the Greek borders with Albania and Turkey.

### **Main findings of Chapter 2**

**Over the period 2007-2011 the External Borders Fund receives the biggest share of appropriations (46,91%) under the General Programme. It is followed by the Integration Fund (21,85%), the European Refugee Fund (16,59%) and the European Return Fund (14,64%).**

**Based on the 2007-2011 allocations, the main beneficiaries under the four Funds are Spain, Italy, Greece, France, Germany and the United Kingdom. Their share accounts for more than 60% of the total appropriations available.**

**The five main beneficiaries for the External Borders Fund in the period 2007-2011 are Spain, Greece, Italy, France and Germany. The beneficiary Member States having a border on the Mediterranean Sea and the Atlantic approaches (Spain, Greece, Italy, France, Malta, Cyprus) receive 60% of the total appropriations. At the same time, Member States having borders to the East (Poland, Hungary, Finland, Slovenia, Romania, Lithuania, Estonia, Bulgaria, Latvia, and Slovakia) account for 25% of the appropriations. This analysis does not take into account the contribution to Lithuania for the Special Transit Scheme (STS), which is added to the EBF annual allocation for Lithuania.**

**The five main beneficiaries for the Integration Fund in the period 2007-2011 are Italy, the United Kingdom, Spain, Germany and France. They represent together nearly 70% of the allocations for this period.**

**The five main beneficiaries for the ERF III in the period 2008-2011 are Sweden, the United Kingdom, France, Germany and Italy. They represent together nearly 60% of the allocations for this period.**

**The five main beneficiaries for the European Return Fund in the period 2008-2011 are Greece, the United Kingdom, France, Spain and Italy. They represent together more than 62% of the allocations for this period.**

## CHAPTER 3: VARIATIONS

**For each of the four Funds, findings are presented on the variations over the years in the allocations to the Member States.**

**The findings are based on two sets of overview tables and charts: one on the year to year variation in the allocations per Member State over the period 2007-2011 and the other set on variations between the estimates for 2009 and 2010 and actually allocated amounts for more budget years. The estimates were calculated at the same time and on the same basis as the 2007/2008 allocations and comparing them with actual allocations provides therefore some insights on the impacts of the (migratory) developments on the ground on the calculation of allocations for the Funds.**

### 3.1. External Borders Fund

Table n° 11 (p. 31), on the year to year evolution of the allocations by Member State under the External Borders Fund over 2007-2011 is illustrated by means of charts. In their interpretation, it should be borne in mind that:

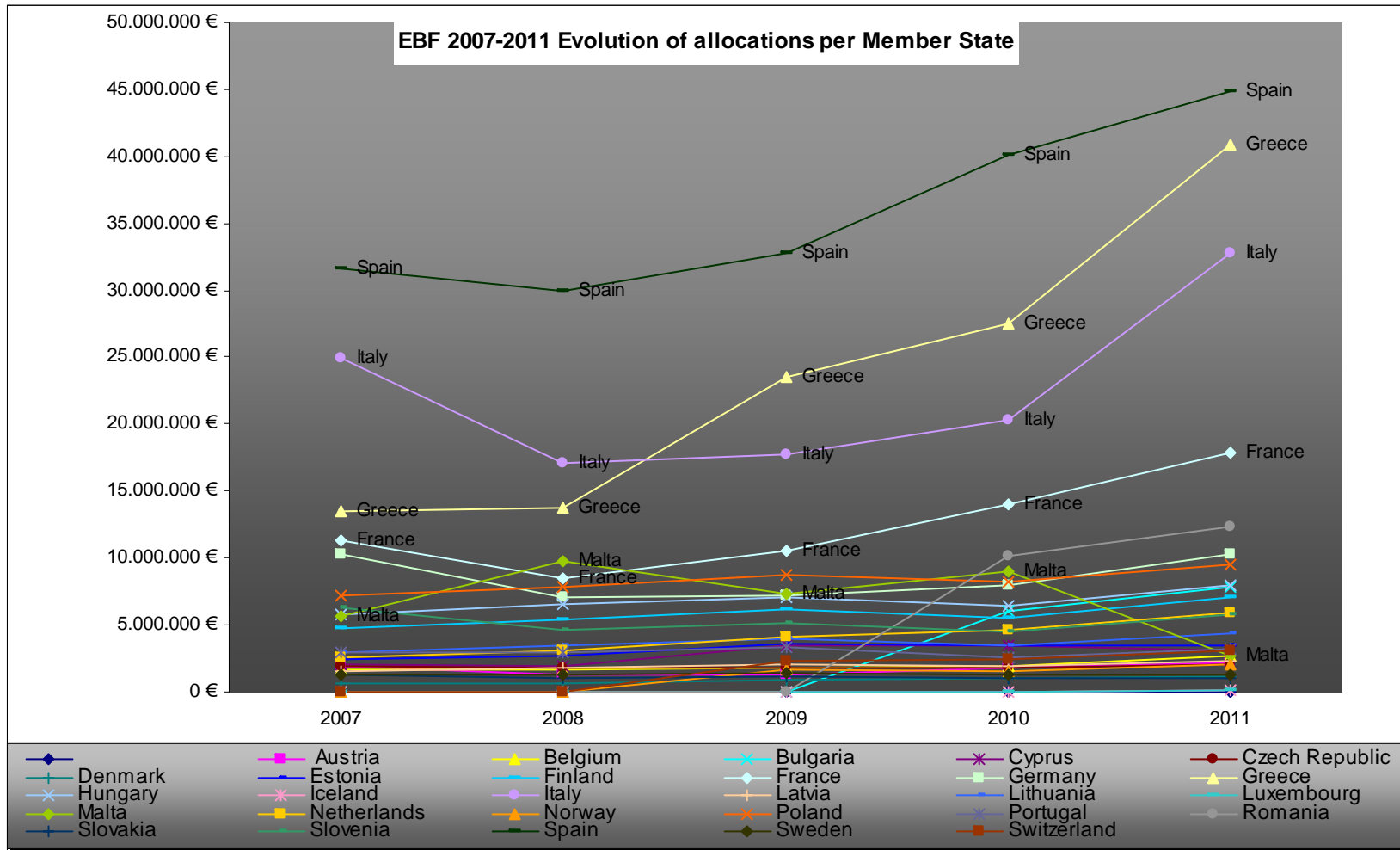
- the starting-point of the multi-annual programming 2007-2013 is an ascending trend, with a significant increase as from 2011 and the highest appropriations made available towards the end of the period (with a 160% increase in the 2013 budget compared to the 2007 budget year);
- there was a slight decrease in the appropriations available in 2008, compared to 2007, since the overall appropriations were the same but in 2007 no resources were set aside for specific actions;
- the allocations for the first years (2007-2008) were calculated on the basis of data relating to non-Schengen and non-EU nationals as recorded in 2004-2006 and which therefore evolved after respectively the accession to the EU of the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia and the accession of Romania and Bulgaria.
- several countries started participating in the Fund as of 2010, i.e. only halfway in the period in question (Iceland, Norway, Switzerland, Bulgaria and Romania); appropriations were therefore divided among more countries and reductions as percentages were recorded;
- in some cases, important changes in the migratory situation for particular Member States (Malta, Greece, Italy, Spain) had an impact on the size of the allocations.

#### *3.1.1. Annual variations in allocations*

The charts in figures 23 and 24 are based on the data in table 11. First chart outlines the evolution of allocations per Member State, the second looks at the percentage evolution of allocations between years, while the third compares the evolution of the percentage allocation of EBF allocation per country over the years.

The first chart illustrates the evolution of the allocations per country during 2007-2011. For the majority of the Member States, the trend in annual allocations is generally ascending, in line with the evolution of the total appropriations for the Fund over the period concerned. Some variations in the allocations can be observed (faster increasing allocations for Italy and Greece, or a more significant decrease for Malta for 2011). For Malta the variations is in particular the result of changes in the risk analysis performed by FRONTEX.

Figure 23



The second chart below shows the changes in percentage terms in allocations for each of the Member States between different sets of two successive years. For 2008, compared to 2007, there are relatively stronger decreases for Austria, France, Germany, Italy, Slovenia and Slovakia, while the allocation for Malta strongly increased (72,35%). The high number of decreases can also be explained by the fact that the overall amount available for Member States in 2008 was lower than in 2007, due to the introduction of the specific actions under a stable budget for the two years in question (each €170 M).

In 2009, compared to 2008, the allocations for Cyprus and Greece increased strongly due to more migration on the Eastern side (73,02% and 70,70% respectively). Malta is the only country receiving a decreased amount.

2010 compared to 2009 allocations do not present strong fluctuations, showing tendencies towards a more regular pace. Still, some fluctuations going beyond 20% can be observed: an increase for Austria (36,4%), France (32,4%), Spain (22,2%) and Denmark (22,8%) and a decrease for Portugal (-23,48%) can be noticed. Quite differently from the changes between 2008-2009 and 2010-2011, for 2010 several Member States noted small decreases compared to 2009.

The variation between 2010 and 2011 allocations is globally not significant. It shows a generally stable situation in accordance with the overall ascending trend. There are stronger increases for Greece (49,8%), Italy (61,44%) and Luxemburg (69,27%). At the same time Malta faces a strong decrease (-69,87%), basically because the high risk level for its maritime borders was downgraded by FRONTEX to "low risk". Besides Malta, only Cyprus had a decrease in its allocations.

When they are not significant as a percentage of the total variation (see totals in Table 10), the variations stem, as mentioned above, both from the overall programmed increase in the allocations, and, in some cases, from the adjustments further to the FRONTEX risk analysis.

**Figure 24**

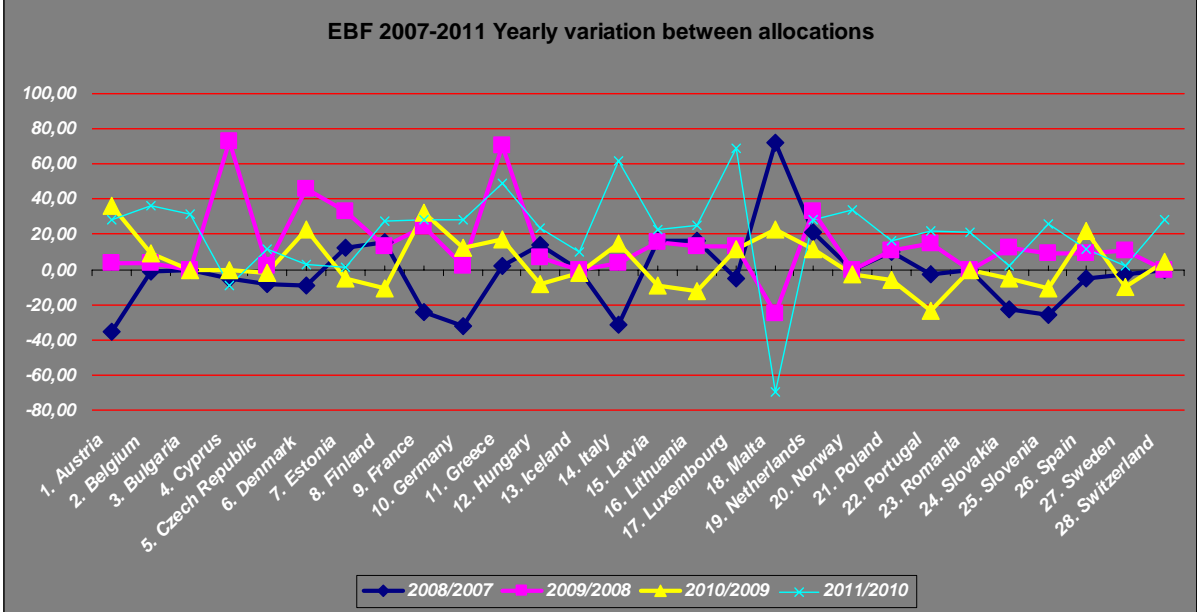


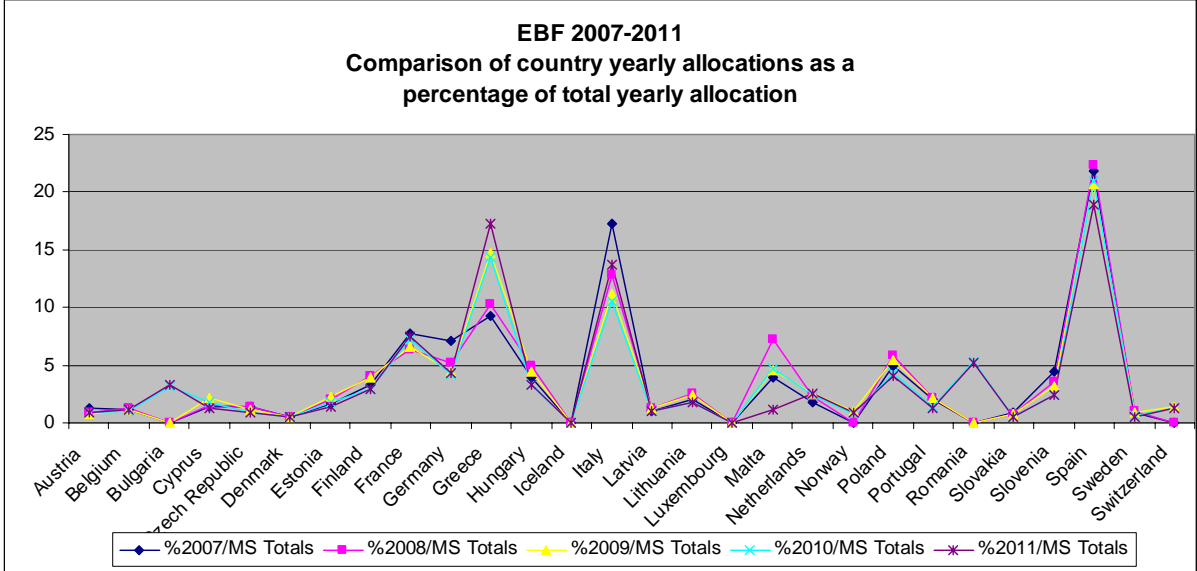


Table 11: Variation (%) of the amount per MS per year for the EBF allocations 2007-2011

Member State	FINAL 2007	% Variation 2008/2007	FINAL 2008	% Variation 2009/2008	FINAL 2009	% Variation 2010/2009	FINAL 2010	% Variation 2011/2010	FINAL 2011
1. Austria	1.916.873,21	-35,19	1.242.413,27	3,51	1.286.042	36,37	1.753.755	27,93	2.243.530
2. Belgium	1.734.974,61	-1,40	1.710.693,10	4,01	1.779.363	9,24	1.943.832	36,63	2.655.902
3. Bulgaria	0,00	0,00	0,00	0,00	0	0,00	5.991.481	31,34	7.869.318
4. Cyprus	2.090.547,46	-5,16	1.982.610,25	73,02	3.430.406	-0,02	3.429.753	-9,40	3.107.214
5. Czech Republic	1.973.113,72	-8,10	1.813.238,85	1,75	1.844.892	-2,18	1.804.591	11,50	2.012.084
6. Denmark	662.600,58	-9,43	600.138,34	45,72	874.512	22,89	1.074.644	2,69	1.103.500
7. Estonia	2.407.533,34	12,50	2.708.471,87	33,23	3.608.410	-5,29	3.417.428	1,03	3.452.677
8. Finland	4.729.906,52	15,31	5.453.965,89	13,52	6.191.291	-10,87	5.517.993	27,30	7.024.598
9. France	11.266.019,94	-24,51	8.504.172,82	24,09	10.553.050	32,40	13.972.352	28,03	17.889.234
10. Germany	10.309.750,79	-32,02	7.008.338,56	2,06	7.153.019	12,09	8.017.995	28,21	10.279.864
11. Greece	13.466.667,48	2,05	13.743.088,85	70,70	23.459.508	17,00	27.448.281	49,08	40.919.760
12. Hungary	5.760.430,39	14,12	6.573.581,65	6,76	7.017.700	-8,11	6.448.802	23,54	7.966.622
13. Iceland	0,00	0,00	0,00	0,00	62.148	-1,95	60.936	10,17	67.134
14. Italy	24.910.329,82	-31,14	17.153.194,23	3,26	17.712.943	14,41	20.265.224	61,44	32.715.581
15. Latvia	1.516.647,15	16,58	1.768.169,71	15,56	2.043.260	-8,78	1.863.916	23,04	2.293.373
16. Lithuania	2.984.988,76	16,61	3.480.700,15	12,85	3.928.003	-11,96	3.458.144	25,51	4.340.245
17. Luxembourg	46.115,43	-4,96	43.830,10	12,88	49.475	11,47	55.149	69,27	93.350
18. Malta	5.653.277,64	72,35	9.743.356,84	-24,90	7.317.501	22,88	8.991.668	-69,87	2.709.034
19. Netherlands	2.557.449,31	21,06	3.096.043,73	32,80	4.111.562	11,86	4.599.130	28,28	5.899.784
20. Norway	0,00	0,00	0,00	0,00	1.611.049	-2,42	1.572.108	33,76	2.102.826
21. Poland	7.169.354,28	9,64	7.860.469,93	10,53	8.688.538	-5,68	8.195.390	16,02	9.508.340
22. Portugal	3.020.245,86	-2,82	2.935.000,14	14,97	3.374.227	-23,48	2.581.897	22,25	3.156.378
23. Romania	0,00	0,00	0,00	0,00	0,00	0,00	10.210.362	20,90	12.343.864
24. Slovakia	1.288.004,94	-22,46	998.712,23	12,22	1.120.717	-5,35	1.060.778	1,87	1.080.589
25. Slovenia	6.341.678,75	-26,14	4.683.718,72	8,82	5.096.729	-10,57	4.558.060	25,79	5.733.549
26. Spain	31.668.329,60	-5,47	29.934.747,20	9,58	32.802.046	22,25	40.099.178	11,77	44.819.608
27. Sweden	1.325.160,41	-2,55	1.291.343,57	10,65	1.428.837	-9,68	1.290.490	2,36	1.320.946
28. Switzerland	0,00	0,00	0,00	0,00	2.282.112	4,23	2.378.642	28,35	3.053.097
<b>MS Totals</b>	<b>144.800.000,00</b>	<b>7,230662983</b>	<b>134.330.000,00</b>	<b>18,23668577</b>	<b>158.827.340</b>	<b>20,92501203</b>	<b>192.061.980</b>	<b>23,79441262</b>	<b>237.762.000</b>

The last chart outlines the fact that, even if some variations may occur between years, overall, the pace of EBF allocations over years and by Member States demonstrates a relatively stable trend taken by country. The reasons for the deviations represented by the peaks in the chart are the same as explained before.

Figure 25



3.1.2. Initial estimates versus actual allocations

Concerning the **variations between the initial estimates (as communicated in 2007) and the actual allocations** for the programme years 2009 and 2010, the trend already outlined in the previous section is confirmed. Variations were not particularly significant in absolute terms, with a few exceptions, which can, however, be explained on the basis of the evolving situation on the ground (increases or decreases in migratory pressure resulting in higher numbers of irregular arrivals and/ or changes in the risk analysis for certain border sections).

For the programme year 2009, the decreases did not go beyond 20% compared to the initial estimate, except for Malta, which saw a decrease from an estimated €12.5 million to €7.3 million.

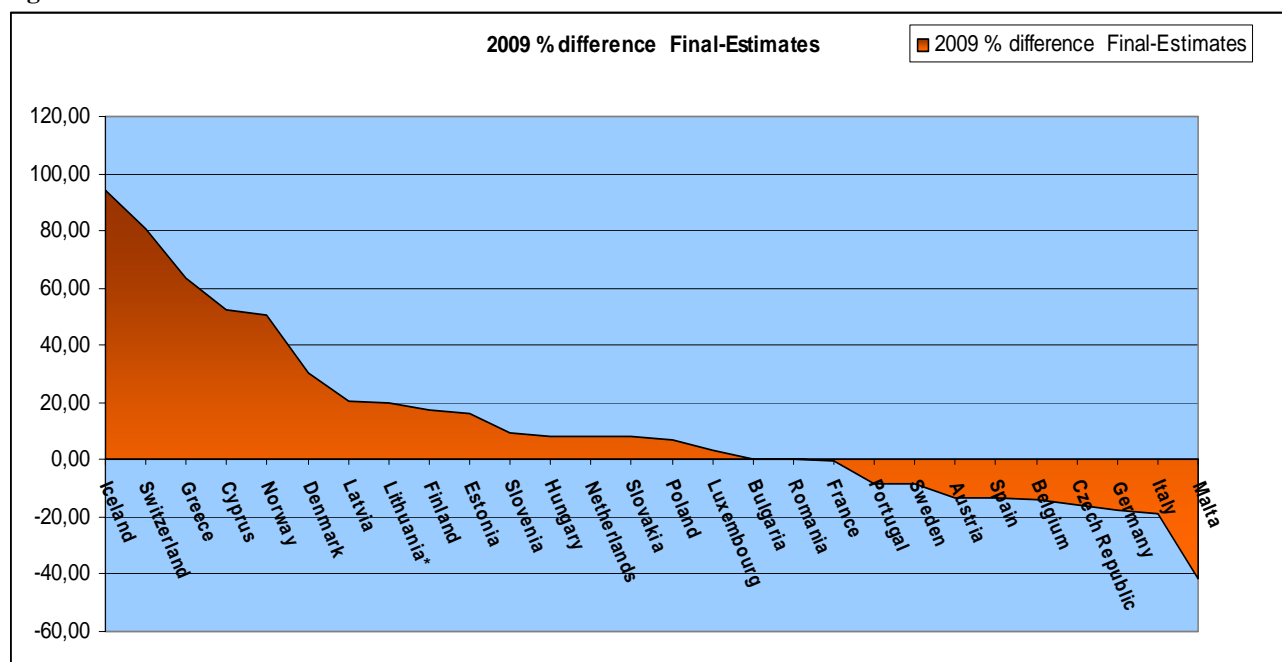
In terms of increases in the allocations, five countries saw increases over 20% compared to the estimate of the foreseen allocation: Latvia, Lithuania, Denmark, Cyprus and Greece. Cyprus and Greece had important increases in their allocations of respectively 52% and 63% (i.e. from 2.2 million to 3.4 million and from 14 million to 23 million).

When reading the tables and the chart for 2009, one needs to take into account that the Associated States did not participate in the Fund in 2009, but only as from 2010. In accordance with the Agreement the allocations for 2009 were used together with the 2010 allocation for the 2010 annual programme.

**Table 12: EBF allocation – actual allocations 2009-2010 versus initial estimates 2009 and 2010**

Member State	2009		2010	
	Amount difference Final-Estimates (€)	% difference Final-Estimates per country	Amount difference Final-Estimates (€)	% difference Final-Estimates per country
Austria	-198.958	-13,40	204.755	13,22
Belgium	-280.637	-13,62	-207.168	-9,63
Bulgaria	0	0,00	-1.189.519	-16,56
Cyprus	1.178.406	52,33	1.096.753	47,01
Czech Rep.	-343.108	-15,68	-455.409	-20,15
Denmark	203.512	30,33	381.644	55,07
Estonia	494.410	15,88	191.428	5,93
Finland	905.291	17,13	12.993	0,24
France	-35.950	-0,34	2.981.352	27,13
Germany	-1.502.981	-17,36	-968.005	-10,77
Greece	9.085.508	63,21	12.520.281	83,87
Hungary	533.700	8,23	-277.198	-4,12
Iceland	30.148	94,21	24.936	69,27
Italy	-4.119.057	-18,87	-2.427.776	-10,70
Latvia	350.260	20,69	113.916	6,51
Lithuania*	654.003	19,98	68.144	2,01
Luxembourg	1.475	3,07	149	0,27
Malta	-5.219.499	-41,63	-4.040.332	-31,00
Netherlands	310.562	8,17	644.130	16,29
Norway	541.049	50,57	460.108	41,38
Poland	575.538	7,09	-243.610	-2,89
Portugal	-314.773	-8,53	-1.246.103	-32,55
Romania	0	0,00	1.042.362	11,37
Slovakia	82.717	7,97	-14.222	-1,32
Slovenia	432.729	9,28	-289.940	-5,98
Spain	-5.130.954	-13,53	673.178	1,71
Sweden	-136.163	-8,70	-331.510	-20,44
Switzerland	1.020.112	80,83	1.066.642	81,30
<b>MS Totals</b>	<b>-939.000</b>	<b>-0,48</b>	<b>9.791.980</b>	<b>5,37</b>

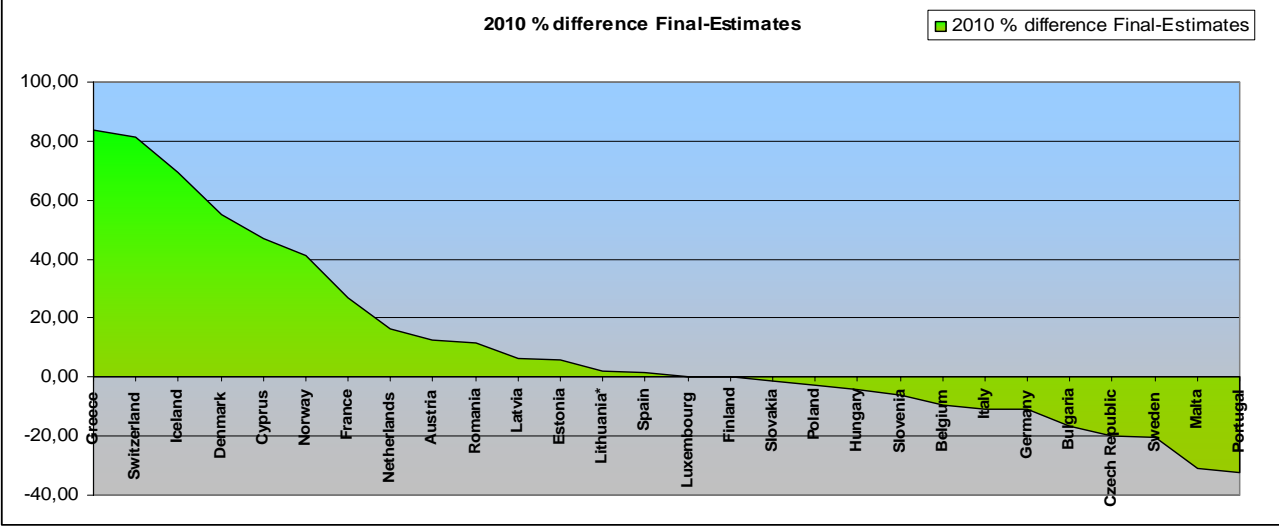
**Figure 26: Differences between initial estimates 2009 and actual allocations for 2009**



For the programme year 2010, only two countries saw a decrease of more than 20% of the initial estimate: Malta and Portugal. Malta's allocation decreased from an estimated EUR 13

million to EUR 8.9 million. In terms of increases as compared to the initial estimates, for 2010, excluding the Associated States which joined the Fund as from 2010, increases beyond 20% were observed for four countries: Greece, Denmark, Germany and Cyprus.

**Figure 27: Differences between initial estimates 2010 actual allocations 2010**



**Conclusions on the variations for the External Borders Fund**

Beyond the regular increase resulting from the overall increase in the appropriations under the Fund over the reporting period, there were no significant variations in absolute terms with some exceptions which can be explained in light of the evolving situation on the ground:

- a reduction in the allocation for Spain in 2009 and 2010, in light of the reduction in the migratory pressure in the Canary Islands area, as confirmed by the FRONTEX reports;
- strong increases for Greece, given the steady increases in migratory pressures at its external borders;
- the reduction of the 2011 allocation for Malta, as a result of the shift in migration flows in the Mediterranean towards Greece, and the concomitant lowering of the risk level by FRONTEX.

Despite some differences over the years in allocations to Member States in absolute terms, their respective share (%) in the total yearly allocation of the Fund has remained quite stable over the period concerned.

The trends initially identified for the purpose of the multi-annual programming were generally confirmed by the calculation of the actual allocations, with the above-mentioned exceptions.

### **3.2. European Fund for the Integration of third-country nationals**

Table 13 on the year to year evolution of allocations under the European Fund for the Integration of third-country nationals over 2007-2011 by Member State is further illustrated by means of three charts.

In their interpretation, we should bear in mind two elements:

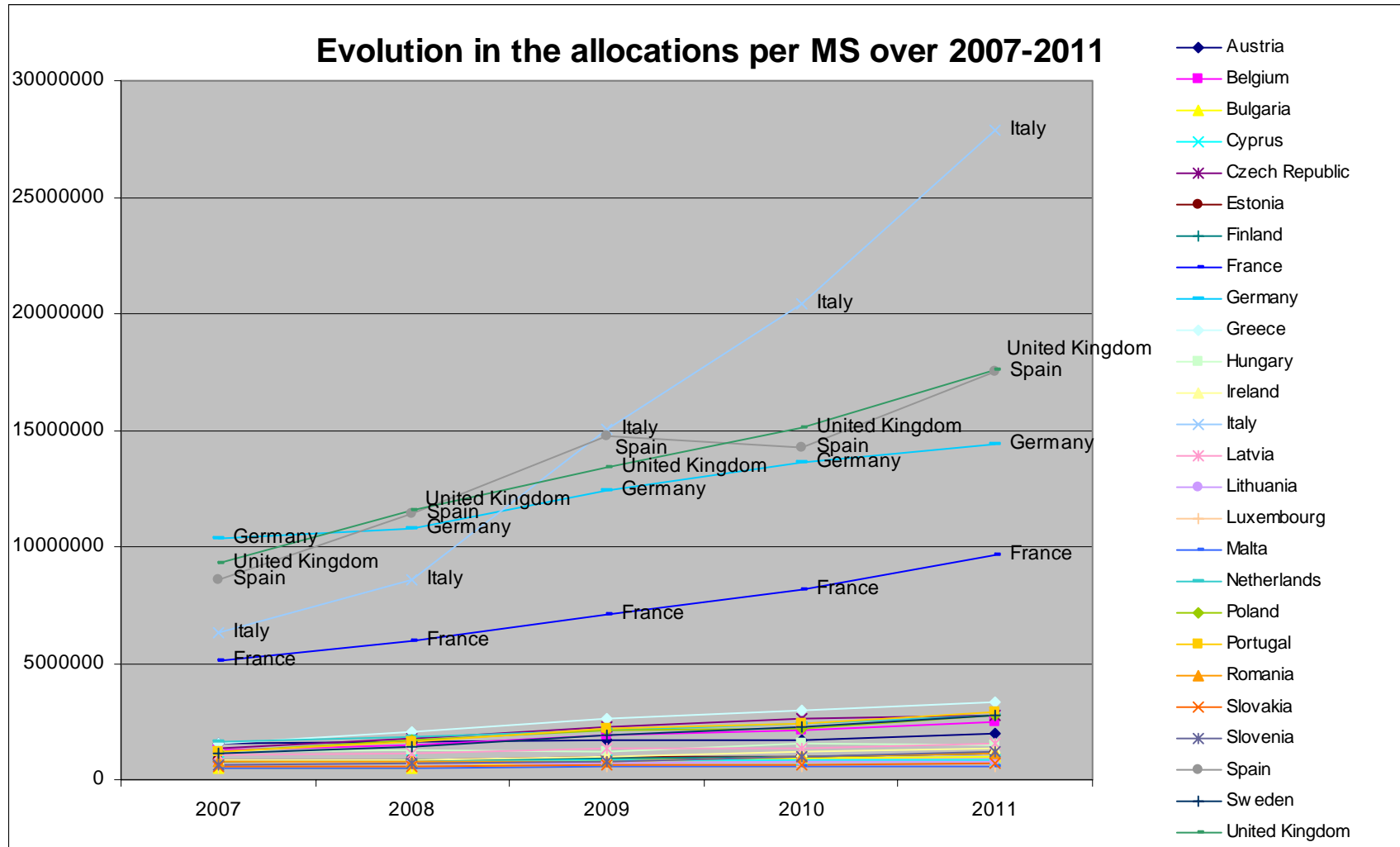
- the starting-point of the multi-annual programming 2007-2013 is an ascending trend, with the highest allocations towards the end of the period (as we can notice in Figure 26 );
- the allocations for the first years (2007-2008) are conceived on the basis of statistics on stocks of immigrant population and on new arrivals dating from 2003 to 2006, which further evolved after Romania and Bulgaria joined the EU in 2007.

#### *3.2.1. Annual variations in allocations*

The charts in figures 28, 29 and 30 are based on the data in table 13. The first chart in Figure 27 outlines the evolution of the allocations per each Member State over the period 2007-2011. In absolute terms, the trend is an ascending one. There is one minor exception, namely the allocation to Spain for 2009 and for 2010, as a consequence of the "back loading" (see 1.3.).

The allocation to Italy has been increasing since 2008, because the number of the newly arrived third-country nationals who have been authorised to stay in this Member State heavily increased over the period 2004-2009 (the reference period for the calculation of the allocations for 2008, 2009, 2010 and 2011), whereas it shrank in other Member States such as Germany (see 2.4.).

Figure 28



The second chart in Figure 29 looks at the yearly variations of the allocations for each Member State during 2007-2011 in percentage terms. The more remarkable variations took place between 2007 and 2008 and between 2008 and 2009, showing after 2009 a more stable situation in line with the Fund's general ascending trend. Thus, in 2008, compared to 2007, we observe the highest relative increases for Czech Republic (35%), Greece (35%), Italy (36%), Poland (43%), Portugal (33%) and Spain (33%). In 2009, compared to 2008, a relative increase of more than 30% can be noted for Bulgaria (61%), Italy (75%), Portugal (32%) and Sweden (36%). In 2010, compared to 2009, and in 2011 compared to 2010, relative increases of over 30% took place only for Italy (36% in both periods). Furthermore, the allocations of the Integration Fund do not present significant relative decreases for any Member State. When a relative decrease is reported, it amounts always to less than 6%.

**Figure 29**

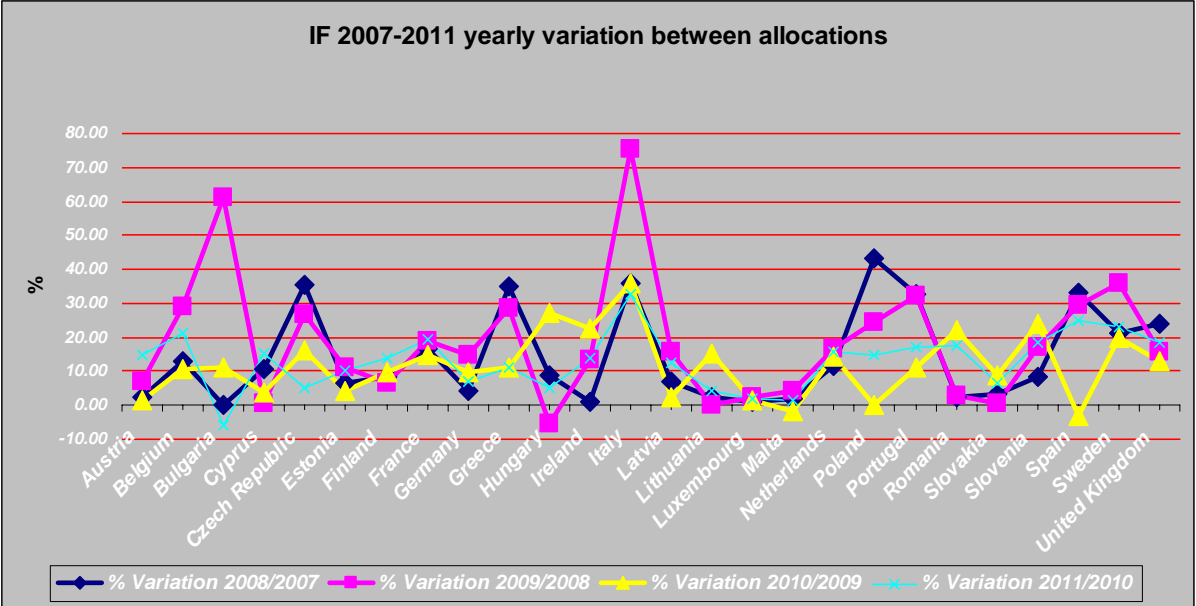


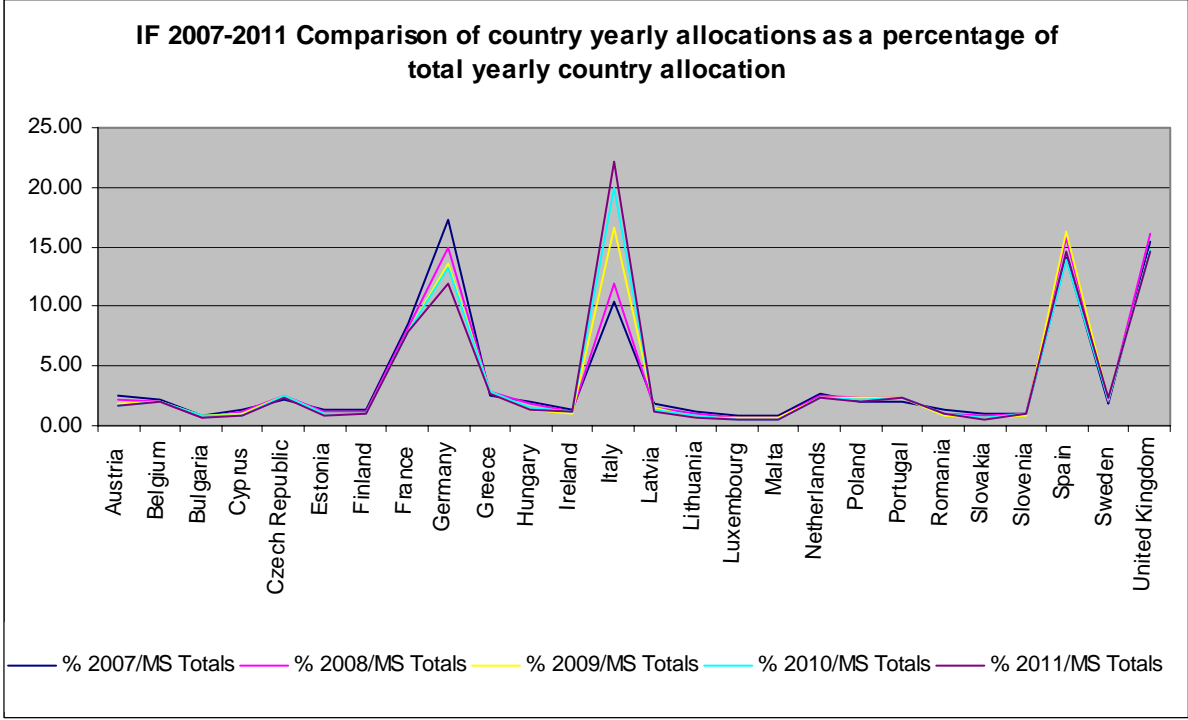
Table 13: Variation (%) of the amount per MS per year for the EIF allocations 2007-2011

Member State	FINAL 2007	% Variation 2008/2007	FINAL 2008	% Variation 2009/2008	FINAL 2009	% Variation 2010/2009	FINAL 2010	% Variation 2011/2010	FINAL 2011
Austria	1.560.275,43	2,33	1.596.630,20	7,09	1.709.880,23	1,51	1.735.725,34	14,29	1.993.421,75
Belgium	1.303.517,60	12,85	1.471.056,29	29,18	1.900.290,55	10,73	2.104.187,33	19,55	2.549.449,20
Bulgaria	517.375,77	-0,01	517.304,32	61,04	833.043,51	11,21	926.403,31	4,43	872.018,70
Cyprus	766.802,46	10,70	848.856,46	0,54	853.447,02	3,61	884.239,58	-4,49	1.018.123,62
Czech Republic	1.323.425,91	35,52	1.793.443,34	26,73	2.272.760,99	16,32	2.643.736,04	3,54	2.780.277,59
Estonia	827.225,35	6,62	882.021,08	11,16	980.449,04	4,07	1.020.371,10	9,76	1.123.398,79
Finland	786.446,45	8,31	851.764,84	6,52	907.280,59	9,82	996.393,80	12,94	1.135.902,33
France	5.132.637,35	16,44	5.976.341,58	18,74	7.096.301,78	14,58	8.130.873,32	18,22	9.714.302,70
Germany	10.389.328,83	4,04	10.808.668,43	14,62	12.388.883,13	9,64	13.582.676,49	6,14	14.535.129,87
Greece	1.527.626,75	35,08	2.063.575,78	28,56	2.653.009,62	11,06	2.946.352,32	12,71	3.280.005,77
Hungary	1.203.135,27	8,98	1.311.177,82	-5,39	1.240.469,47	27,38	1.580.087,88	-5,06	1.664.723,76
Iceland	837.557,79	1,18	847.417,66	13,59	962.600,12	22,74	1.181.479,47	15,53	1.344.053,61
Italy	6.314.588,49	36,05	8.590.945,10	75,32	15.062.036,85	35,74	20.445.052,53	36,35	27.136.905,22
Latvia	1.069.587,37	6,92	1.143.581,50	15,77	1.323.922,65	2,47	1.356.636,55	12,44	1.528.934,88
Lithuania	668.283,68	2,25	683.314,41	-0,02	683.193,50	15,33	787.899,77	3,46	821.296,54
Luxembourg	526.951,49	1,12	532.848,02	2,46	545.980,54	1,57	554.531,19	2,07	566.121,27
Malta	514.586,43	2,03	525.019,70	4,05	546.282,79	-1,57	537.682,07	9,09	546.005,47
Netherlands	1.621.402,77	11,76	1.812.068,83	16,61	2.113.053,67	14,16	2.412.325,86	15,99	2.792.429,01
Norway	1.209.620,02	43,34	1.733.891,06	24,52	2.159.084,20	0,25	2.164.578,07	28,53	2.486.778,30
Poland	1.234.522,70	32,92	1.640.869,65	32,29	2.170.721,00	11,05	2.410.685,68	19,9	2.818.301,60
Portugal	761.525,37	2,52	780.702,90	3,09	804.797,29	22,16	983.133,41	16,1	1.155.030,44
Romania	581.409,11	3,53	601.959,41	0,73	606.326,16	8,64	658.697,37	6,35	701.730,49
Slovakia	638.252,58	8,18	690.437,89	17,00	807.830,42	23,82	1.000.222,42	17,29	1.184.897,71
Slovenia	8.555.657,21	33,16	11.392.323,57	29,60	14.764.541,68	-3,25	14.284.794,26	22,82	17.815.509,05
Spain	1.161.802,92	21,22	1.408.301,65	35,91	1.913.972,37	20,05	2.297.641,06	21,08	2.825.958,86
Sweden	9.323.454,89	24,10	11.570.478,54	15,59	13.374.840,82	13,19	15.138.593,75	16,29	17.904.293,45
<b>MS Totals</b>	<b>60.357.000,00</b>	<b>19,41</b>	<b>72.075.000,00</b>	<b>25,81</b>	<b>90.675.000,00</b>	<b>13,33</b>	<b>102.765.000,00</b>	<b>19,00</b>	<b>122.295.000,00</b>



The third chart in Figure 30 shows the evolution of the distribution of the Fund between the Member States in relative terms. It outlines the fact that, even if some variations have occurred between years, overall the relative distribution of Integration Fund between the Member States over 2007-2011 demonstrates a relatively stable trend, with the partial exception of Italy as already described.

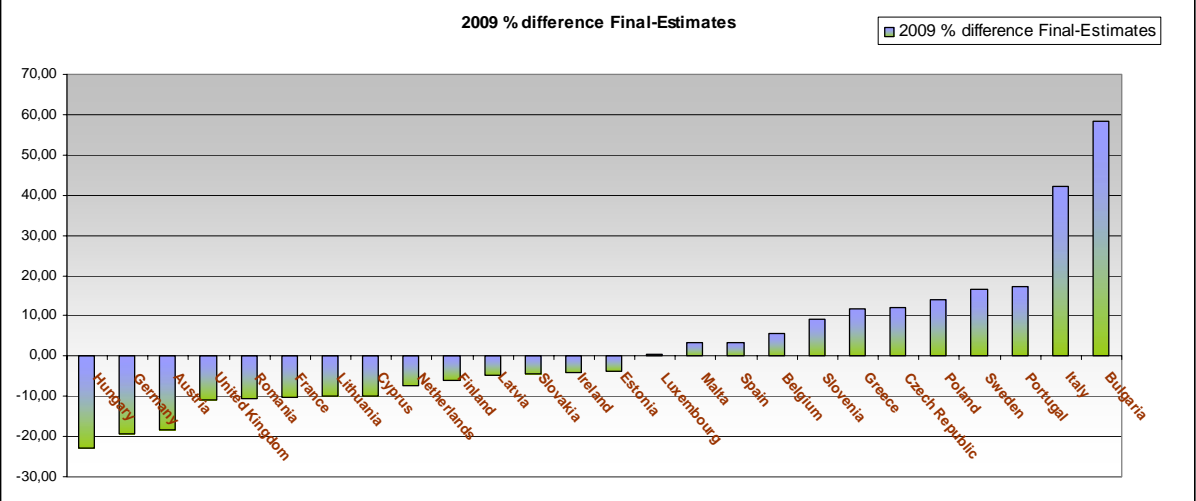
Figure 30



3.2.2. Initial estimates versus actual allocations

Concerning the variations between the initial estimates (as communicated in 2007) and the actual allocations for the programme years 2009 and 2010, the trend already outlined in the previous section on the variations between yearly allocations is confirmed, as the data on which the Multi-annual programmes were elaborated proved generally to be valid.

Figure 31



For the programme year 2009, six countries saw increases in their allocations beyond 10% compared to the estimate: Bulgaria, Czech Republic, Italy, Poland, Portugal and Sweden, with the highest absolute increase registered for Italy (from an estimated € 10.5 million to € 15 million).

In terms of decreases in the allocations, six countries saw a decrease beyond 10% compared to the estimate: Bulgaria, Czech Republic, Italy, Poland, Portugal and Sweden, with the highest absolute increase registered for Italy (from an estimated €10.5 M to €15 M).

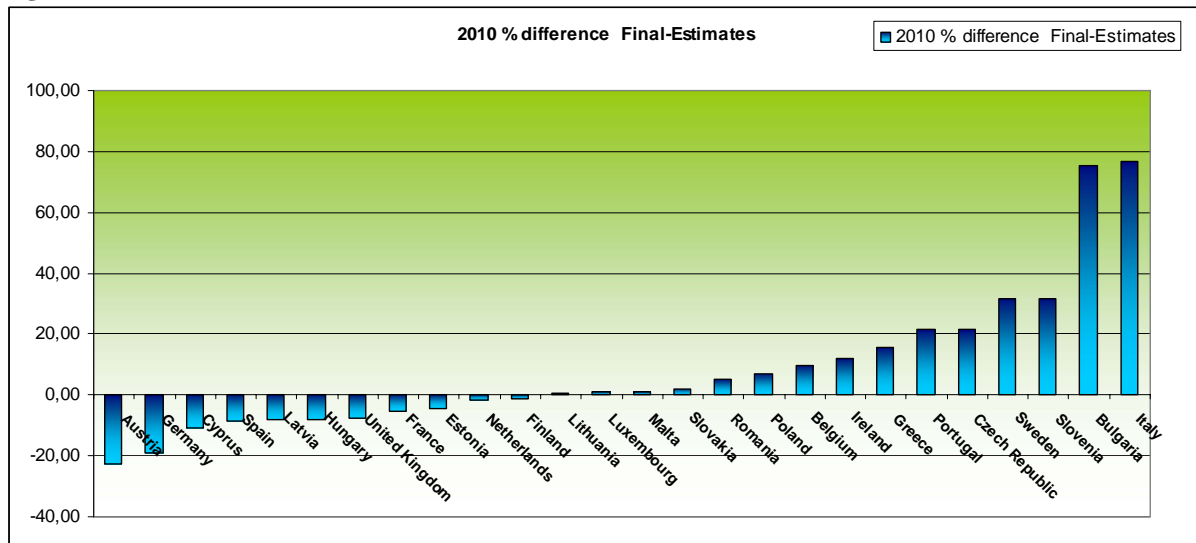
**Table 14: IF allocations - actual allocations 2009-2010 versus initial estimates 2009 and 2010**

Member State	2009		2010	
	Amount difference Final-Estimates	% Difference Final-Estimates per country	Amount difference Final-Estimates	% Difference Final-Estimates per country
Austria	-380.120,00	-18,19	-507.275,00	-22,62
Belgium	103.291,00	5,75	182.187,00	9,48
Bulgaria	307.044,00	58,37	398.403,00	75,46
Cyprus	-94.553,00	-9,97	-106.760,00	-10,77
Czech Republic	246.761,00	12,18	471.736,00	21,72
Estonia	-39.551,00	-3,88	-48.629,00	-4,55
Finland	-58.719,00	-6,08	-14.606,00	-1,44
France	-803.698,00	-10,17	-477.127,00	-5,54
Germany	-2.998.117,00	-19,48	-3.231.324,00	-19,22
Greece	282.010,00	11,89	396.352,00	15,54
Hungary	-369.531,00	-22,95	-135.912,00	-7,92
Ireland	-42.400,00	-4,22	127.479,00	12,09
Italy	4.474.037,00	42,26	8.891.053,00	76,95
Latvia	-66.077,00	-4,75	-118.363,00	-8,02
Lithuania	-75.807,00	-9,99	4.900,00	0,63
Luxembourg	1.981,00	0,36	6.531,00	1,19
Malta	18.283,00	3,46	6.682,00	1,26
Netherlands	-168.946,00	-7,40	-40.674,00	-1,66
Poland	266.084,00	14,06	137.578,00	6,79
Portugal	318.721,00	17,21	428.686,00	21,63
Romania	-94.203,00	-10,48	46.133,00	4,92
Slovakia	-27.674,00	-4,36	11.697,00	1,81
Slovenia	68.830,00	9,31	239.222,00	31,44
Spain	497.542,00	3,49	-1.301.206,00	-8,35
Sweden	273.972,00	16,71	548.641,00	31,37
United Kingdom	-1.639.159,00	-10,92	-1.265.406,00	-7,71
<b>MS Totals</b>	<b>0 €</b>	<b>0</b>	<b>4.650.000 €</b>	<b>4,74</b>

For the programme year 2010, eight countries saw increases in their allocations beyond 10% compared to the estimate over the same period: Bulgaria, Czech Republic, Greece, Italy, Portugal, Slovenia and Sweden, with the highest absolute increase registered for Italy (from an estimated €1.5 M to €20.4 M).

In terms of decreases in the allocations, only three countries saw a decrease beyond 10% compared to the initial estimates: Austria, Cyprus and Germany, with the highest absolute decrease registered for Germany (from an estimated €6.8 M to €3.6 M).

Figure 32



### Conclusions on the variations for the Integration Fund

Beyond the regular increase resulting from the overall increase in the appropriations under the Fund over the reporting period, there were no significant variations in absolute terms. Generally increases were modest and few decreases were noted, with some exceptions because of specific situations (Italy).

Despite some differences over the years in allocations to Member States in absolute terms, their respective share (%) in the total yearly allocation of the Fund has remained quite stable over the period concerned.

The trends initially identified for the purpose of the multi-annual programming were generally confirmed by the calculation of the actual allocations.

### 3.3. European Refugee Fund

#### 3.3.1. Annual variations in allocations

Table n° 15, on the year to year evolution of the allocations under the European Refugee Fund over 2008-2011 by Member State is further illustrated by means of three charts.

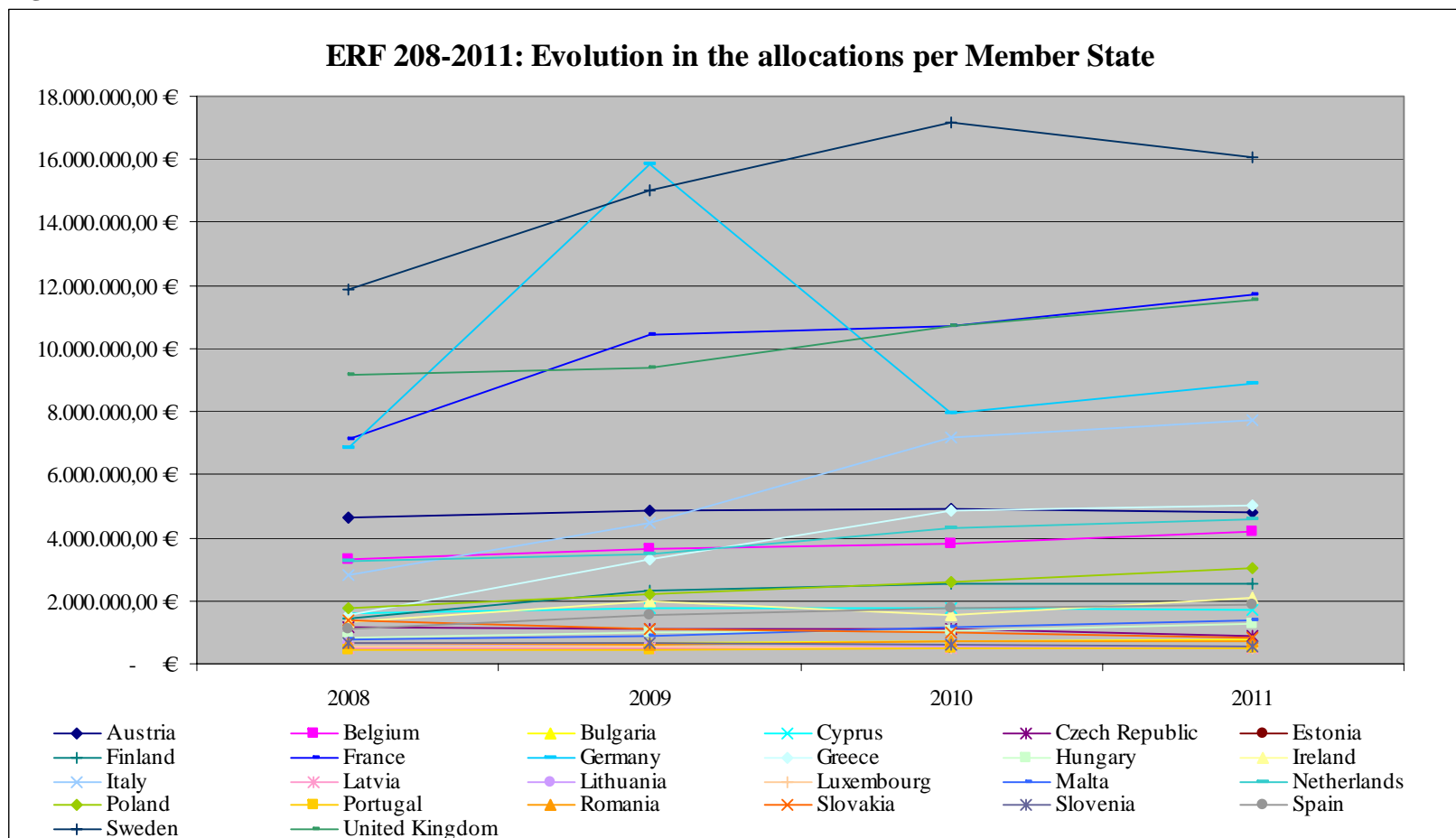
In their interpretation, we should bear in mind a few elements:

- contrary to the other Funds, the starting-point of the multi-annual programming 2008-2013 is rather a more stable trend (as we can notice in Figure n°33);
- the allocations for the first year 2008 were calculated on the basis of data on non-EU nationals as recorded in reference years 2005-2006, therefore they also include Romanian and Bulgarian citizens.

The charts in figures 33, 34 and 35 are based on the data in table 15. First chart outlines the evolution of allocations per Member State, the second looks at the percentage changes of Member States' allocations between the years, while the third compares the evolution in the percentage share of each Member State in the Fund appropriation per year.

For the big majority of the Member States, as the chart below illustrates, the trend in annual allocations is stable or slightly ascending, copying the evolution of the total appropriations for the Fund over the period concerned. Some variations in the allocations can be observed, in particular, for those Member States which receive a fixed amount for resettlement (such as Sweden, France, UK, Italy or Germany), as this component of the allocation is based on the annual estimations (pledging) and not on the statistical data. The most significant variation can therefore be noted for Germany in 2009. As explained further above in this document, this is due to the fact that Germany pledged for a big number of vulnerable refugees to be resettled (2.160) which means that a significant part, nearly 55%, of its 2009 allocation represents the fixed amount for resettlement.

Figure 33

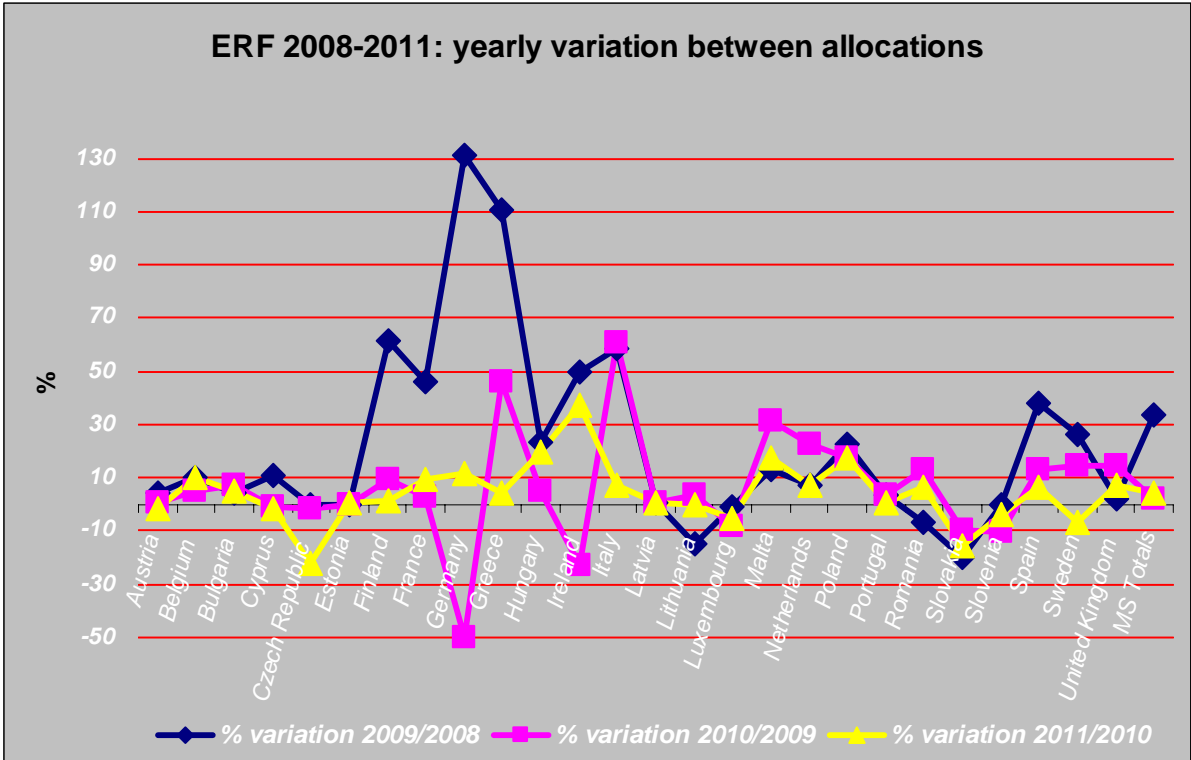


Some important variations can be noted in the allocations to some of the Member States between the years. The second chart below shows these changes in percentage in allocations for each of the Member States between two successive years.

The most significant change can be spotted for Germany between the allocations for 2008 and 2009, an increase of approximately 130%. This is again the consequence of the fixed amount for resettlement.

Some traditional asylum countries like Belgium, Austria and the Netherlands experienced stability in their allocations over this period.

Figure 34



For the programme year 2010 compared with 2009, there are not such significant variations as for the 2008/2009. The most important positive variations going above 30% can be observed for Italy, Greece and Malta. The allocations for three Mediterranean Member States heavily affected by asylum flows (Italy, Malta and Greece) generally increased from year to year, although the increase between 2010 and 2011 was much lower than the previous years. This reflects the situation of crisis around 2008-2009 with the mass arrival of asylum-seekers who crossed the external maritime borders.

In contrast, the biggest decreases in allocation between these two years concerned Germany, around 50%. It is however a relative decrease as the allocation in 2009 was particularly high due to the fixed amount for resettlement.

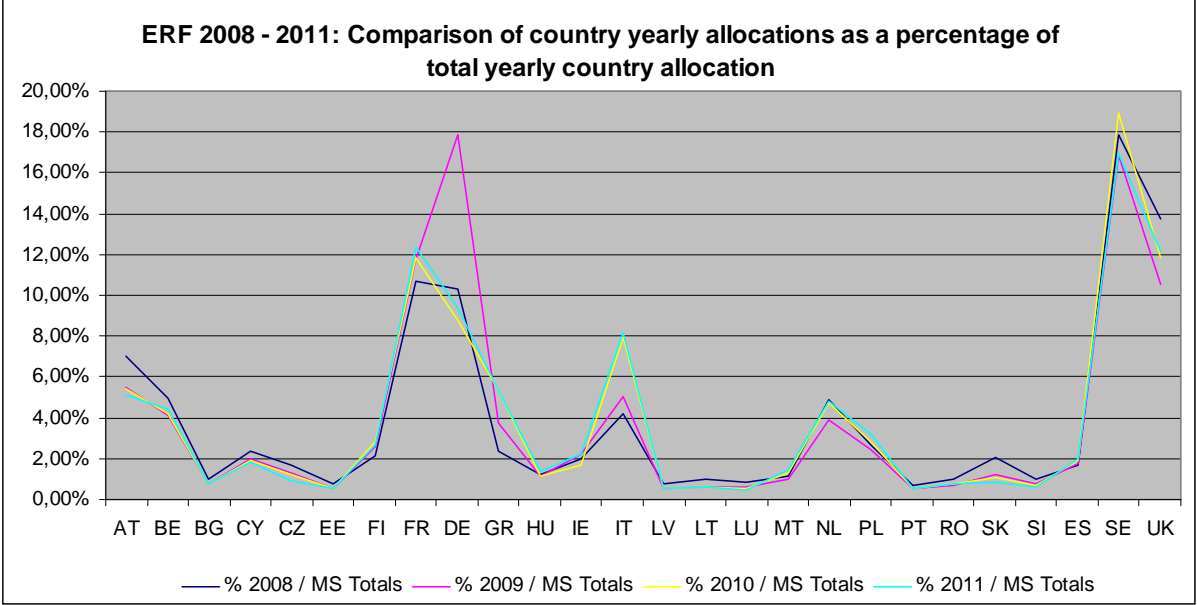
The variations between 2010 and 2011 allocations are not significant. The biggest increase in allocation appear for Ireland (35,69%) and the most important decrease for the Czech Republic (-22,60%). In the case of the Czech Republic, the reason for that is a dramatic decrease in the number of asylum seekers.

Table 15: Variation (%) of the amount per MS per year for the ERF allocations 2007-2011

Member State	FINAL	% Variation	FINAL	% Variation	FINAL	% Variation	FINAL
	2008	2009/2008	2009	2010/2009	2010	2010/2011	2011
Austria	4.665.377,25	4,43	4.872.214,51	0,61	4.902.065,85	-1,46	4.830.655,70
Belgium	3.307.466,02	9,83	3.632.456,24	5,25	3.823.300,85	10,36	4.219.226,29
Bulgaria	641.665,78	4,60	671.156,56	7,46	721.199,97	4,83	756.023,30
Cyprus	1.588.483,41	11,09	1.764.695,43	-0,58	1.754.495,69	-1,33	1.731.107,70
Czech Republic	1.131.906,61	-0,47	1.126.603,46	-1,47	1.110.087,09	-22,00	865.826,73
Estonia	501.802,57	0,13	502.459,49	0,21	503.518,48	0,58	506.424,77
Finland	1.424.654,57	61,82	2.305.364,71	9,68	2.528.506,43	1,19	2.558.481,06
France	7.142.310,00	46,10	10.434.904,92	2,68	10.714.260,85	9,45	11.727.196,00
Germany	6.868.880,25	131,07	15.872.002,69	-49,91	7.951.006,47	11,88	8.895.463,71
Greece	1.571.280,36	110,88	3.313.487,88	45,85	4.832.783,63	4,33	5.042.269,27
Hungary	814.590,39	23,37	1.004.997,09	5,33	1.058.587,29	19,75	1.267.704,51
Ireland	1.329.831,33	49,86	1.992.889,67	-23,07	1.533.197,07	37,01	2.100.661,54
Italy	2.821.520,30	58,48	4.471.406,40	61,08	7.202.618,28	7,47	7.740.535,43
Latvia	502.498,21	0,59	505.451,45	0,80	509.479,83	0,60	512.520,24
Lithuania	637.120,09	-15,02	541.440,34	3,34	559.504,15	0,08	559.924,06
Luxembourg	548.741,46	-1,21	542.076,42	-8,53	495.818,82	-5,22	469.934,40
Malta	783.410,50	12,84	883.995,19	31,75	1.164.651,22	17,52	1.368.719,12
Netherlands	3.237.566,70	7,54	3.481.732,54	22,93	4.279.986,41	7,37	4.595.313,15
Poland	1.784.686,98	22,90	2.193.399,88	17,82	2.584.355,38	17,76	3.043.309,14
Portugal	441.560,81	3,28	456.051,08	3,80	473.402,41	0,62	476.338,98
Romania	663.727,59	-6,37	621.471,27	12,81	701.106,77	6,18	744.465,02
Slovakia	1.360.233,80	-20,00	1.088.214,81	-9,31	986.924,22	-15,72	831.784,44
Slovenia	656.737,89	0,19	658.014,93	-10,54	588.669,32	-4,13	564.384,15
Spain	1.130.925,74	37,75	1.557.827,30	12,83	1.757.719,00	6,52	1.872.234,46
Sweden	11.873.311,28	26,57	15.027.846,72	14,43	17.196.880,65	-6,64	16.054.966,63
United Kingdom	9.169.710,12	2,16	9.367.839,03	14,48	10.724.670,99	7,58	11.537.287,64
<b>MS Totals</b>	<b>66.600.000,00</b>	<b>33,47</b>	<b>88.889.999,99</b>	<b>1,99</b>	<b>90.658.797,12</b>	<b>4,65</b>	<b>94.872.757,44</b>

Finally, when looking at the variations in the percentage share of each Member State in the Fund appropriation per different years, a relatively stable evolution can be observed in general. Some deviations represented by picks in the chart below appear for Germany and Italy. The reasons are explained above.

Figure 35



3.3.2. Initial estimates versus actual allocations

Concerning the variations between the initial estimates (as communicated to the Member States in 2007) and the actual allocations for the programme years 2009 and 2010 (as these are final), the trend already outlined in the previous section on the variations between yearly allocations is confirmed.

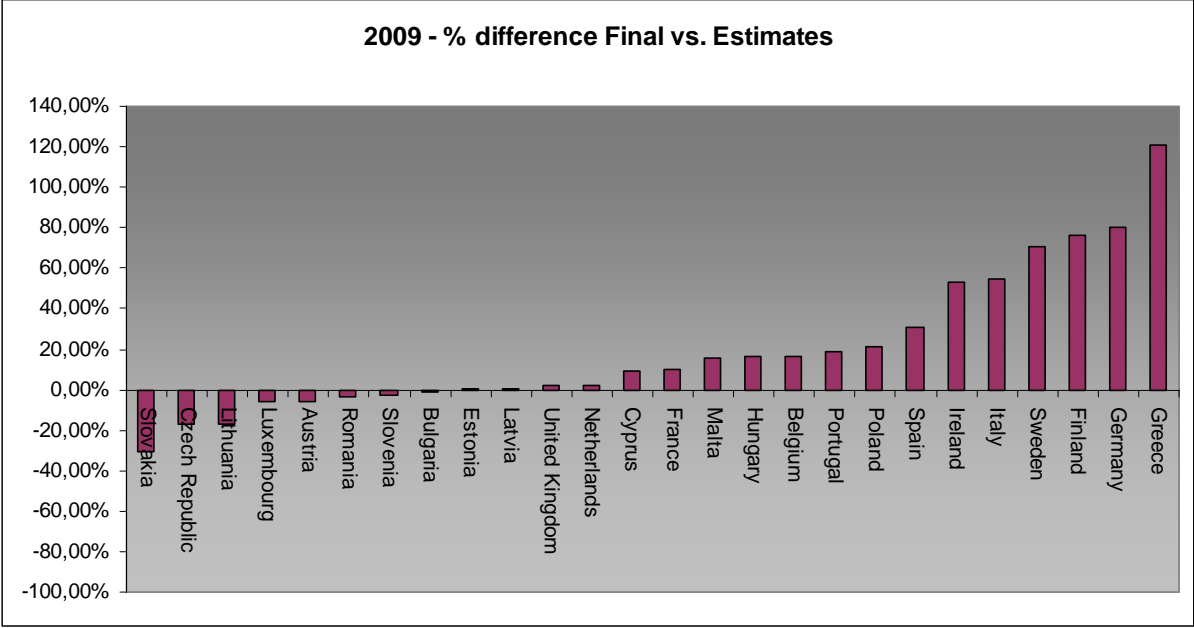
As regards 2009, the biggest variation can be observed for Greece, approximately 120% increase in comparison with the estimate. This is mainly due, as previously explained, to the substantial increase in the number of applications presented in Mediterranean countries, in particular, Greece registered in 2007 (reference year for 2009 allocations), 25.115 applications.

In terms of increases in the allocations, five other countries saw increases in their allocations beyond 50% compared to the estimate: Germany, Finland, Sweden, Italy and Ireland. The difference is mainly due to the fact that all these countries were allocated fixed amount for resettlement.

In contrast, three countries saw a decrease in the allocation compared to the estimate beyond 15%: Slovakia, the Czech Republic and Lithuania.



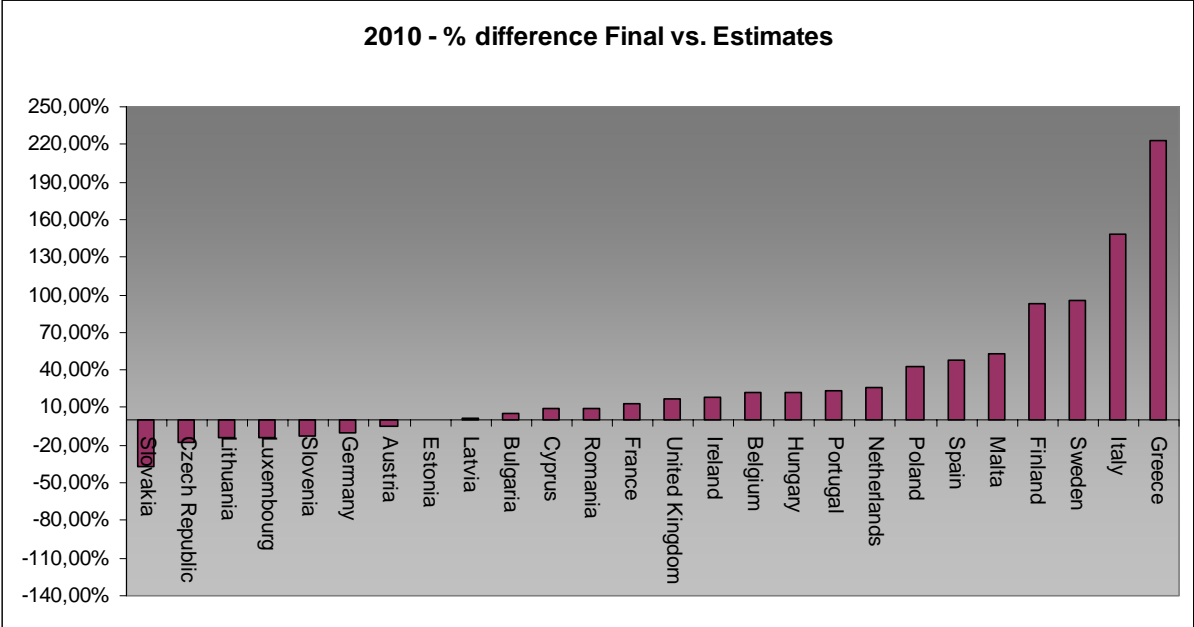
**Figure 36**



As regards the variations between final amounts and estimates for 2010, the situation is very similar to the one for 2009 for all Member States registering either increases or decreases in comparison to estimates.

The only exception is Germany for which the variation is not significantly positive as it was the case for 2009 but slightly negative (below 10% compared to the estimate).

**Figure 37**



**Table 16: ERF allocations - actual allocations 2009-2010 versus initial estimates 2009 and 2010**

Member State	2009		2010	
	Amount difference Final vs. Estimates	% difference Final vs. Estimates	Amount difference Final vs. Estimates	% difference Final vs. Estimates
Austria	-288.785 €	-5,60%	-258.934 €	-5,02%
Belgium	510.456 €	16,35%	701.301 €	22,46%
Bulgaria	-8.843 €	-1,30%	41.200 €	6,06%
Cyprus	152.695 €	9,47%	142.496 €	8,84%
Czech Republic	-230.397 €	-16,98%	-246.913 €	-18,20%
Estonia	459 €	0,09%	1.518 €	0,30%
Finland	996.365 €	76,12%	1.219.506 €	93,16%
France	971.905 €	10,27%	1.251.261 €	13,22%
Germany	7.045.003 €	79,81%	-875.994 €	-9,92%
Greece	1.815.488 €	121,19%	3.334.784 €	222,62%
Hungary	140.997 €	16,32%	194.587 €	22,52%
Ireland	690.890 €	53,06%	231.197 €	17,76%
Italy	1.576.406 €	54,45%	4.307.618 €	148,80%
Latvia	3.451 €	0,69%	7.480 €	1,49%
Lithuania	-109.560 €	-16,83%	-91.496 €	-14,05%
Luxembourg	-33.924 €	-5,89%	-80.181 €	-13,92%
Malta	120.995 €	15,86%	401.651 €	52,64%
Netherlands	76.733 €	2,25%	874.986 €	25,70%
Poland	380.400 €	20,98%	771.355 €	42,55%
Portugal	72.051 €	18,76%	89.402 €	23,28%
Romania	-21.529 €	-3,35%	58.107 €	9,04%
Slovakia	-476.785 €	-30,47%	-578.076 €	-36,94%
Slovenia	-18.985 €	-2,80%	-88.331 €	-13,05%
Spain	365.827 €	30,69%	565.719 €	47,46%
Sweden	6.224.847 €	70,71%	8.393.881 €	95,35%
United Kingdom	183.839 €	2,00%	1.540.671 €	16,78%
<b>MS Totals</b>	<b>20.140.000 €</b>	<b>29,29%</b>	<b>21.908.797 €</b>	<b>31,87%</b>

### Conclusions on the variations for the ERF

There were no significant variations in absolute terms except for:

- the considerable increases for Italy, Greece and Malta from year to year, reflecting the crisis around 2008-2009 with the mass arrival of asylum seekers crossing the Mediterranean maritime borders
- a sharp increase in Germany for 2009, due to the fixed amount for resettlement.

Despite some differences over the years in allocations to Member States in absolute terms, their respective share (%) in the total yearly allocation of the Fund has remained quite stable over the period concerned. The trends initially identified for the purpose of the multi-annual programming were generally confirmed by the calculation of the actual allocations.

The practice of 2008-2011 allocations shows that, with the exception of Greece, the component - fixed amount for resettlement – has had an important impact on the variation of allocations and that for those Member States which pledged for resettlement, such as Germany in 2009, the variation in comparison to the estimate was significantly positive.

### **3.4. The European Return Fund**

Table n°17, on the year to year evolution of the allocations under the European Return Fund over 2008-2011 by Member State is further illustrated by means of three charts.

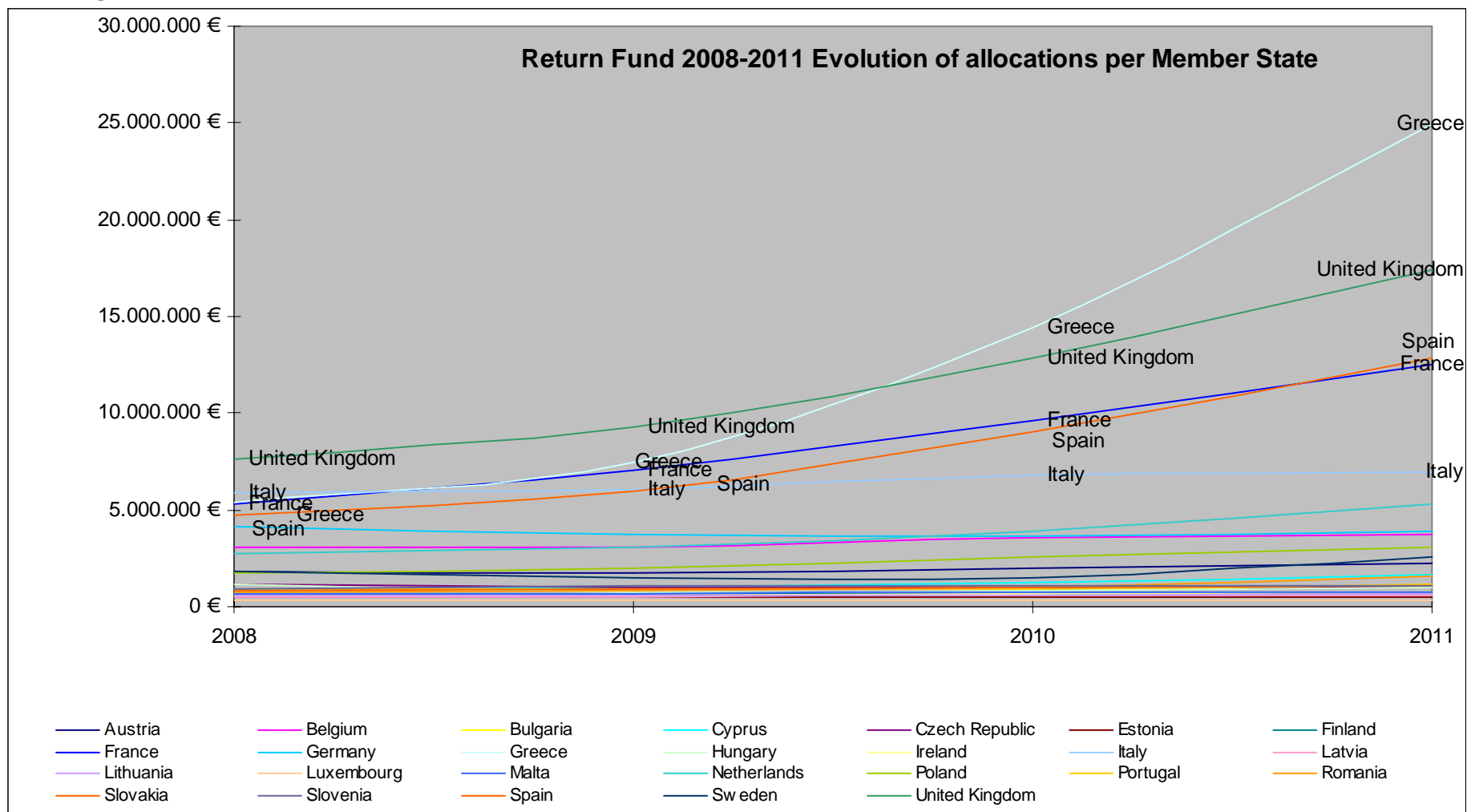
In their interpretation, the following should be borne in mind:

- The starting-point of the multi-annual programming 2008-2013 is an ascending trend, with a fairly significant increase as from 2011 and the highest appropriations made available towards the end of the period (with an almost 100 % increase in the 2013 budget compared to the 2008 budget year);
- the allocations for the first years (2008-2009) are based to a very large extent on pre- 2007 data regarding return decisions and effected returns of third-country nationals in the EU 25 and therefore included nationals from Romania and Bulgaria;
- the EUR 5 million budgetary increase allocated by the Budgetary Authority to the 2010.

#### *3.4.1. Annual variations in allocations*

For the majority of the Member States, as the chart below illustrates, the trend in annual allocations is generally ascending, in line with the evolution of the total appropriations for the Fund over the period concerned. There is a faster growth pace for the allocations for Greece, United Kingdom, Spain, France and Italy in particular.

Figure 38



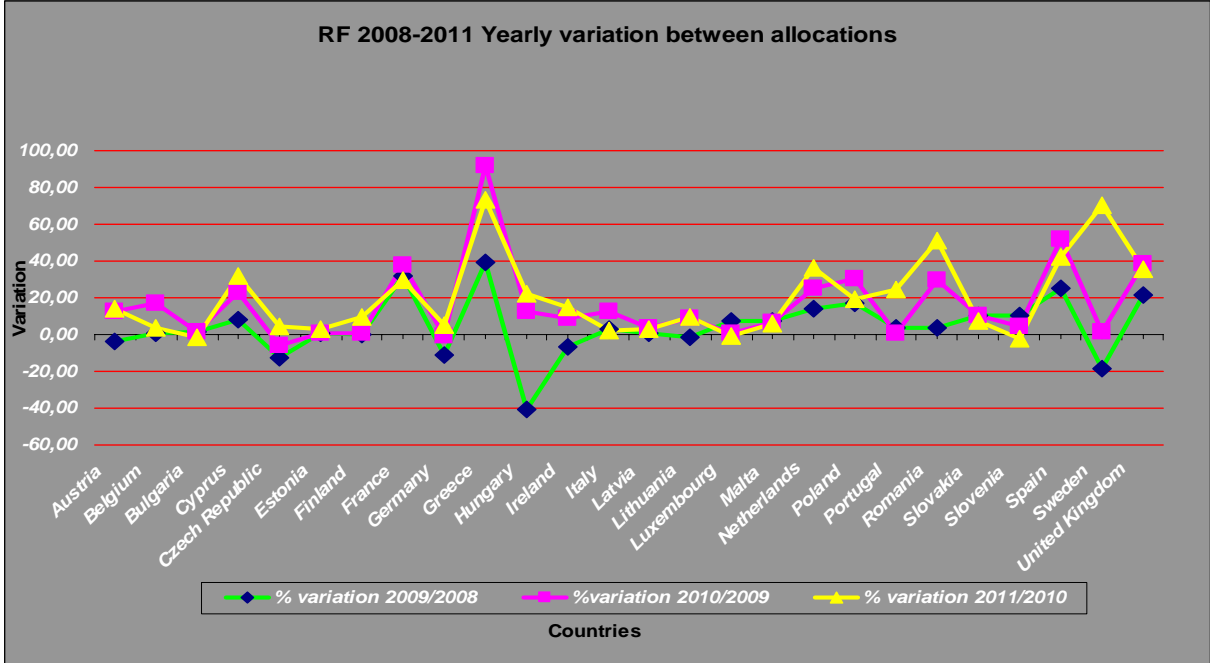
There are also no big variations in the allocations between the years (Figure 39). The only variations appear for Member States facing higher return data than at the time of establishing the multi-annual programmes, as determined by the number of irregularly residing third country residents concerned by a return decision and the number of returns actually performed.

Only a very small number of Member States saw some decreases in their allocations. Only in the case of the Czech Republic and Germany decreases occurred over two consecutive years.

For programme year 2008, compared with 2007, the allocations decreased for Hungary and Sweden (-40,62% and -18,34%). The decrease for Hungary could be explained, inter alia, by the opening of its borders with Romania once it joined the European Union, thus reducing the number of return decisions for Romanian citizens. For programme year 2010, compared to 2009, only strong increases in the allocations can be observed for Greece (91,91%), Spain (51,90%), France (37,76%) and the United Kingdom (38,5%). For 2011 the increases are more significant for France (29,82%), Greece (73,57%), Romania (51,11%) and Sweden (70,23%).

Some member States saw a steady increase throughout the period, for example Cyprus and Romania. The allocation for Greece nearly doubled over 2009/2010 and there was another significant increase over 2010/2011 (74%); this can be explained by the implementation of readmission agreements with its neighbouring countries, in particular Albania.

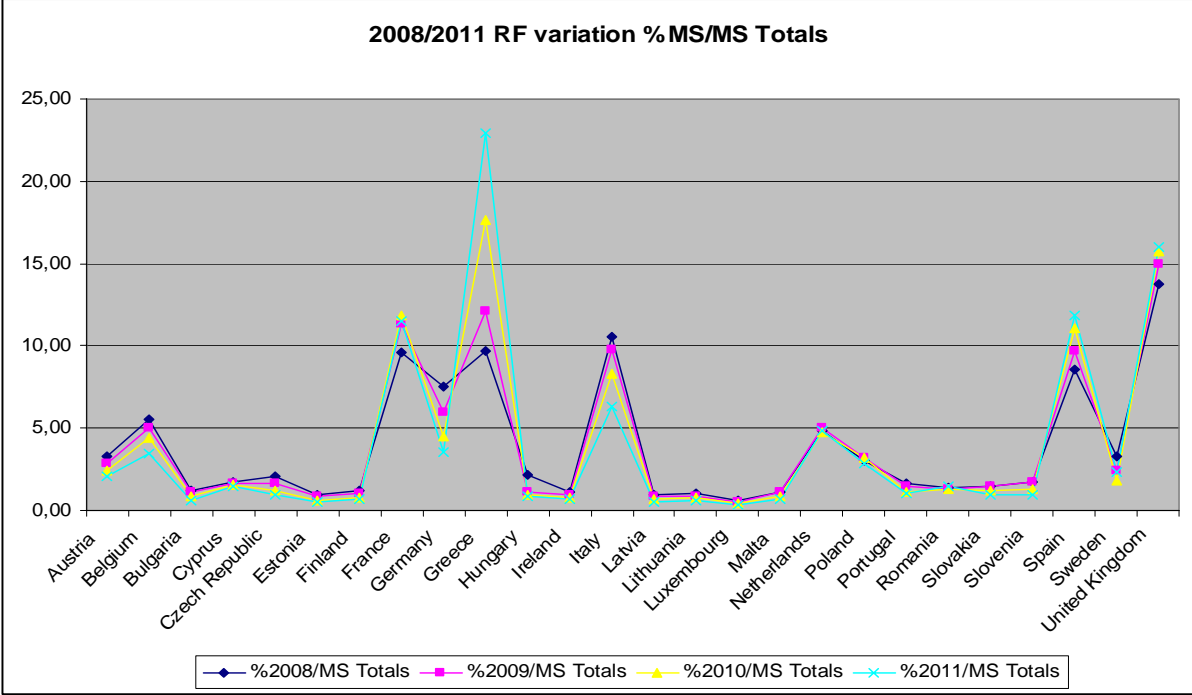
**Figure 39**



The third chart shows the evolution of the distribution of the Fund between the Member States in relative terms. It outlines the fact that, even if some variations have occurred between years, overall the relative distribution of the Return Fund between the Member States over 2008-2011 demonstrates a relatively stable trend.

Indeed, a handful of Member States experienced relatively high variations throughout the period (for example Sweden, from -18% over 2009/2008 to 70% over 2010/2011). However, these variations did not represent significant absolute increases/decreases in the allocations; such high variations did not occur in the case of the main beneficiaries, where the overall trend, as indicated, was relatively stable.

**Figure 40**



**Table 17 : Variation (%) of the amount per MS per year for the RF allocations 2008-2011**

Member State	FINAL	% variation 2009/2008	FINAL	%variation 2010/2009	FINAL	% variation 2011/2010	FINAL
	2008		2009		2010		2011
Austria	1.817.335 €	-3,84	1.747.596 €	12,70	1.969.565 €	14,33	2.251.762 €
Belgium	3.060.897 €	0,86	3.087.208 €	16,67	3.601.756 €	3,88	3.741.376 €
Bulgaria	681.043 €	1,60	691.967 €	1,55	702.673 €	-1,65	691.053 €
Cyprus	936.843 €	8,33	1.014.839 €	22,77	1.245.934 €	31,85	1.642.713 €
Czech Republic	1.162.395 €	-12,42	1.018.044 €	-6,05	956.447 €	4,80	1.002.330 €
Estonia	510.306 €	1,02	515.510 €	1,11	521.215 €	2,97	536.691 €
Finland	661.470 €	-0,31	659.437 €	0,78	664.566 €	9,33	726.573 €
France	5.323.949 €	31,61	7.006.678 €	37,76	9.652.232 €	29,82	12.530.501 €
Germany	4.184.171 €	-11,48	3.703.822 €	-1,05	3.664.850 €	5,30	3.859.045 €
Greece	5.379.393 €	39,38	7.497.847 €	91,91	14.389.434 €	73,57	24.975.340 €
Hungary	1.188.236 €	-40,62	705.592 €	12,66	794.898 €	22,36	972.603 €
Ireland	619.855 €	-6,70	578.351 €	8,72	628.780 €	14,47	719.785 €
Italy	5.867.478 €	2,76	6.029.380 €	12,28	6.769.510 €	2,24	6.921.174 €
Latvia	525.276 €	0,50	527.894 €	3,34	545.523 €	2,59	559.678 €
Lithuania	566.997 €	-1,46	558.726 €	8,57	606.618 €	9,59	664.770 €
Luxembourg	318.475 €	7,13	341.178 €	0,85	344.079 €	-0,75	341.495 €
Malta	641.338 €	7,40	688.817 €	6,81	735.721 €	6,26	781.805 €
Netherlands	2.703.126 €	14,04	3.082.610 €	25,46	3.867.305 €	36,55	5.280.758 €
Poland	1.703.835 €	16,95	1.992.690 €	30,13	2.593.072 €	19,51	3.098.932 €
Portugal	901.700 €	3,53	933.501 €	1,08	943.614 €	24,38	1.173.663 €
Romania	770.622 €	3,48	797.412 €	29,51	1.032.722 €	51,11	1.560.502 €
Slovakia	808.547 €	10,06	889.875 €	10,21	980.728 €	7,26	1.051.961 €
Slovenia	947.945 €	10,20	1.044.638 €	4,80	1.094.743 €	-2,33	1.069.248 €
Spain	4.758.825 €	25,49	5.971.877 €	51,90	9.070.986 €	41,90	12.871.752 €
Sweden	1.819.156 €	-18,34	1.485.592 €	1,22	1.503.728 €	70,23	2.559.854 €
United Kingdom	7.640.786 €	21,37	9.273.918 €	38,50	12.844.301 €	35,58	17.414.635 €
<b>MS Totals</b>	<b>55.500.000 €</b>	<b>11,43</b>	<b>61.845.000 €</b>	<b>32,14</b>	<b>81.725.000 €</b>	<b>33,37</b>	<b>109.000.000 €</b>

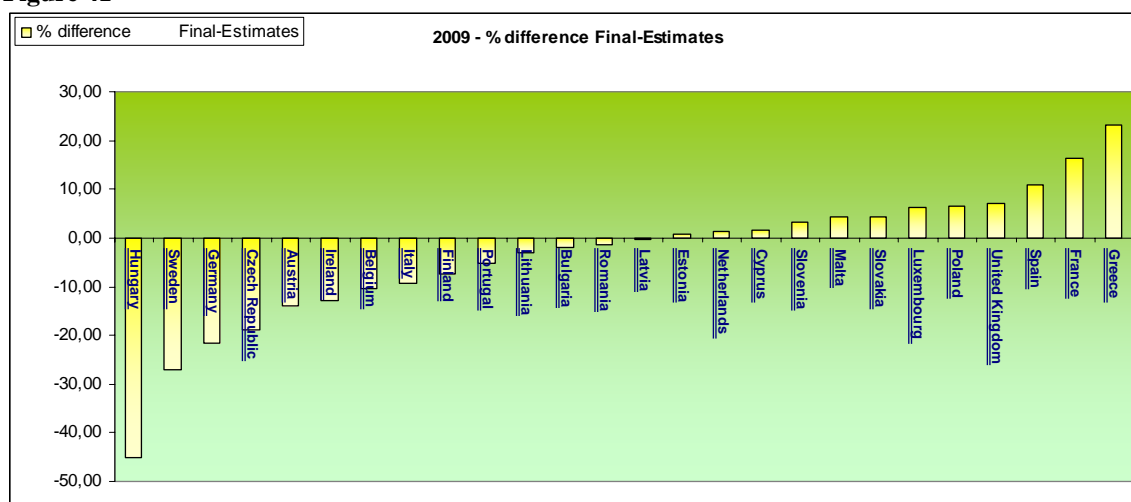
### 3.4.2. Initial estimates versus actual allocations

Concerning the variations between the initial estimates (as communicated to the Member States in 2007) and the actual allocations for the programme years 2009 and 2010, the trend already outlined by the variations between the yearly allocations in the previous section is confirmed.

Overall, in 2009 the total variation is 0, whereas the one for 2010 amounts to 6,52%, due to the € M increase in the budgetary allocation following the decision of the Budgetary Authority.

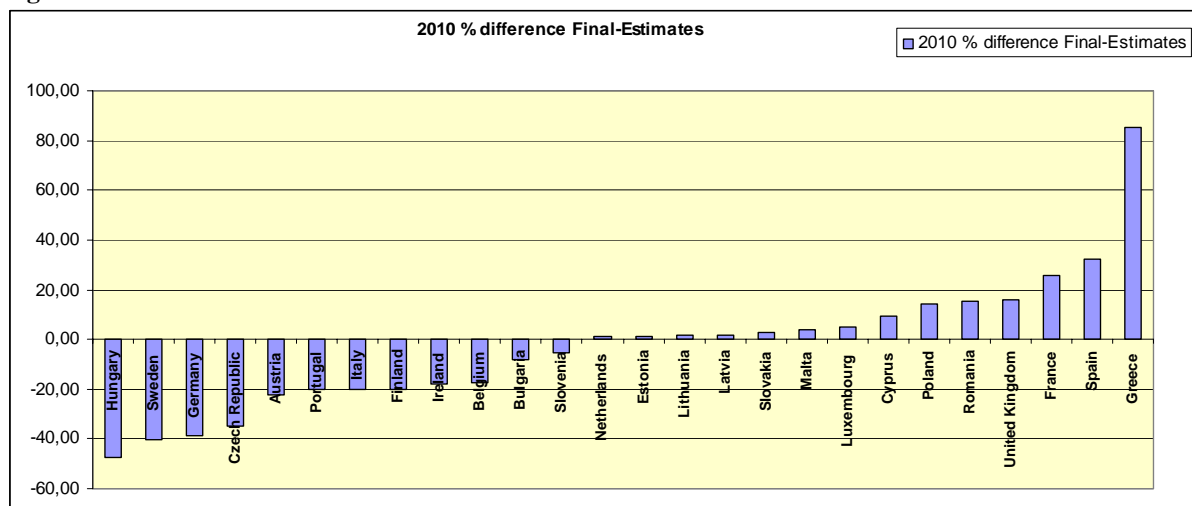
Concerning the 2009 allocations, only four countries saw more than a 20% decrease compared to the initially foreseen allocation under the estimate (Germany, Greece, Sweden, Hungary), while four others saw more than a 10% increase (Austria, Belgium, Czech Republic, Ireland). In terms of gains, these are spread out fairly over all remaining Member States, with just two of them getting more than 10% (France and Spain).

**Figure 41**



Concerning the 2010 allocations, six Member States gain more than 10%, while eight Member States saw more than a 20% decrease (Austria, Belgium, Germany, Czech Republic, Finland, Hungary, Italy, Portugal, Sweden).

**Figure 42**





**Table 18: European Return Fund variations in allocations between initial estimates and actual allocations**

Member State	2009		2010	
	Amount difference Final-Estimates (€)	% difference Final-Estimates per country	Amount difference Final-Estimates (€)	% difference Final-Estimates per country
Austria	-282.404	-13,91	-558.435	-22,09
Belgium	-360.792	-10,46	-753.244	-17,30
Bulgaria	-14.033	-1,99	-63.327	-8,27
Cyprus	16.839	1,69	103.934	9,10
Czech Republic	-236.956	-18,88	-516.553	-35,07
Estonia	3.510	0,69	6.215	1,21
Finland	-52.563	-7,38	-166.434	-20,03
France	978.678	16,24	1.974.232	25,71
Germany	-1.024.178	-21,66	-2.339.150	-38,96
Greece	1.406.847	23,10	6.630.434	85,45
Hungary	-579.408	-45,09	-716.102	-47,39
Ireland	-84.649	-12,77	-139.220	-18,13
Italy	-618.620	-9,31	-1.706.490	-20,13
Latvia	-1.106	-0,21	8.523	1,59
Lithuania	-17.274	-3,00	8.618	1,44
Luxembourg	20.178	6,29	17.079	5,22
Malta	27.817	4,21	27.721	3,92
Netherlands	42.610	1,40	38.305	1,00
Poland	120.690	6,45	325.072	14,33
Portugal	-52.499	-5,32	-240.386	-20,30
Romania	-11.588	-1,43	135.722	15,13
Slovakia	37.875	4,45	27.728	2,91
Slovenia	33.638	3,33	-63.257	-5,46
Spain	588.877	10,94	2.222.986	32,46
Sweden	-546.408	-26,89	-1.027.272	-40,59
United Kingdom	604.918	6,98	1.763.301	15,91
<b>MS Totals</b>	<b>0</b>	<b>0,00</b>	<b>5.000.000</b>	<b>6,52</b>

### Conclusions on the variations for the Return Fund

Beyond the regular increase resulting from the overall increase in the appropriations under the Fund over the reporting period, there were no significant variations in absolute terms. A relative stable trend can be observed: while the increases accrued more to the main beneficiaries, Greece, United Kingdom, Spain, France and Italy, decreases were few and largely insignificant. The decrease for Germany was minor and did not persist.

Despite some differences over the years in allocations to Member States in absolute terms, their respective share (%) in the total yearly allocation of the Fund has remained quite stable over the period concerned.

The trends initially identified for the purpose of the multi-annual programming were generally confirmed by the calculation of the actual allocations.

## CHAPTER 4: FUND SPECIFIC ANALYSIS

### 4.1. External Borders Fund

The in depth analysis of the External Borders Fund will concentrate first on the findings stemming from an overview of allocations by different distribution categories (maritime, land border, airports and consular offices), followed by further analysis of different elements and connections related to these categories.

The following tables and graphs will be presented and commented on:

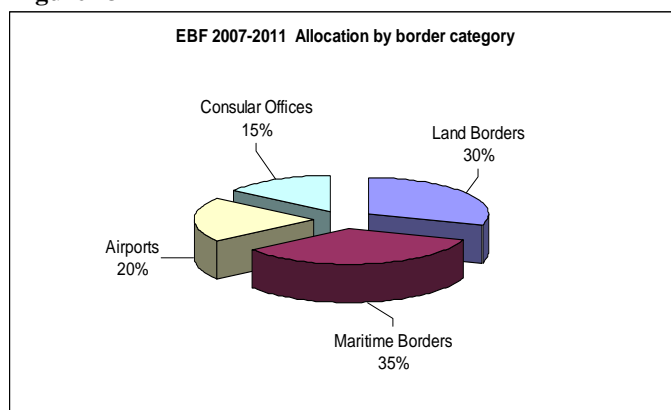
- ratio of the allocations by the four categories of the basic act (land, maritime borders, airports, consular offices)
- for category 1, the land borders: the main beneficiaries, the components of the category, the consequences of the threat levels established by the FRONTEX Agency and the trends in the allocations
- category 2, the maritime borders: the main beneficiaries, the components of the category, and the consequences of the threat level established by the FRONTEX Agency and the trends in the allocations
- category 3, the airports: the main beneficiaries and the trends in the allocations
- category 4: consular offices: the main beneficiaries and the trends in the allocations
- the impact of the 2010 participation by Romania and Bulgaria

Overall the total allocation of the External Borders Fund for 2007 - 2011 was the following, respecting the ratio between the different categories as established in the EBF basic act:

**Table 19: EBF allocations by categories of the basic act**

Type of border	Amount (€)
Land Borders	260.334.396,00
Maritime Borders	303.723.462,00
Airports	173.556.264,00
Consular Offices	130.167.198,00
<b>Total</b>	<b>867.781.320,00</b>

**Figure 43**



#### 4.1.1. Land borders (2007-2011)

The resources available for external land borders were assigned 70% according to the length of the borders and 30% according to the workload at the external borders (the number of persons crossing the external borders and the number of third-country nationals refused entry at the external borders, the number of third-country nationals apprehended after having crossed the border irregularly).

## Distribution and main beneficiaries

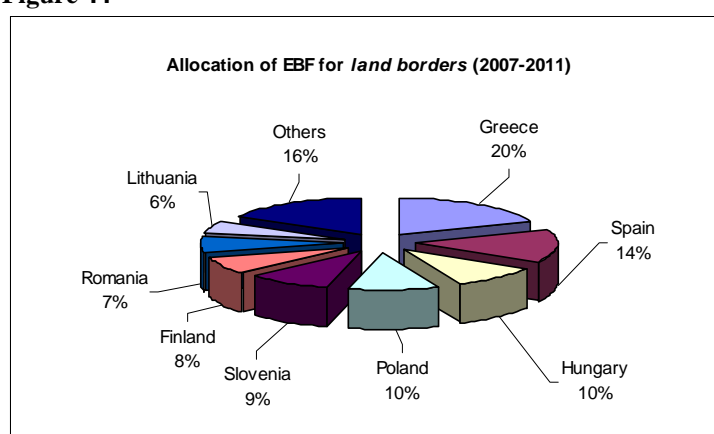
The table shows that 4 Member States (Greece, Spain, Hungary and Poland) concentrate 54% of the allocation for external land borders. This is mainly due to the fact that Greece, Hungary and Poland have among the longest land borders combined with important workload at the border. In particular, Greece is the Member State with the highest number of third-country national apprehended after having crossed the border irregularly (see chart below).

As regards Spain (Ceuta and Melilla), substantially the allocation is due to the workload carried out at the border (being the length of the border equal to 78 km); in particular, Spain counts for 87% of the total number of refusals at land borders and for 34% of the total number of third-country nationals apprehended after having crossed the border irregularly (see charts below).

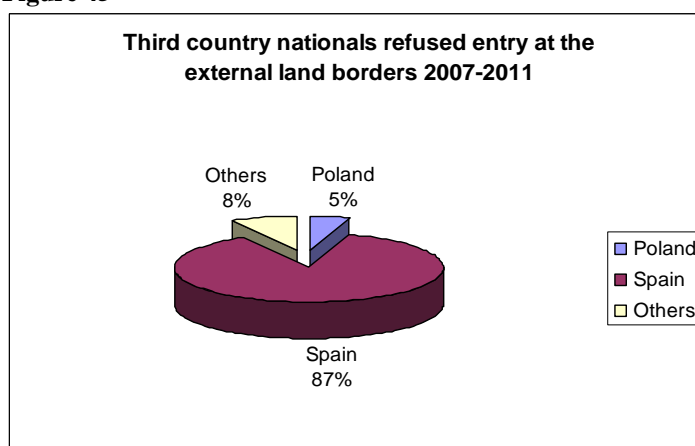
**Table 20: Overview Land Borders Component**

Member State	Land Borders Amount Total 2007-2011	Percentage %
Greece	49.175.120,41	18,89%
Spain	37.469.275,00	14,39%
Hungary	26.847.093,61	10,31%
Poland	26.565.142,91	10,20%
Slovenia	24.562.443,26	9,43%
Finland	20.169.287,04	7,75%
Romania	18.132.544,26	6,97%
Lithuania	14.516.837,95	5,58%
Bulgaria	9.641.533,03	3,70%
Latvia	6.788.062,21	2,61%
Cyprus	6.280.789,90	2,41%
Estonia	5.128.816,93	1,97%
France	3.318.192,55	1,27%
Slovakia	2.910.541,03	1,12%
Germany	2.723.902,62	1,05%
Italy	2.689.047,66	1,03%
Norway	2.008.011,91	0,77%
Austria	1.242.500,29	0,48%
Belgium	165.253,43	0,06%
<b>MS Totals</b>	<b>260.334.396,00</b>	<b>100,00%</b>

**Figure 44**



**Figure 45**



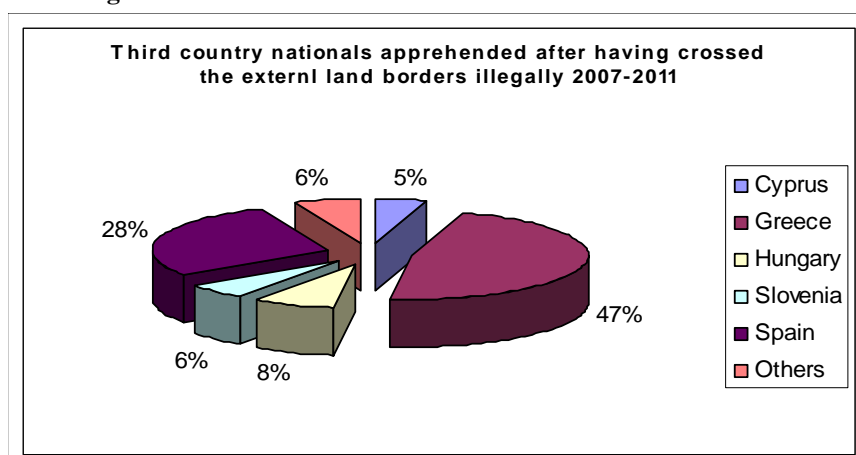
The following Member States do not have external land borders: Portugal, Luxemburg, Netherlands, Germany, Malta, Czech Republic, Denmark, Sweden, Italy, and Finland.

However,

- as regards Belgium and France, account has been taken of the Eurostar terminals to London (3 km per station and workload)
- as regards Austria, France, Germany and Italy, account was taken of the former external borders with Switzerland for the 2007 budget year

- As regards Austria, in the absence of the conclusion of the agreement between the EU and Liechtenstein, the border with Liechtenstein is taken into account.

**Figure 46**



### Threat levels

The table on the threat levels at land border sections shows that according to the risk analysis the Greek borders have been subject to an important and constant migratory pressure, in particular along the border section with Albania and Turkey, which were permanently assessed at high risk, being especially the last one of the main entry points from irregular migrants from further East and South. According to FRONTEX, the Eastern border of the EU remains a significant risk area for migratory pressure, in particularly towards countries like Ukraine and Belarus as well as the Balkans (Croatia, Serbia). According to FRONTEX, the Spanish areas of Ceuta and Melilla are permanently "high risk" border sections. Cyprus Green Line was considered at high risk in 2007 and 2008, but in 2009 the risk was lowered by FRONTEX to "medium" due to the strong decrease of detection of irregular border crossings along the line.

**Table 21: FRONTEX threat levels by land border sections<sup>13</sup>**

Member State	Border section	budget year 2011	budget year 2010	budget year 2009	budget year 2008	budget year 2007
		threat level - 2009	threat level - 2008	threat level - 2007	threat level - 2006	threat level - 2005
Austria	Lichtenstein	Normal	Normal	Normal	Normal	Normal
	Switzerland	N.A	N.A	N.A	N.A	Normal
Belgium	UK	Normal	Normal	Normal	Normal	Normal
Bulgaria	FYROM	Normal	Normal	N.A.	N.A.	N.A.
	Greece	Normal	Normal	N.A.	N.A.	N.A.
	Serbia	Normal	Normal	N.A.	N.A.	N.A.
	Turkey	Medium	Medium	N.A.	N.A.	N.A.
Cyprus	Green line	Medium	High	High	Normal	Normal
Estonia	Russia	Normal	Normal	Normal	Normal	Normal
Finland	Russia	Normal	Normal	Normal	Normal	Normal
France	Andorra	Normal	Normal	Normal	Normal	Normal
	UK	Normal	Normal	Normal	Normal	Normal
	Switzerland	N.A	N.A	N.A	N.A	Normal
Germany	Switzerland	N.A	N.A	N.A	N.A	Normal
Greece	Albania	High	High	High	High	High
	Bulgaria	Normal	Medium	Medium	Medium	Medium
	FYROM	Medium	Medium	Medium	Medium	Medium

<sup>13</sup> Where the risk level increases from "Normal" to "Medium" to "High". The threat level is based on the number of events (irregular border crossing and detection of false travel documents, apprehended facilitators, refusals of entry). For more information on the threat levels, see chapter on methodology.

Member State	Border section	budget year 2011	budget year 2010	budget year 2009	budget year 2008	budget year 2007
	Turkey	High	High	High	High	High
Hungary	Croatia	Normal	Normal	Normal	Normal	Normal
	Romania	Medium	Medium	Medium	Medium	Medium
	Serbia	Medium	Medium	Medium	Medium	Normal
	Ukraine	Medium	Medium	Medium	Medium	Medium
Italy	Switzerland	N.A	N.A	N.A	N.A	Normal
Latvia	Belarus	Normal	Normal	Normal	Normal	Normal
	Russia	Normal	Normal	Normal	Normal	Normal
Lithuania	Belarus	Normal	Normal	Normal	Normal	Normal
	Russia	Normal	Normal	Normal	Normal	Normal
Norway	Russia	Normal	Normal	Normal	Normal	Normal
Poland	Belarus	Medium	Medium	Normal	Normal	Normal
	Russia	Normal	Normal	Normal	Normal	Normal
	Ukraine	Medium	Medium	Medium	Medium	Medium
Romania	Hungary	Medium	Medium	N.A.	N.A.	N.A.
	Moldova	Normal	Medium	N.A.	N.A.	N.A.
	Serbia	Normal	Normal	N.A.	N.A.	N.A.
	Ukraine	Normal	Normal	N.A.	N.A.	N.A.
Slovakia	Ukraine	Normal	Medium	Medium	Medium	High
Slovenia	Croatia	Medium	Medium	Medium	Medium	High
Spain	Andorra	Normal	Normal	Normal	Normal	Normal
	Morocco	High	High	High	High	High
	UK	Normal	Normal	Normal	Normal	Normal

As a result of the risk analysis and the application of the consequent weighting factors to the real length, the final length of the land borders to take as reference for the calculation of the allocation for each Member State was increased significantly for Greece every year and to a lesser extent for Cyprus in 2010 and 2009 (when the Green Line was assessed as "high risk").

**Table 22: Length of borders with and without weighting**

Member States	2011 AP (2009 data)		2010 AP (2008 data)		2009 AP (2007 data)		2008 AP (2006 data)		2007 AP (2005 data)	
	real length	after weighting	real length	after weighting	real length	after weighting	real length	after weighting	real length	after weighting
AUSTRIA	0,30%	<b>0,24%</b>	0,30%	<b>0,23%</b>	0,00%	<b>0,00%</b>	0,00%	0,00%	2,07%	1,55%
BELGIUM	0,03%	<b>0,02%</b>	0,03%	<b>0,02%</b>	<b>0,04%</b>	<b>0,03%</b>	0,04%	<b>0,03%</b>	0,03%	0,02%
BULGARIA	11,61%	<b>10,35%</b>	11,61%	<b>9,72%</b>	N.A.	<b>N.A.</b>	N.A.	N.A.	N.A.	N.A.
CYPRUS	1,55%	<b>1,89%</b>	1,55%	<b>3,55%</b>	<b>2,30%</b>	<b>5,11%</b>	2,31%	<b>1,77%</b>	1,87%	1,40%
ESTONIA	2,93%	<b>2,37%</b>	2,93%	<b>2,23%</b>	<b>4,33%</b>	<b>3,21%</b>	3,78%	<b>2,89%</b>	3,05%	2,28%
FINLAND	11,57%	<b>9,37%</b>	11,57%	<b>8,80%</b>	<b>17,12%</b>	<b>12,69%</b>	17,23%	<b>13,19%</b>	13,92%	10,41%
FRANCE	0,57%	<b>0,46%</b>	0,57%	<b>0,43%</b>	<b>0,12%</b>	<b>0,09%</b>	0,12%	<b>0,09%</b>	6,05%	4,52%
GERMANY	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	3,47%	2,60%
GREECE	10,77%	<b>16,07%</b>	10,77%	<b>16,83%</b>	<b>15,95%</b>	<b>24,27%</b>	16,04%	<b>25,24%</b>	12,97%	19,92%
HUNGARY	9,50%	<b>10,34%</b>	9,50%	<b>9,71%</b>	<b>14,07%</b>	<b>14,01%</b>	14,15%	<b>14,57%</b>	11,44%	10,82%
ITALY	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	7,69%	5,75%
LATVIA	3,88%	<b>3,14%</b>	3,88%	<b>2,95%</b>	<b>5,74%</b>	<b>4,25%</b>	5,77%	<b>4,42%</b>	4,66%	3,49%
LITHUANIA	8,21%	<b>6,65%</b>	8,21%	<b>6,24%</b>	<b>12,15%</b>	<b>9,00%</b>	12,23%	<b>9,36%</b>	9,88%	7,39%
NORWAY	1,69%	<b>1,37%</b>	1,69%	<b>1,29%</b>	<b>2,50%</b>	<b>1,86%</b>	2,52%	<b>1,93%</b>	2,04%	0,00%
POLAND	10,04%	<b>11,46%</b>	10,04%	<b>10,77%</b>	<b>14,86%</b>	<b>13,54%</b>	14,95%	<b>14,09%</b>	12,08%	11,12%
ROMANIA	20,04%	<b>17,79%</b>	20,04%	<b>18,94%</b>	N.A.	<b>N.A.</b>	N.A.	N.A.	N.A.	N.A.
SLOVAKIA	0,85%	<b>0,69%</b>	0,85%	<b>0,97%</b>	<b>1,25%</b>	<b>1,39%</b>	1,25%	<b>1,43%</b>	1,01%	2,26%
SLOVENIA	5,78%	<b>7,03%</b>	5,78%	<b>6,60%</b>	<b>8,56%</b>	<b>9,51%</b>	8,61%	<b>9,90%</b>	6,96%	15,62%
SPAIN	0,67%	<b>0,77%</b>	0,67%	<b>0,72%</b>	<b>1,00%</b>	<b>1,04%</b>	1,00%	<b>1,08%</b>	0,81%	0,85%

Land borders: share per MS of their borders before and after the application of the weighting factors

**Table 23: Trend of the allocation for land borders over 2007-2011**

Member State	2007	%	2008	%	2008-2007	2009	%	2009-2008	2010	%	2010-2009	2011	%	2011-2010
	Amount		Amount			Amount			Amount			Amount		
Austria	540.758,13	1,24%	0,00	0,00%	-1,24%	0,00	0,00%	0,00%	292.766,59	0,51%	0,51%	408.976	0,57%	0,07%
Belgium	18.486,63	0,04%	31.235,86	0,08%	0,03%	44.258,53	0,09%	0,02%	29.394,68	0,05%	-0,04%	41.878	0,06%	0,01%
Bulgaria	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	4.166.138,69	7,23%	7,23%	5.475.394	7,68%	0,45%
Cyprus	425.309,85	0,98%	509.816,86	1,27%	0,29%	1.890.266,86	3,97%	2,70%	2.007.029,14	3,48%	-0,48%	1.448.367	2,03%	-1,45%
Czech Republic	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Denmark	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Estonia	733.067,21	1,69%	897.357,03	2,23%	0,54%	1.158.316,03	2,43%	0,20%	998.048,94	1,73%	-0,70%	1.342.028	1,88%	0,15%
Finland	3.226.473,50	7,43%	3.903.142,51	9,69%	2,26%	4.386.893,18	9,21%	-0,48%	3.727.812,60	6,47%	-2,74%	4.924.965	6,90%	0,43%
France	1.561.527,51	3,59%	86.843,76	0,22%	-3,38%	401.010,65	0,84%	0,63%	564.926,59	0,98%	0,14%	703.884	0,99%	0,01%
Germany	2.723.902,62	6,27%	0,00	0,00%	-6,27%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Greece	6.753.853,51	15,55%	8.232.440,79	20,43%	4,88%	10.409.832,93	21,85%	1,42%	10.535.435,86	18,28%	-3,56%	13.243.557	18,57%	0,28%
Hungary	4.050.852,20	9,33%	5.166.732,81	12,82%	3,50%	5.691.146,90	11,94%	-0,88%	5.245.366,22	9,10%	-2,84%	6.692.995	9,38%	0,28%
Iceland	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Italy	2.689.047,66	6,19%	0,00	0,00%	-6,19%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Latvia	1.089.061,67	2,51%	1.314.902,60	3,26%	0,76%	1.476.371,79	3,10%	-0,16%	1.253.907,07	2,18%	-0,92%	1.653.819	2,32%	0,14%
Lithuania	2.318.841,78	5,34%	2.804.442,61	6,96%	1,62%	3.168.396,41	6,65%	-0,31%	2.688.595,96	4,67%	-1,98%	3.536.561	4,96%	0,29%
Luxembourg	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Malta	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Netherlands	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Norway	0,00	0,00%	0,00	0,00%	0,00%	668.084,69	1,40%	1,40%	604.003,41	1,05%	-0,35%	735.924	1,03%	-0,02%
Poland	4.027.433,05	9,27%	4.950.691,41	12,28%	3,01%	5.539.705,36	11,63%	-0,66%	5.269.728,56	9,15%	-2,48%	6.777.585	9,50%	0,36%
Portugal	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Romania	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	8.321.536,60	14,44%	14,44%	9.811.008	13,75%	-0,69%
Slovakia	782.719,88	1,80%	525.256,35	1,30%	-0,50%	596.793,75	1,25%	-0,05%	516.092,33	0,90%	-0,36%	489.679	0,69%	-0,21%
Slovenia	5.975.395,66	13,76%	4.358.062,20	10,81%	-2,94%	4.769.132,38	10,01%	-0,81%	4.199.997,53	7,29%	-2,72%	5.259.855	7,37%	0,08%
Spain	6.523.269,13	15,02%	7.518.075,20	18,66%	3,64%	7.447.992,56	15,63%	-3,02%	7.197.813,22	12,49%	-3,14%	8.782.125	12,31%	-0,18%
Sweden	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Switzerland	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
<b>MS Totals</b>	<b>43.440.000,00</b>	<b>100%</b>	<b>40.299.000,00</b>	<b>100%</b>	<b>0,00%</b>	<b>47.648.202,00</b>	<b>100%</b>	<b>0,00%</b>	<b>57.618.594,00</b>	<b>100%</b>	<b>0,00%</b>	<b>71.328.600</b>	<b>100%</b>	<b>0,00%</b>

Table 24 shows that the allocation for land borders is fairly stable over time for each Member State. The enlargement to the Schengen Area of Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia on 21 December 2007 produced some decrease in the allocation for those Member States from 2010 budget year, due to the consequent decrease of land border crossings (which became internal crossings) from end 2007. Furthermore, an overall decrease of the share for each Member State from 2010 is due to the participation of Bulgaria and Romania, being two Member States with important external land borders.

**Table 24: Allocation of EBF per km of external land border (2007-2011)**

Member State	Land Borders	Length of border	per Km
	Amount	Km	Amount per Km
<b>Spain</b>	<b>37.469.275,00</b>	<b>78</b>	<b>480.375</b>
Belgium	165.253,43	3	55.084
France	3.318.192,55	66	50.276
Greece	49.175.120,41	1248	39.403
Slovenia	24.562.443,26	670	36.660
Austria	1.242.500,29	35	35.500
Cyprus	6.280.789,90	180	34.893
Slovakia	2.910.541,03	98	29.699
Hungary	26.847.093,61	1101	24.384
Poland	26.565.142,91	1163	22.842
Lithuania	14.516.837,95	951	15.265
Estonia	5.128.816,93	339	15.129
Latvia	6.788.062,21	449	15.118
Finland	20.169.287,04	1.340	15.052
Norway	2.008.011,91	196	10.245
Germany	2.723.902,62	334	8.155
Romania	18.132.544,26	2322	7.809
Bulgaria	9.641.533,03	1345	7.168
Italy	2.689.047,66	740	3.634
<b>MS Totals</b>	<b>260.334.396,00</b>	<b>12.658</b>	<b>20.567</b>

As the table shows, the total amount assigned per km of external land border was on average 20.567 € for the period 2007-2011. In particular Spain received an amount substantially 20 times the average per km for the enclaves of Ceuta and Melilla.

#### Overall conclusions on the category land borders

As regards the *land borders*, the distribution (based on average yearly amount) shows that Greece, Romania<sup>14</sup> and Spain concentrate 40% of the total allocation for that category, being Greece and Romania amongst the Member States with the longest external borders. Spain's allocation is almost entirely due to the heavy workload at the enclaves of Ceuta and Melilla. The allocation for land borders showed limited variations over time in the distribution between Member States; this was essentially due to the fact that concerning the factor "length of borders", on the one hand the annual risk assessment of the border sections carried out by FRONTEX delivered rather stable risk levels over time, and on the other the weighting

<sup>14</sup> The average amount for Romania is based on the allocations for 2010 and 2011, since Romania participates in the Fund only from 2010

factors applied to the length of the border sections have a limited range (multiplying factor between 1 and 3).

#### 4.1.2. Maritime borders (2007-2011)

The resources available for maritime borders were assigned 70% according to the length of the borders and 30% according to the workload at the external borders (the number of persons crossing the external borders and the number of third-country nationals refused entry at the external borders, the number of third-country nationals apprehended after having crossed the border irregularly)

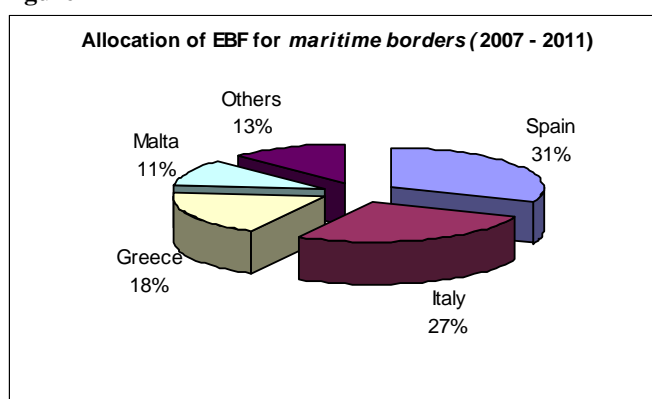
##### Distribution and main beneficiaries

As the table below shows, the allocation for maritime borders is substantially concentrated on Spain, Italy, Greece and Malta. This is mainly due to the fact that, after the application of the FRONTEX risk analysis of the border sections and the consequent multiplying factors, only those Member States count for the category "length of external borders". Furthermore, Spain, Italy and Greece are also the Member States with highest workload at the border, in particular in terms of refusals and apprehensions of third-country nationals after having crossed the external maritime borders (see chart below).

**Table 25: Overview Sea Borders Component**

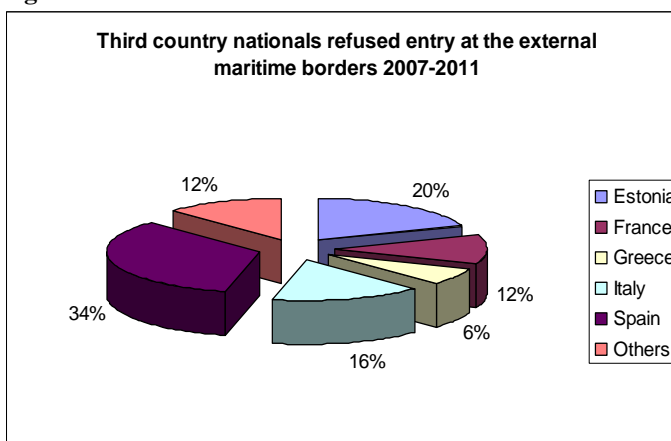
Member State	Maritime Borders Amount Total 2007-2011	%
Spain	93.458.839,95	30,77%
Italy	82.923.419,82	27,30%
Greece	56.047.134,30	18,45%
Malta	33.284.284,37	10,96%
France	10.081.728,17	3,32%
Estonia	9.051.853,61	2,98%
Netherlands	4.436.145,77	1,46%
Portugal	3.655.407,30	1,20%
Finland	1.977.678,29	0,65%
Germany	1.866.470,84	0,61%
Sweden	1.485.907,57	0,49%
Poland	1.243.058,29	0,41%
Belgium	1.042.123,63	0,34%
Cyprus	1.003.990,87	0,33%
Lithuania	509.687,38	0,17%
Norway	298.287,43	0,10%
Latvia	399.039,90	0,13%
Romania	386.604,70	0,13%
Bulgaria	329.438,58	0,11%
Slovenia	120.858,31	0,04%
Denmark	100.400,95	0,03%
Iceland	21.101,97	0,01%
<b>MS Totals</b>	<b>303.723.462,00</b>	<b>100,00%</b>

**Figure 47**



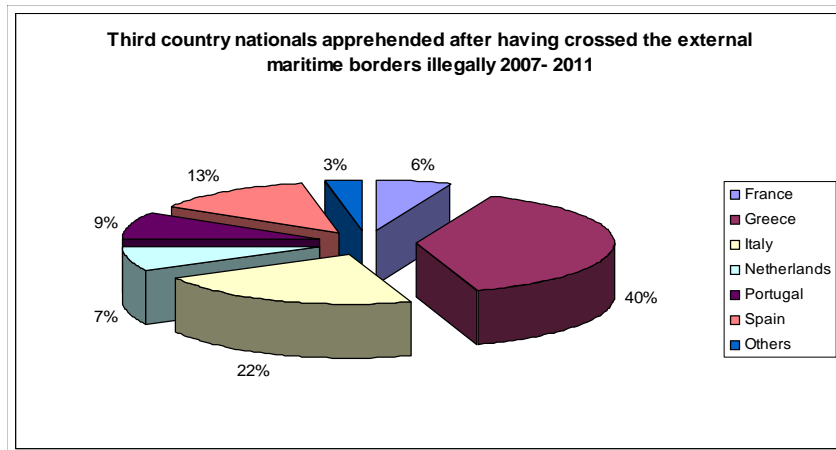
Source of data: EBF data collection

**Figure 48**





**Figure 49**



The Czech Republic, Slovakia, Austria and Luxemburg have no external maritime borders.

Threat levels

Table 26 on threat levels by maritime borders sectors shows that Greece, Spain, Italy and Malta are the Member States with border sections at higher risks, as the Mediterranean Sea and the Canary Islands Sea area are the areas having undergone the strongest migratory pressure. Nevertheless, the risk analysis shows also that the highest risk is shifting from the Atlantic and central Mediterranean Sea towards the Eastern Mediterranean Sea. First, specific agreements and police cooperation between Spain and several countries of departure in West Africa (in particular Senegal and Mauretania) together with joint patrolling operations in the area contributed to a strong decrease in irregular migration. Furthermore, cooperation agreements between Italy and Libya in the Central Mediterranean Sea and along the coast with Libya contributed to a strong decrease in the number of irregular border crossing in the area (affecting in particular the Sicilian Sea and Malta). On the other hand, over the last years, the Aegean Sea and the Eastern Mediterranean Sea around Crete have become high- risk areas due to the strong migratory pressure.

As a result of the risk analysis and the application of the consequent weighting factors to the real length (in km), the final length of the maritime borders to take as reference for the calculation of the allocation for each Member State was modified significantly, as shown in the table below. The table shows that after the application of the weighting factors Greece, Italy, Malta and Spain are essentially the only Member States which count for the factor "length of the maritime borders" for the calculation of the Fund.

**Table 26: FRONTEX threat levels by maritime border sections<sup>15</sup>**

Member State	Border section	budget year 2011	budget year 2010	budget year 2009	budget year 2008	budget year 2007
		threat level - 2009	threat level - 2008	threat level - 2007	threat level - 2006	threat level - 2005
Belgium	North Sea	Minimum	Normal	Normal	Minimum	Minimum
Bulgaria	Black Sea	Minimum	Minimum	N.A.	N.A.	N.A.
Cyprus	Mediterranean Sea	Minimum	Minimum	Minimum	Minimum	Minimum
Denmark	Baltic Sea	Minimum	Minimum	Minimum	Minimum	Minimum

<sup>15</sup> See footnote 14

Member State	Border section	budget year 2011	budget year 2010	budget year 2009	budget year 2008	budget year 2007
	North Sea	Minimum	Minimum	Minimum	Minimum	Minimum
Estonia	Baltic Sea	Minimum	Minimum	Minimum	Minimum	Minimum
Finland	Baltic Sea	Minimum	Minimum	Minimum	Minimum	Minimum
France	Atlantic Ocean	Minimum	Minimum	Minimum	Minimum	Minimum
	Mediterranean Sea	Minimum	Minimum	Normal	Normal	Normal
Germany	Baltic Sea	Minimum	Minimum	Minimum	Minimum	Minimum
	North Sea	Minimum	Minimum	Minimum	Minimum	Minimum
Greece	Aegean Sea	High	High	High	Medium	Medium
	Medit. Sea - Crete	Medium	Medium	Medium	Normal	Normal
	Ionic Sea	Minimum	Minimum	Minimum	Minimum	Minimum
	Medit. Sea - others	Minimum	Normal	Normal	Minimum	Minimum
Iceland	Atlantic Ocean	Minimum	Minimum	Minimum	Minimum	Minimum
Italy	Sicilian Sea	Medium	High	High	High	High
	Medit. Sea - others	Normal	Minimum	Minimum	Minimum	Minimum
Latvia	Baltic Sea	Minimum	Minimum	Minimum	Minimum	Minimum
Lithuania	Baltic Sea	Minimum	Minimum	Minimum	Minimum	Minimum
Malta	Mediterranean Sea	Medium	High	High	High	Medium
Netherlands	North Sea	Minimum	Minimum	Minimum	Minimum	Minimum
Norway	Atlantic Ocean	Minimum	Minimum	Minimum	Minimum	Minimum
Poland	Baltic Sea	Minimum	Minimum	Minimum	Minimum	Minimum
Portugal	Atlantic Ocean	Minimum	Minimum	Minimum	Minimum	Minimum
Romania	Black Sea	Minimum	Minimum	N.A.	N.A.	N.A.
Slovenia	Adriatic Sea	Minimum	Minimum	Minimum	Minimum	Minimum
Spain	Atlantic - Canary islands	Medium	High	High	High	Medium
	Atlantic - Portugal-Cadiz	Minimum	Minimum	Minimum	Minimum	Minimum
	Medit. Sea - Cadiz-Alicante	Medium	Medium	Medium	Medium	High
	Medit. Sea - Alicante-France	Minimum	Minimum	Minimum	Minimum	Minimum
Sweden	Baltic Sea	Minimum	Minimum	Minimum	Minimum	Minimum

**Table 27: Maritime borders: share per MS of their borders before and after the application of the weighting factors**

Member States	2011 AP (2009 data)		2010 AP (2008 data)		2009 AP (2007 data)		2008 AP (2006 data)		2007 AP (2005 data)	
	real * length	after weighting	real * length	after weighting	real * length	after weighting	real * length	after weighting	real * length	after weighting
BELGIUM	0,25%	0,00%	0,24%	0,22%	0,25%	0,21%	0,24%	0,26%	0,24%	0,00%
BULGARIA	0,74%	0,00%	0,71%	0,00%	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
CYPRUS	1,56%	0,00%	1,50%	0,00%	1,52%	0,00%	1,51%	0,00%	1,51%	0,00%
DENMARK	4,41%	0,00%	4,25%	0,00%	4,30%	0,00%	4,26%	0,00%	4,26%	0,00%
ESTONIA	1,78%	0,00%	1,71%	0,00%	1,73%	0,00%	1,72%	0,00%	1,72%	0,00%
FINLAND	2,90%	0,00%	2,79%	0,00%	2,82%	0,00%	2,80%	0,00%	2,80%	0,00%
FRANCE	10,95%	0,00%	10,54%	0,00%	10,66%	0,88%	10,58%	1,10%	10,58%	1,53%
GERMANY	1,62%	0,00%	1,56%	0,00%	1,58%	0,00%	1,57%	0,00%	1,57%	0,00%
GREECE	20,12%	33,80%	19,35%	24,21%	19,58%	23,09%	19,44%	5,76%	19,44%	8,04%
ICELAND	4,00%	0,00%	3,85%	0,00%	3,90%	0,00%	3,87%	0,00%	3,87%	0,00%
ITALY	12,12%	34,70%	11,66%	22,54%	11,80%	25,25%	11,71%	29,56%	11,71%	41,26%
LATVIA	1,16%	0,00%	1,11%	0,00%	1,12%	0,00%	1,12%	0,00%	1,12%	0,00%
LITHUANIA	0,28%	0,00%	0,27%	0,00%	0,27%	0,00%	0,27%	0,00%	0,27%	0,00%
MALTA	0,57%	3,76%	2,57%	18,38%	2,67%	18,03%	3,36%	28,63%	3,36%	14,98%
NETHERLANDS	1,21%	0,00%	1,17%	0,00%	1,18%	0,00%	1,17%	0,00%	1,17%	0,00%
NORWAY	6,14%	0,00%	5,91%	0,00%	5,98%	0,00%	5,93%	0,00%	5,93%	0,00%
POLAND	1,02%	0,00%	0,98%	0,00%	0,99%	0,00%	0,99%	0,00%	0,99%	0,00%
PORTUGAL	5,93%	0,00%	5,70%	0,00%	5,77%	0,00%	5,73%	0,00%	5,73%	0,00%
ROMANIA	0,45%	0,00%	0,43%	0,00%	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
SLOVENIA	0,11%	0,00%	0,10%	0,00%	0,11%	0,00%	0,11%	0,00%	0,11%	0,00%
SPAIN	16,30%	27,74%	17,45%	34,65%	17,58%	32,55%	17,45%	34,69%	17,45%	34,18%
SWEDEN	6,37%	0,00%	6,13%	0,00%	6,20%	0,00%	6,16%	0,00%	6,16%	0,00%

\*Note that differences in percentage on the real border length over the years for the same Member State may be due to the variation of the km to the external border after considering the long range operations, varying every year (Italy, Malta, Greece)

**Table 28: Trend of the allocation for maritime borders over 2007-2011**

Member State	2007	%	2008	%	2008-2007	2009	%	2009-2008	2010	%	2010-2009	2011	%	2011-2010
	Amount		Amount			Amount			Amount			Amount		
Austria	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Belgium	138.608,89	0,27%	221.553,84	0,47%	0,20%	228.563,50	0,41%	-0,06%	249.012,55	0,37%	-0,04%	204.385	0,25%	-0,12%
Bulgaria	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	143.354,66	0,21%	0,21%	186.084	0,22%	0,01%
Cyprus	265.882,68	0,52%	238.941,13	0,51%	-0,02%	313.518,53	0,56%	0,06%	68.020,24	0,10%	-0,46%	117.628	0,14%	0,04%
Czech Republic	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Denmark	10.553,34	0,02%	9.027,75	0,02%	0,00%	34.210,67	0,06%	0,04%	19.226,25	0,03%	-0,03%	27.383	0,03%	0,00%
Estonia	1.403.903,73	2,77%	1.549.342,67	3,30%	0,53%	2.169.190,17	3,90%	0,61%	2.134.042,13	3,17%	-0,73%	1.795.375	2,16%	-1,02%
Finland	518.497,57	1,02%	583.464,63	1,24%	0,22%	599.658,73	1,08%	-0,16%	240.561,65	0,36%	-0,72%	35.496	0,04%	-0,32%
France	1.836.109,49	3,62%	1.522.665,88	3,24%	-0,38%	1.483.196,43	2,67%	-0,57%	2.431.980,84	3,62%	0,95%	2.807.776	3,37%	-0,24%
Germany	332.361,40	0,66%	368.670,55	0,78%	0,13%	406.103,05	0,73%	-0,05%	321.141,97	0,48%	-0,25%	438.194	0,53%	0,05%
Greece	4.298.915,90	8,48%	3.287.053,24	6,99%	-1,49%	10.822.679,39	19,47%	12,48%	14.125.460,36	21,01%	1,54%	23.513.025	28,26%	7,24%
Hungary	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Iceland	0,00	0,00%	0,00	0,00%	0,00%	7.355,55	0,01%	0,01%	5.814,61	0,01%	0,00%	7.932	0,01%	0,00%
Italy	17.186.917,92	33,91%	12.184.555,35	25,92%	-8,00%	12.591.959,33	22,65%	-3,26%	14.927.143,30	22,21%	-0,45%	26.032.844	31,28%	9,08%
Latvia	77.127,87	0,15%	83.440,77	0,18%	0,03%	109.886,55	0,20%	0,02%	81.831,29	0,12%	-0,08%	46.753	0,06%	-0,07%
Lithuania	93.114,73	0,18%	117.339,41	0,25%	0,07%	104.644,48	0,19%	-0,06%	94.658,67	0,14%	-0,05%	99.930	0,12%	-0,02%
Luxembourg	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Malta	5.455.714,96	10,77%	9.565.571,09	20,35%	9,58%	7.105.306,54	12,78%	-7,56%	8.757.055,55	13,03%	0,25%	2.400.636	2,88%	-10,14%
Netherlands	766.609,16	1,51%	818.911,39	1,74%	0,23%	872.959,26	1,57%	-0,17%	843.039,65	1,25%	-0,32%	1.134.626	1,36%	0,11%
Norway	0,00	0,00%	0,00	0,00%	0,00%	166.332,80	0,30%	0,30%	11.589,10	0,02%	-0,28%	120.366	0,14%	0,13%
Poland	359.846,13	0,71%	332.401,96	0,71%	0,00%	303.356,91	0,55%	-0,16%	157.659,08	0,23%	-0,31%	89.794	0,11%	-0,13%
Portugal	932.717,16	1,84%	1.074.224,44	2,28%	0,44%	1.362.001,47	2,45%	0,17%	120.686,48	0,18%	-2,27%	165.778	0,20%	0,02%
Romania	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	153.401,58	0,23%	0,23%	233.203	0,28%	0,05%
Slovakia	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
Slovenia	15.722,34	0,03%	17.141,23	0,04%	0,01%	22.497,05	0,04%	0,00%	25.903,87	0,04%	0,00%	39.594	0,05%	0,01%
Spain	16.676.533,41	32,91%	14.602.963,39	31,06%	-1,85%	16.380.527,36	29,47%	-1,59%	22.118.781,58	32,90%	3,44%	23.680.034	28,46%	-4,45%
Sweden	310.863,33	0,61%	438.231,29	0,93%	0,32%	505.621,23	0,91%	-0,02%	191.327,59	0,28%	-0,62%	39.864	0,05%	-0,24%
Switzerland	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	0	0,00%	0,00%
<b>MS Totals</b>	<b>50.680.000,00</b>	<b>100%</b>	<b>47.015.500,00</b>	<b>100%</b>	<b>0,00%</b>	<b>55.589.569,00</b>	<b>100%</b>	<b>0,00%</b>	<b>67.221.693,00</b>	<b>100%</b>	<b>0,00%</b>	<b>83.216.700</b>	<b>100%</b>	<b>0,00%</b>

Table 28 shows that the allocation for maritime borders can have some important changes over time, essentially linked to the FRONTEX risk assessment for the border sections, since the weighting factors (ranging from 0 to 8) can change significantly the final measure of the length border to be taken as reference for the calculation. In that respect the table shows an important increase in the allocation for Greece from 2008 to 2009; this was mainly due to the increase of the risk level for the Greek sea (in particular, the Aegean sea from medium to high risk, the Mediterranean sea around Crete from normal to medium and the southern Mediterranean Sea from minimum to normal risk). Conversely, from 2010 to 2011 the allocation for Malta decreased significantly, due to the downgrading of the relevant section of the Mediterranean Sea from high risk to medium risk level.

**Table 29: Allocation of EBF per Km of external maritime border (2007-2011)**

Member State	Maritime Borders	Border Length	per km
	Amount	km	Amount per km
Malta	33.284.284,37	246	135.302
Italy	82.923.419,82	5225	15.871
Spain	93.458.839,95	7785	12.005
Estonia	9.051.853,61	767	11.802
Belgium	1.042.123,63	109	9.561
Netherlands	4.436.145,77	523	8.482
Greece	56.047.134,30	8670	6.464
Lithuania	509.687,38	120	4.247
Poland	1.243.058,29	440	2.825
Germany	1.866.470,84	700	2.666
Slovenia	120.858,31	47	2.571
France	10.081.728,17	4720	2.136
Romania	386.604,70	194	1.993
Finland	1.977.678,29	1250	1.582
Cyprus	1.003.990,87	673	1.492
Portugal	3.655.407,30	2555	1.431
Bulgaria	329.438,58	320	1.029
Latvia	399.039,90	498	801
Sweden	1.485.907,57	2746	541
Norway	298.287,43	2646	113
Denmark	100.400,95	1902	53
Iceland	21.101,97	1725	12
<b>MS Totals</b>	<b>303.723.462,00</b>	<b>43861</b>	<b>6.925</b>

The total amount assigned per km of external maritime border was on average 6.925 € for the period 2007-2011 (Table 28). Malta, Italy and Spain obtained an amount per km significantly higher than the average; in particular Malta received an amount substantially 20 times the average per km.

#### Overall conclusion on the category maritime borders

As far as the *maritime borders* are concerned, the distribution shows that the allocation is substantially concentrated on Spain, Italy, Greece and Malta (87% of the total allocation for that category), which can be considered the Member States with the highest burden in border control at sea. This concentration is mainly due to the factor "length of the borders", which represent 70% of the allocation. That factor is an element strongly dependent on the risk assessment of the maritime borders conducted by FRONTEX and the difference of the weighting factors ranging from 0 to 8. The structure of the weighting factors leads to the situation where Spain, Italy Greece and Malta, which represents half of the total maritime external borders in km, received nearly the whole allocation attributed to the length of the borders. At the same time, changes in the risk assessment by the Agency for specific border

sections entailed significant changes in the allocation for the same Member States (e.g. important increase in the allocation for Greece in 2009 due to increase in the threat level of the Aegean sea, important decrease in the allocation of Malta for 2011, following the decrease in the threat level in the relevant Mediterranean sea).

In addition, the allocation of resources for maritime borders is dependent on long range operations carried out by a Member State. According to this principle, for 2009 and 2010 allocations Spain, Italy and Malta extended their maritime borders, taking into account their patrolling activities during long range operations. This factor is the only element which can be actively influenced by a Member State whereas the other factors are external (length of the borders, workload).

4.1.3. Airports (2007-2011)

The resources available for airports were assigned according to the workload at the borders (the number of persons crossing the external borders and the number of third-country national refused entry at the external borders).

Distribution and main beneficiaries

Four Member States (Spain, France, Germany and Italy) count for 64% of the allocations for the airports, being the Member States with the highest number of border crossings (note that for France data on the number of crossing were not available for 2007 and 2008); Those Member States are also those which report the highest number of refusals (see chart below).

Table 30: Overview Airports component

Member State	Airports	
	Total Amount 2007-2011	%
Spain	39.825.373,83	22,95
France	31.023.831,25	17,88
Germany	22.478.991,59	12,95
Italy	16.638.695,69	9,59
Netherlands	10.019.985,05	5,77
Portugal	8.687.672,48	5,01
Greece	7.447.232,75	4,29
Poland	4.847.836,12	2,79
Belgium	4.646.922,18	2,68
Cyprus	3.986.414,20	2,30
Switzerland	3.728.611,30	2,15
Czech Rep.	3.401.043,53	1,96
Austria	2.865.871,78	1,65
Hungary	2.022.813,47	1,17
Romania	1.974.667,84	1,14
Sweden	1.745.015,18	1,01
Denmark	1.476.257,37	0,85
Finland	1.345.068,60	0,78
Bulgaria	903.851,89	0,52
Norway	862.971,38	0,50
Latvia	812.021,01	0,47
Lithuania	619.369,19	0,36
Slovenia	555.952,35	0,32
Slovakia	519.592,71	0,30
Malta	478.243,01	0,28
Estonia	387.362,36	0,22
Iceland	131.327,45	0,08
Luxembourg	123.268,46	0,07
<b>MS Totals</b>	<b>173.556.264,00</b>	<b>100,00</b>

Figure 50

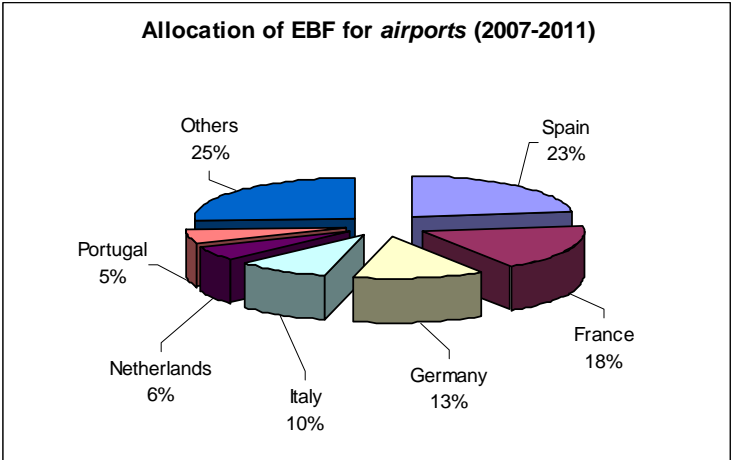
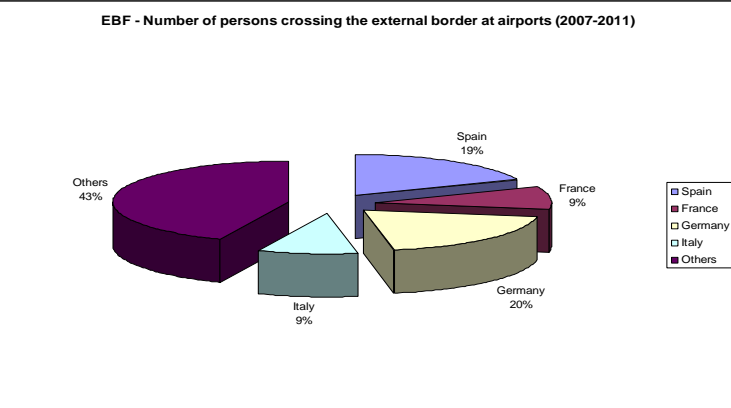
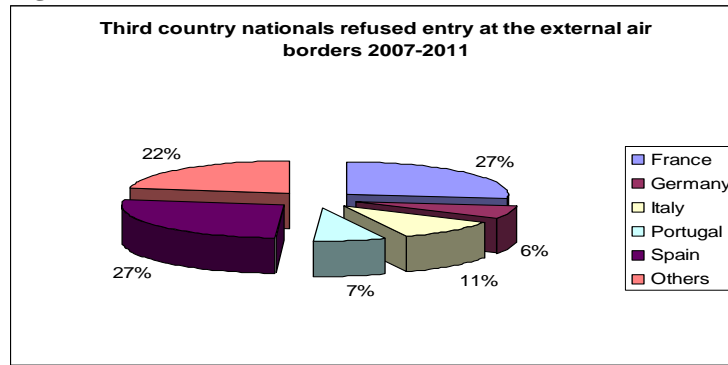


Figure 51



**Figure 52**

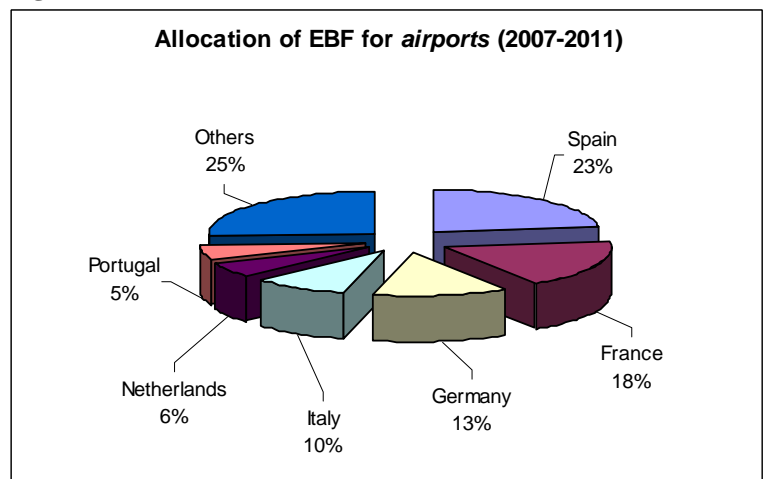


The table below shows that the allocation for airports is fairly stable over time for each Member State. The enlargement to the Schengen Area of Estonia, the Czech Republic, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia on 21 December 2007 produced some decrease in the allocation for those Member States from 2010 budget year, due to the consequent decrease of border crossings (which became internal crossings) from end 2007.

**Table 31: Order airports amount**

Member State	Airports Amount Total 2007-2011	%
Spain	39.825.373,83	22,95%
France	31.023.831,25	17,88%
Germany	22.478.991,59	12,95%
Italy	16.638.695,69	9,59%
Netherlands	10.019.985,05	5,77%
Portugal	8.687.672,48	5,01%
Greece	7.447.232,75	4,29%
Poland	4.847.836,12	2,79%
Belgium	4.646.922,18	2,68%
Cyprus	3.986.414,20	2,30%
Switzerland	3.728.611,30	2,15%
Czech Republic	3.401.043,53	1,96%
Austria	2.865.871,78	1,65%
Hungary	2.022.813,47	1,17%
Romania	1.974.667,84	1,14%
Sweden	1.745.015,18	1,01%
Denmark	1.476.257,37	0,85%
Finland	1.345.068,60	0,78%
Bulgaria	903.851,89	0,52%
Norway	862.971,38	0,50%
Latvia	812.021,01	0,47%
Lithuania	619.369,19	0,36%
Slovenia	555.952,35	0,32%
Slovakia	519.592,71	0,30%
Malta	478.243,01	0,28%
Estonia	387.362,36	0,22%
Iceland	131.327,45	0,08%
Luxembourg	123.268,46	0,07%
<b>MS Totals</b>	<b>173.556.264,00</b>	<b>100,00%</b>

**Figure 53**



**Table 32: Trend of the allocation for airports over 2007-2011**

Member State	2007	%	2008	%	2008-2007	2009	%	2009-2008	2010	%	2010-2009	2011	%	2011-2010
	Amount		Amount			Amount			Amount			Amount		
Austria	519.249,90	1,79%	495.523,22	1,84%	0,05%	485.158,39	1,53%	-0,32%	575.647,59	1,50%	-0,03%	790.293	1,66%	0,16%
Belgium	861.322,87	2,97%	800.749,81	2,98%	0,01%	774.213,30	2,44%	-0,54%	833.289,12	2,17%	-0,27%	1.377.347	2,90%	0,73%
Bulgaria	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	391.637,54	1,02%	1,02%	512.214	1,08%	0,06%
Cyprus	893.883,28	3,09%	775.071,89	2,88%	-0,20%	698.042,49	2,20%	-0,69%	734.949,84	1,91%	-0,28%	884.467	1,86%	-0,05%
Czech Republic	907.765,26	3,13%	792.022,82	2,95%	-0,19%	654.173,54	2,06%	-0,89%	530.041,01	1,38%	-0,68%	517.041	1,09%	-0,29%
Denmark	54.290,61	0,19%	47.433,14	0,18%	-0,01%	376.084,85	1,18%	1,01%	540.913,13	1,41%	0,22%	457.536	0,96%	-0,45%
Estonia	97.251,41	0,34%	86.231,61	0,32%	-0,01%	85.761,22	0,27%	-0,05%	75.059,72	0,20%	-0,07%	43.058	0,09%	-0,10%
Finland	217.255,83	0,75%	213.951,98	0,80%	0,05%	245.713,10	0,77%	-0,02%	298.345,32	0,78%	0,00%	369.802	0,78%	0,00%
France	4.401.293,93	15,20%	3.810.345,10	14,18%	-1,02%	5.428.680,10	17,09%	2,91%	7.371.387,71	19,19%	2,10%	10.012.124	21,05%	1,86%
Germany	4.361.608,25	15,06%	3.995.452,54	14,87%	-0,19%	3.905.482,26	12,29%	-2,58%	4.462.493,96	11,62%	-0,68%	5.753.955	12,10%	0,48%
Greece	1.429.526,19	4,94%	1.220.817,66	4,54%	-0,39%	1.051.845,71	3,31%	-1,23%	1.407.430,69	3,66%	0,35%	2.337.613	4,92%	1,25%
Hungary	637.590,25	2,20%	465.801,69	1,73%	-0,47%	410.571,85	1,29%	-0,44%	293.563,28	0,76%	-0,53%	215.286	0,45%	-0,31%
Iceland	0,00	0,00%	0,00	0,00%	0,00%	43.972,99	0,14%	0,14%	42.984,41	0,11%	-0,03%	44.370	0,09%	-0,02%
Italy	3.333.694,62	11,51%	3.375.018,37	12,56%	1,05%	3.201.561,15	10,08%	-2,48%	3.006.218,62	7,83%	-2,25%	3.722.203	7,83%	0,00%
Latvia	118.582,12	0,41%	120.064,13	0,45%	0,04%	167.974,04	0,53%	0,08%	203.018,23	0,53%	0,00%	202.382	0,43%	-0,10%
Lithuania	131.096,64	0,45%	112.018,18	0,42%	-0,04%	125.070,75	0,39%	-0,02%	136.681,37	0,36%	-0,04%	114.502	0,24%	-0,12%
Luxembourg	21.667,72	0,07%	21.252,01	0,08%	0,00%	23.665,95	0,07%	0,00%	26.339,47	0,07%	-0,01%	30.343	0,06%	0,00%
Malta	70.029,48	0,24%	62.611,29	0,23%	-0,01%	125.258,71	0,39%	0,16%	111.705,95	0,29%	-0,10%	108.638	0,23%	-0,06%
Netherlands	735.884,67	2,54%	1.307.268,23	4,87%	2,32%	2.156.026,63	6,79%	1,92%	2.560.566,33	6,67%	-0,12%	3.260.239	6,86%	0,19%
Norway	0,00	0,00%	0,00	0,00%	0,00%	203.113,19	0,64%	0,64%	311.639,17	0,81%	0,17%	348.219	0,73%	-0,08%
Poland	880.533,57	3,04%	867.848,57	3,23%	0,19%	1.049.287,87	3,30%	0,07%	1.078.143,78	2,81%	-0,50%	972.022	2,04%	-0,76%
Portugal	1.591.854,53	5,50%	1.394.174,18	5,19%	-0,31%	1.515.915,70	4,77%	-0,42%	1.898.032,79	4,94%	0,17%	2.287.695	4,81%	-0,13%
Romania	0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	808.646,99	2,11%	2,11%	1.166.021	2,45%	0,35%
Slovakia	81.708,73	0,28%	85.626,96	0,32%	0,04%	123.788,75	0,39%	0,07%	119.889,46	0,31%	-0,08%	108.579	0,23%	-0,08%
Slovenia	117.680,07	0,41%	107.339,81	0,40%	-0,01%	103.388,99	0,33%	-0,07%	100.017,19	0,26%	-0,07%	127.526	0,27%	0,01%
Spain	7.093.245,73	24,49%	6.419.279,68	23,89%	-0,60%	7.483.093,64	23,56%	-0,34%	8.948.827,99	23,30%	-0,26%	9.880.927	20,78%	-2,52%
Sweden	402.984,35	1,39%	290.097,15	1,08%	-0,31%	303.482,31	0,96%	-0,12%	377.687,44	0,98%	0,03%	370.764	0,78%	-0,20%
Switzerland	0,00	0,00%	0,00	0,00%	0,00%	1.024.140,52	3,22%	3,22%	1.167.237,92	3,04%	-0,19%	1.537.233	3,23%	0,19%
<b>MS Totals</b>	<b>28.960.000,00</b>	<b>100%</b>	<b>26.866.000,00</b>	<b>100%</b>	<b>0,00%</b>	<b>31.765.468,00</b>	<b>100%</b>	<b>0,00%</b>	<b>38.412.396,00</b>	<b>100%</b>	<b>0,00%</b>	<b>47.552.400</b>	<b>100%</b>	<b>0,00%</b>



## Overall conclusion on the category airports

The calculation of the allocation for the *airports* is based exclusively on the workload carried out at the external air border (number of persons crossing the air external borders and the number of persons refused at the borders); the distribution of the allocation shows that Spain, France, Germany, Italy and the Netherlands concentrated 66% of the total amount for that category, having the biggest airports within the Schengen area. The allocation proved to be rather stable over time in the distribution between Member States, the distribution in the number of persons crossing the air border and the number of refusals remaining overall rather stable.

### 4.1.4. Consular offices (2007-2011)

The distribution of the Fund allocation for this category is calculated on the basis of the number of consular offices of Member States in the countries listed in Annex I to Regulation (EC) No 539/2001 (50%), and the number of the visa applications (50%).

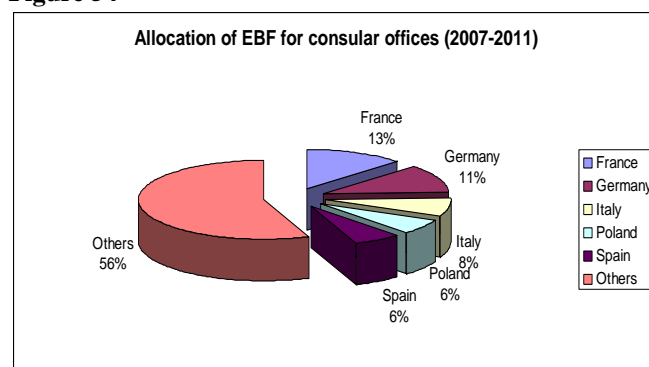
**Table 33: Overview Consular Offices component**

Member State	Consular Offices	Number of consular offices Average 2007-2013	N° of visa applications Average 2007-2013	%
	Amount Total 2007-2013			
France	17.761.077,20	128	10.162.655	13,64
Germany	15.699.602,46	104	9.341.228	12,06
Italy	10.506.109,35	87	5.178.796	8,07
Poland	8.766.054,95	66	5.050.547	6,73
Spain	8.570.419,55	70	4.234.125	6,58
Greece	6.367.817,11	60	2.780.317	4,89
Czech Republic	6.046.876,13	54	2.878.065	4,65
Netherlands	5.807.838,04	68	1.914.828	4,46
Finland	5.425.720,34	34	3.155.125	4,17
Hungary	4.897.228,61	43	2.505.457	3,76
Austria	4.334.241,86	42	1.917.280	3,33
Switzerland	3.985.240,00	64	1.475.911	3,06
Belgium	3.970.464,96	53	966.238	3,05
Sweden	3.425.854,18	42	1.027.076	2,63
Bulgaria	2.985.975,42	53	1.258.480	2,29
Cyprus	2.769.335,67	32	911.531	2,13
Denmark	2.738.737,52	42	409.873	2,10
Portugal	2.724.668,46	39	516.234	2,09
Lithuania	2.546.187,50	14	1.680.121	1,96
Slovakia	2.118.667,49	27	595.440	1,63
Norway	2.116.712,56	48	368.522	1,63
Romania	2.060.408,67	59	447.422	1,58
Latvia	1.486.242,43	12	732.245	1,14
Slovenia	1.174.481,26	11	528.612	0,90
Estonia	1.026.486,83	8	548.241	0,79
Malta	652.309,92	8	184.408	0,50
Luxembourg	164.651,23	2	23.883	0,13
Iceland	37.788,30	1	1.744	0,03
<b>Total</b>	<b>130.167.198,00</b>	<b>1.270</b>	<b>60.794.399</b>	<b>100</b>

France and Germany have the most extended consular network in Europe, and have the highest number of requests for visa applications.

There is a rather even distribution of the Fund among Italy, Spain, Poland, Czech Republic, Hungary, Netherlands, Austria and Finland.

**Figure 54**



**Table 34: Trend of the allocation for consular offices over 2007-2011**

<b>2007</b>	<b>%</b>	<b>2008</b>	<b>%</b>	<b>2008-2007</b>	<b>2009</b>	<b>%</b>	<b>2009-2008</b>	<b>2010</b>	<b>%</b>	<b>2010-2009</b>	<b>2011</b>	<b>%</b>	<b>2011-2010</b>
Amount		Amount			Amount			Amount			Amount		
856.865,18	3,95%	746.890,06	3,71%	-0,24%	800.883,72	3,36%	-0,35%	885.341,32	3,07%	-0,29%	1.044.262	2,93%	-0,15%
716.556,21	3,30%	657.153,59	3,26%	-0,04%	732.327,26	3,07%	-0,19%	832.135,75	2,89%	-0,19%	1.032.292	2,89%	0,01%
0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	1.290.350,38	4,48%	4,48%	1.695.625	4,75%	0,28%
505.471,66	2,33%	458.780,37	2,28%	-0,05%	528.578,47	2,22%	-0,06%	619.753,59	2,15%	-0,07%	656.752	1,84%	-0,31%
1.065.348,46	4,90%	1.021.216,03	5,07%	0,16%	1.190.718,13	5,00%	-0,07%	1.274.550,24	4,42%	-0,57%	1.495.043	4,19%	-0,23%
597.756,63	2,75%	543.677,46	2,70%	-0,05%	464.216,76	1,95%	-0,75%	514.505,03	1,79%	-0,16%	618.582	1,73%	-0,05%
173.310,99	0,80%	175.540,56	0,87%	0,07%	195.142,78	0,82%	-0,05%	210.276,90	0,73%	-0,09%	272.216	0,76%	0,03%
767.679,62	3,53%	753.406,78	3,74%	0,20%	959.026,06	4,03%	0,29%	1.251.273,25	4,34%	0,32%	1.694.335	4,75%	0,41%
3.467.089,02	15,96%	3.084.318,08	15,31%	-0,66%	3.240.163,08	13,60%	-1,71%	3.604.057,21	12,51%	-1,09%	4.365.450	12,24%	-0,27%
2.891.878,53	13,31%	2.644.215,48	13,12%	-0,19%	2.841.433,36	11,93%	-1,20%	3.234.359,43	11,23%	-0,70%	4.087.716	11,46%	0,23%
984.371,88	4,53%	1.002.777,15	4,98%	0,44%	1.175.149,80	4,93%	-0,04%	1.379.953,62	4,79%	-0,14%	1.825.565	5,12%	0,33%
1.071.987,94	4,94%	941.047,15	4,67%	-0,27%	915.980,82	3,84%	-0,83%	909.872,32	3,16%	-0,69%	1.058.340	2,97%	-0,19%
0,00	0,00%	0,00	0,00%	0,00%	10.819,12	0,05%	0,05%	12.137,40	0,04%	0,00%	14.832	0,04%	0,00%
1.700.669,63	7,83%	1.593.620,50	7,91%	0,08%	1.919.422,98	8,06%	0,15%	2.331.862,41	8,09%	0,04%	2.960.534	8,30%	0,21%
231.875,49	1,07%	249.762,21	1,24%	0,17%	289.027,67	1,21%	-0,03%	325.159,12	1,13%	-0,08%	390.418	1,09%	-0,03%
441.935,60	2,03%	446.899,95	2,22%	0,18%	529.891,62	2,22%	0,01%	538.208,45	1,87%	-0,36%	589.252	1,65%	-0,22%
24.447,71	0,11%	22.578,09	0,11%	0,00%	25.809,12	0,11%	0,00%	28.809,29	0,10%	-0,01%	63.007	0,18%	0,08%
127.533,20	0,59%	115.174,46	0,57%	-0,02%	86.935,67	0,36%	-0,21%	122.906,12	0,43%	0,06%	199.760	0,56%	0,13%
1.054.955,48	4,86%	969.864,11	4,81%	-0,04%	1.082.576,25	4,54%	-0,27%	1.195.524,13	4,15%	-0,39%	1.504.918	4,22%	0,07%
0,00	0,00%	0,00	0,00%	0,00%	573.518,46	2,41%	2,41%	644.876,39	2,24%	-0,17%	898.318	2,52%	0,28%
1.901.541,53	8,75%	1.709.527,99	8,48%	-0,27%	1.796.187,89	7,54%	-0,94%	1.689.858,41	5,87%	-1,67%	1.668.939	4,68%	-1,19%
495.674,16	2,28%	466.601,53	2,32%	0,03%	496.309,90	2,08%	-0,23%	563.177,65	1,95%	-0,13%	702.905	1,97%	0,02%
0,00	0,00%	0,00	0,00%	0,00%	0,00	0,00%	0,00%	926.776,62	3,22%	3,22%	1.133.632	3,18%	-0,04%
423.576,33	1,95%	387.828,91	1,92%	-0,03%	400.134,42	1,68%	-0,25%	424.796,12	1,47%	-0,21%	482.332	1,35%	-0,12%
232.880,69	1,07%	201.175,48	1,00%	-0,07%	201.710,36	0,85%	-0,15%	232.141,12	0,81%	-0,04%	306.574	0,86%	0,05%
1.375.281,33	6,33%	1.394.428,93	6,92%	0,59%	1.490.432,58	6,26%	-0,66%	1.833.755,12	6,37%	0,11%	2.476.522	6,94%	0,58%
611.312,73	2,81%	563.015,14	2,79%	-0,02%	619.733,03	2,60%	-0,19%	721.475,08	2,50%	-0,10%	910.318	2,55%	0,05%
0,00	0,00%	0,00	0,00%	0,00%	1.257.971,69	5,28%	5,28%	1.211.404,54	4,20%	-1,08%	1.515.864	4,25%	0,05%
<b>21.720.000,00</b>	<b>100,00%</b>	<b>20.149.500,00</b>	<b>100,00%</b>	<b>0,00%</b>	<b>23.824.101,00</b>	<b>100,00%</b>	<b>0,00%</b>	<b>28.809.297,00</b>	<b>100,00%</b>	<b>0,00%</b>	<b>35.664.300</b>	<b>100,00%</b>	<b>0,00%</b>

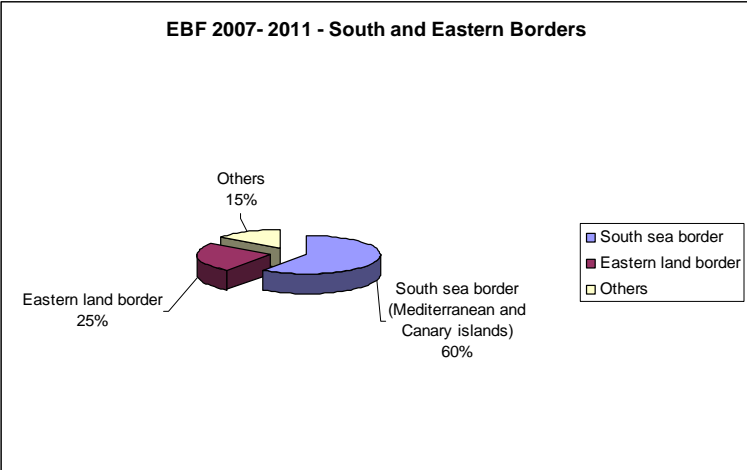
Overall conclusion on the category consular offices

As regards the *consular offices*, the results of the distribution, based on the number of consular offices of the Member States and the number of the visa applications, shows that France, Germany, Italy, Poland and Spain have 43% of the allocations between Member States and that the overall ratio of distribution of the allocations between the Member States has remained very stable over the years.

*5.1.5. Overall considerations on the distribution of allocations to the countries participating in the External Borders Fund*

The final distribution of the resources shows that major beneficiaries of the Fund were the Member States with highest burden in the common policy for the management of external borders; in fact, Spain, Greece and Italy received 48% of the Fund's allocation for the period 2007-2011; furthermore, if France, Malta, and Cyprus are added to the three main beneficiaries, the distribution of the Fund shows that 60% of the financial assistance is concentrated on Member States bordering on the Mediterranean Sea and having Atlantic approaches. At the same time, the Member States having a border in the East (Poland, Hungary, Finland, Slovenia, Romania, Lithuania, Estonia, Bulgaria, Latvia, and Slovakia) account for 25% of the total allocation.

**Figure 55**



Thus, the application of the criteria established for the allocation of the resources may be considered as satisfactory, since they have ensured a distribution of the funds coherent with the overall political aim of the External Borders Fund, i.e. to express solidarity through financial assistance to those Member States applying the Schengen acquis on external borders and visa policy.

## 4.2. The European Fund for the Integration of third-country nationals

The in depth analysis of the Integration Fund will concentrate on findings stemming from the review of the distribution of the allocations by the three different categories foreseen in the legal basis and highlighted in the box below.

According to Article 12(1)<sup>16</sup>, each Member State shall receive a fixed amount of EUR 500.000 from the Fund's annual allocation.

Article 12(2) establishes the criteria for the distribution of the remaining available annual resources between the Member States:

- (a) 40 % in proportion to the average of the total number of legally residing third-country nationals in Member States over the previous three years; and
- (b) 60 % in proportion to the number of third-country nationals who have obtained an authorisation issued by a Member State to reside on its territory over the previous three years.

The EIF basic act provides that for the purpose of the calculation referred to in Article 12 (2) b, the following categories of persons shall not be included: seasonal workers, as defined under national law; third-country nationals admitted for the purposes of studies, pupil exchange, unremunerated training or voluntary service in accordance with Council Directive 2004/114/EC (1); third country nationals admitted for purposes of scientific research in accordance with Council Directive 2005/71/EC; third country nationals who have received a renewal of an authorisation issued by a Member State or a change of status, including third-country nationals who acquire long-term resident status in accordance with Council Directive 2003/109/EC.

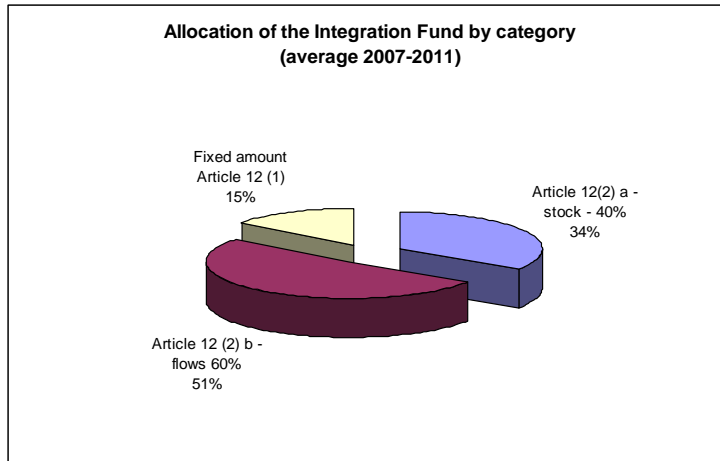
Overall the total allocation of the Integration Fund for 2007 - 2011 was distributed as follows:

**Table 35: Distribution of the IF according to Basic Act**

Category in Article 12	Amount (€)
Fixed amount Article 12 (1)	65.000.000,00
Immigrant population Article 12(2) a	153.266.800,03
New arrivals Article 12 (2) b	229.900.200,01
<b>Total</b>	<b>448.169.007,98</b>

<sup>16</sup> Council Decision N° 2007/435/EC establishing the European Fund for the Integration of third-country nationals

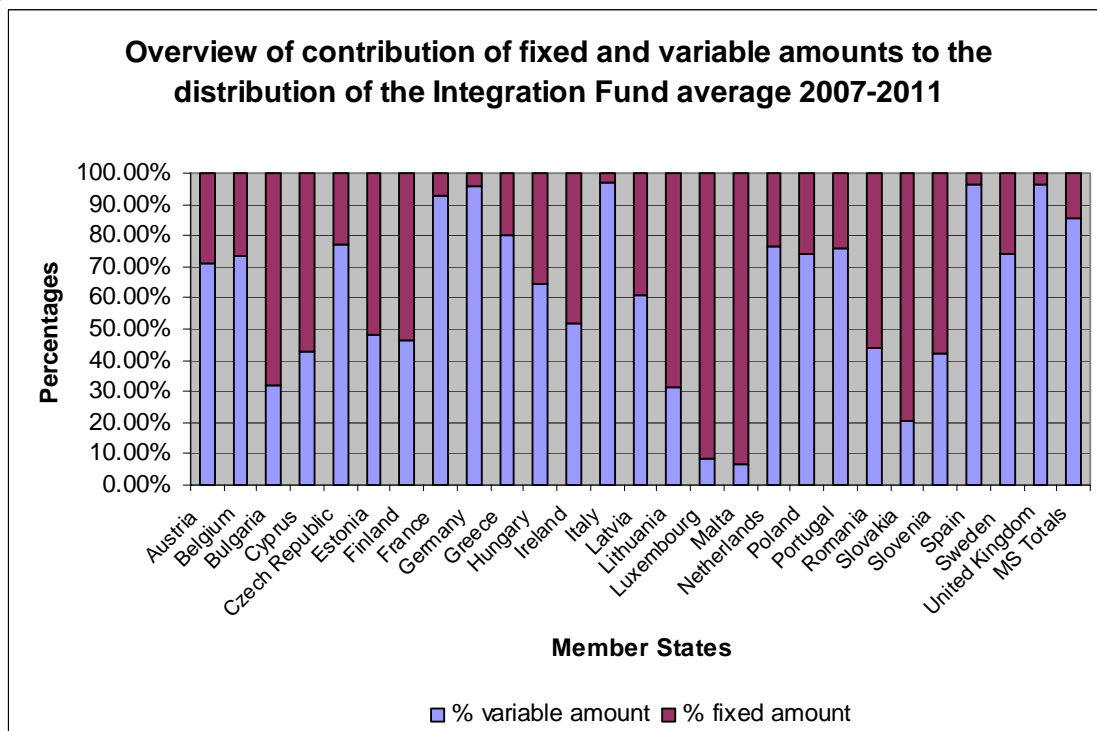
**Figure 56**



*4.2.1 Distribution of fixed and variable amounts*

The following chart highlights the average contribution of the fixed and of the variable amounts to the allocation of each Member State during the period 2007-2011, showing the importance of the fixed amount (set at 500.000 € per year in the case of the IF) for Member States receiving smaller allocations in absolute terms. In fact, for some Member States the fixed amount is an essential component in the overall allocation. For instance, it represented on average more than 50% of the total allocation for ten Member States (94% for Malta, 92% for Luxembourg, 79% for Slovakia, 69% in Lithuania, 68% for Bulgaria, 58% for Slovenia, 57% for Cyprus, 56% for Romania, 53% for Finland and 52% for Estonia). On the other hand, for the five main beneficiaries of the Integration Fund - Italy, United Kingdom, Spain, Germany and France - the fixed amount represented on average from 3% to 7% of the total allocation.

**Figure 57**



**Table 36:**

Overview fixed and variable amount average 2007-2011					
Member State	Fixed amount Article 12(1)	Variable amount Article 12(2) a) and b)	Total	% fixed amount	% variable amount
Austria	500,000.00	1,219,186.59	1,719,186.59	29.08%	70.92%
Belgium	500,000.00	1,365,700.19	1,865,700.19	26.80%	73.20%
Bulgaria	500,000.00	233,229.12	733,229.12	68.19%	31.81%
Cyprus	500,000.00	374,293.83	874,293.83	57.19%	42.81%
Czech Republic	500,000.00	1,662,728.77	2,162,728.77	23.12%	76.88%
Estonia	500,000.00	466,693.07	966,693.07	51.72%	48.28%
Finland	500,000.00	435,557.60	935,557.60	53.44%	46.56%
France	500,000.00	6,710,091.35	7,210,091.35	6.93%	93.07%
Germany	500,000.00	11,840,937.35	12,340,937.35	4.05%	95.95%
Greece	500,000.00	1,994,114.05	2,494,114.05	20.05%	79.95%
Hungary	500,000.00	899,918.84	1,399,918.84	35.72%	64.28%
Ireland	500,000.00	534,621.73	1,034,621.73	48.33%	51.67%
Italy	500,000.00	15,009,905.64	15,509,905.64	3.22%	96.78%
Latvia	500,000.00	784,532.59	1,284,532.59	38.92%	61.08%
Lithuania	500,000.00	228,797.58	728,797.58	68.61%	31.39%
Luxembourg	500,000.00	45,286.50	545,286.50	91.69%	8.31%
Malta	500,000.00	33,915.29	533,915.29	93.65%	6.35%
Netherlands	500,000.00	1,650,256.03	2,150,256.03	23.25%	76.75%
Poland	500,000.00	1,450,790.33	1,950,790.33	25.63%	74.37%
Portugal	500,000.00	1,555,020.13	2,055,020.13	24.33%	75.67%
Romania	500,000.00	397,037.88	897,037.88	55.74%	44.26%
Slovakia	500,000.00	130,024.51	630,024.51	79.36%	20.64%
Slovenia	500,000.00	364,328.20	864,328.20	57.85%	42.15%
Spain	500,000.00	12,862,565.15	13,362,565.15	3.74%	96.26%
Sweden	500,000.00	1,421,535.37	1,921,535.37	26.02%	73.98%
United Kingdom	500,000.00	12,962,332.29	13,462,332.29	3.71%	96.29%
<b>MS Totals</b>	<b>13,000,000.00</b>	<b>76,633,400.00</b>	<b>89,633,400.00</b>	<b>14.50%</b>	<b>85.50%</b>

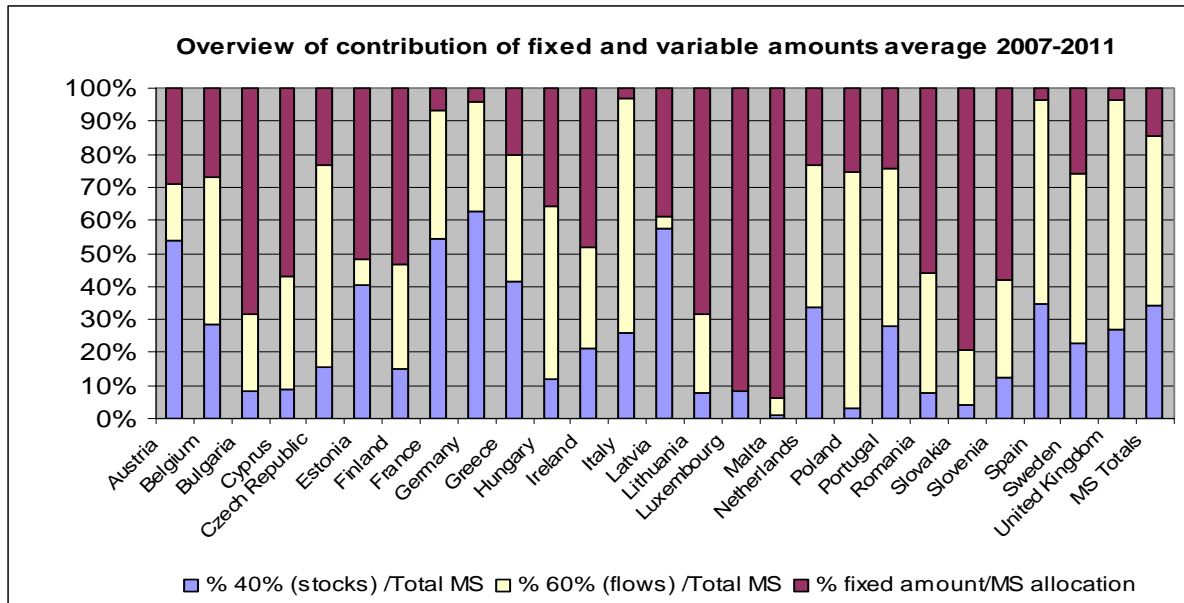
#### 4.2.2. Distribution of the variable amount by component (immigrant population and new arrivals)

As mentioned under point 4.2., Article 12(2) of the Basic Act establishing the Integration Fund sets the criteria for the distribution of annual resources between the Member States, set aside the fixed amounts.

40% of the resources are to be distributed between the Member States in proportion to the average of the total number of legally residing third-country nationals in Member States over the previous three years, i.e. the stock of the immigrant population. For the programming year 2007 this average was calculated on the basis of data from 2003, 2004 and 2005, for the programming year 2008 on the basis of data from 2004, 2005 and 2006 and so on.

60 % of the resources are to be distributed between the Member States in proportion to the number of third-country nationals who have obtained an authorisation issued by a Member State to reside on its territory over the previous three years, i.e. the newly arrived over the previous three years. For the programming year 2007 this data was calculated as the sum of the data from 2003, 2004 and 2005, for the programming year 2008 as the sum of the data from 2004, 2005 and 2006 and so on. The chart below shows the average relative contribution of the variable amount disaggregated by component per each Member State over 2007-2011.

**Figure 58- Distribution of the variable amount by component (immigrants' stocks and flows)**

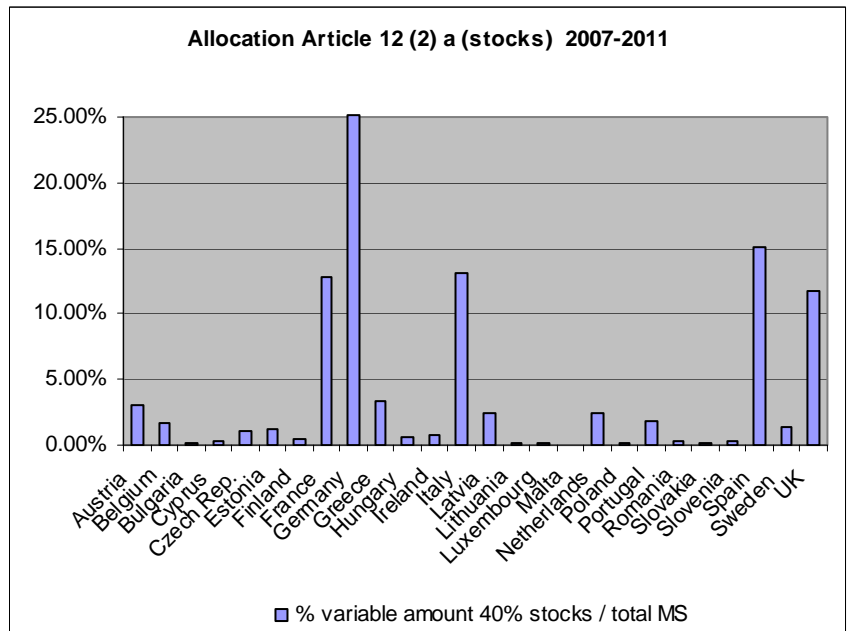


Looking in particular at the effects of the distribution criterion based on the size of the immigrant population (Article 12 (2) a of the IF Basic Act), the table and the chart below show that Germany benefitted most, receiving a quarter of the available resources over 2007-2011, followed by Spain (15%), Italy (13%), France (13%) and the United Kingdom (11%).

**Table 37: MS allocation according to art 12.2 (a)**

Member State	Allocation Article 12 (2) a 2007-2011	%
Austria	4,650,702.61 €	3.03%
Belgium	2,650,325.10 €	1.73%
Bulgaria	305,867.40 €	0.20%
Cyprus	375,795.90 €	0.25%
Czech Rep.	1,683,217.05 €	1.10%
Estonia	1,947,733.57 €	1.27%
Finland	701,982.45 €	0.46%
France	19,648,229.01 €	12.82%
Germany	38,543,548.30 €	25.15%
Greece	5,150,206.84 €	3.36%
Hungary	843,429.22 €	0.55%
Ireland	1,109,233.49 €	0.72%
Italy	20,100,538.98 €	13.11%
Latvia	3,681,870.76 €	2.40%
Lithuania	276,821.15 €	0.18%
Luxembourg	226,432.52 €	0.15%
Malta	28,476.60 €	0.02%
Netherlands	3,634,814.12 €	2.37%
Poland	286,313.50 €	0.19%
Portugal	2,897,767.37 €	1.89%
Romania	351,229.30 €	0.23%
Slovakia	133,056.54 €	0.09%
Slovenia	539,513.52 €	0.35%
Spain	23,192,325.09 €	15.13%
Sweden	2,204,754.93 €	1.44%
UK	18,102,614.73 €	11.81%
MS Totals	153,266,800.03 €	100.00%

**Figure 59**



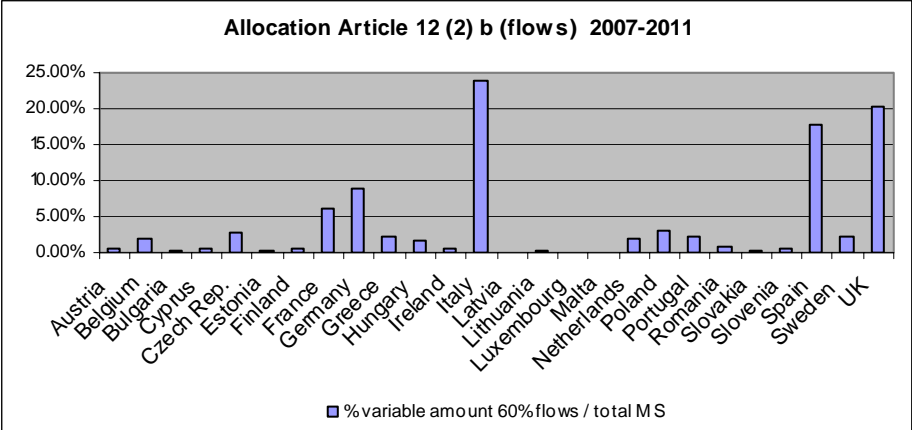
Concerning the effects of the distribution criterion based on the number of newly arrived over the three previous three years (Article 12 (2) b of the IF Basic Act), a slightly different situation is described in the table and the chart below. Italy is the Member State that

benefitted most, receiving 24% of the available resources over 2007-2011, followed by the United Kingdom (20%), Spain (18%), Germany (9%) and France (6%).

**Table 38: MS allocation according to art 12.2 (b)**

Member State	Allocation Article 12 (2) b 2007-2011	%
Austria	1,445,230.35	0.63
Belgium	4,178,175.86	1.82
Bulgaria	860,278.20	0.37
Cyprus	1,495,673.25	0.65
Czech Rep.	6,630,426.83	2.88
Estonia	385,731.79	0.17
Finland	1,475,805.55	0.64
France	13,902,227.73	6.05
Germany	20,661,138.46	8.99
Greece	4,820,363.39	2.10
Hungary	3,656,164.99	1.59
Ireland	1,563,875.17	0.68
Italy	54,948,989.22	23.90
Latvia	240,792.20	0.10
Lithuania	867,166.76	0.38
Luxembourg	0.00	0.00
Malta	141,099.84	0.06
Netherlands	4,616,466.02	2.01
Poland	6,967,638.16	3.03
Portugal	4,877,333.26	2.12
Romania	1,633,960.14	0.71
Slovakia	517,066.00	0.22
Slovenia	1,282,127.51	0.56
Spain	41,120,500.69	17.89
Sweden	4,902,921.94	2.13
UK	46,709,046.71	20.32
MS Totals	229,900,200.01	100.00

**Figure 60**



The table no 39 shows the average IF contribution for each immigrant falling under the scope of the Fund over the period 2007-2011, on the basis of the data on the immigrant population provided by the Member States and EUROSTAT for the calculation of the allocations.

If one takes into account the size of the immigrant population in the Member States, the ranking of the beneficiaries changes dramatically. Whereas Malta received 640€ for each immigrant over 2007-2011, Poland 243€, Slovakia 182€, Lithuania 107€ and Bulgaria 106€, the five IF main beneficiaries in absolute terms - Italy, the United Kingdom, Spain, Germany and France – received from 28€ to 15€ for immigrant each.



**Table 39: Average contribution for each legally residing third country national (stocks) falling under the scope of the Fund over the period 2007-2011**

Member State	Tot IF allocation 2007-2011 (€)	Immigrant population Art. 12.2 (a) average 2007-2011	IF contribution per immigrant over 2007-2011 (€)	IF amount per immigrant yearly average 2007-2011 (€)
Austria	8,595,932.95	502,620	17.10	3.42
Belgium	9,328,500.97	311,884	29.91	5.96
Bulgaria	3,666,145.61	34,091	107.54	21.35
Cyprus	4,371,469.14	47,034	92.94	17.85
Czech Republic	10,813,643.87	252,571	42.81	8.53
Estonia	4,833,465.36	219,635	22.01	4.40
Finland	4,677,788.01	95,912	48.77	9.73
France	36,050,456.73	2,318,005	15.55	3.10
Germany	61,704,686.75	4,199,987	14.69	2.93
Greece	12,470,570.24	564,014	22.11	4.19
Hungary	6,999,594.20	86,949	80.50	15.72
Ireland	5,173,108.65	142,888	36.20	7.22
Italy	77,549,528.19	2,788,493	27.81	5.66
Latvia	6,422,662.95	403,618	15.91	3.18
Lithuania	3,643,987.90	33,688	108.17	21.60
Luxembourg	2,726,432.51	28,049	97.20	19.44
Malta	2,669,576.46	4,234	630.47	128.01
Netherlands	10,751,280.14	387,949	27.71	5.31
Poland	9,753,951.65	41,230	236.57	48.75
Portugal	10,275,100.63	340,675	30.16	6.07
Romania	4,485,189.41	49,683	90.28	18.00
Slovakia	3,150,122.54	17,261	182.50	36.49
Slovenia	4,321,641.02	80,167	53.91	10.70
Spain	66,812,825.77	2,914,802	22.92	4.57
Sweden	9,607,676.86	254,846	37.70	7.51
United Kingdom	67,311,661.45	2,425,127	27.76	5.53
MS Totals	448,166,999.98	18,545,411	24.17	4.83

### 4.3. The European Refugee Fund

The different aspects of the allocations under the European Refugee Fund are presented by means of analysing the weighting of the four different distribution categories foreseen in the legal basis. Overall the distribution of allocations under the European Refugee Fund is based on the following criteria:

According to Article 13(1)<sup>17</sup>, each Member State shall receive a fixed amount of EUR 300.000 from the Fund's annual allocation.

This amount shall be raised to EUR 500.000 per annum for the period 2008 to 2013 for Member States which acceded to the European Union on 1 May 2004.

This amount shall be raised to EUR 500.000 per annum for the period 2008 to 2013 for Member States which accede to the European Union during the period from 2007 to 2013 for the remaining part of the period from 2008 to 2013 as from the year following their accession.

Article 13(2) establishes the criteria for the distribution of the remaining available annual resources between the Member States:

- (c) 30 % in proportion to the number of persons who fall into one of the categories referred to in Article 6(a), (b) and (e) admitted over the previous three years;
- (d) 70 % in proportion to the number of persons who fall into one of the categories referred to in Article 6(c) and (d) registered over the previous three years.

For the purposes of this breakdown, persons referred to in Article 6(e) shall not be taken into account under the category referred to in Article 6(a).

According to Article 13(3), Member States shall receive a fixed amount of EUR 4.000 for each resettled person falling into one of the following categories:

- (a) persons from a country or region designated for the implementation of a Regional Protection Programme;
- (b) unaccompanied minors;
- (c) children and woman at risk, particularly from psychological, physical or sexual violence or exploitation;
- (d) persons with serious medical needs that can only be addressed through resettlement.

As mentioned above, 30% of the available resources of the Fund (after deduction of the fixed amounts per Member States and the amounts earmarked for future resettlement according to Article 13(3) of ERF basic act (4000€per resettled person) are to be distributed in proportion to the number of:

- i) persons being granted refugee status in the normal asylum procedure;
- ii) persons being granted subsidiary protection in the normal asylum procedure; and

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<sup>17</sup> Decision No 573/2007/EC of the European Parliament and of the Council establishing the European Refugee Fund

iii) persons being resettled in the Member State and being permitted to reside with refugee status or "a status which offers the same rights and benefits under national and Community law as refugee status".

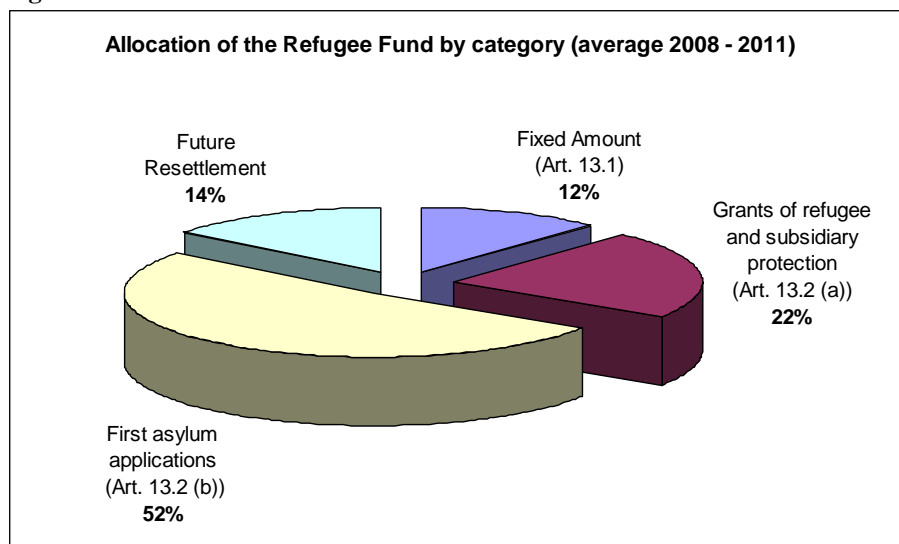
The remaining 70% is distributed in proportion to the number who has applied for asylum or temporary protection.

The total allocation of the European Refugee Fund for the period 2008-2011 has been distributed between the different categories as follows:

**Table 40: Allocations by categories of the basic act**

Category	Amount (€)
Fixed amount	40,800,000.00
30% of allocation	75,415,666.37
70% of allocation	175,969,888.19
Future resettlement	48,836,000.00
<b>Total</b>	<b>341,021,554.55</b>

**Figure 61**



#### 4.3.1 Distribution of fixed and variable amounts

The following chart highlights the average contribution of the fixed and of the variable amounts in the allocation of each Member State during the period 2008-2011, showing the importance of the fixed amount for Member States receiving smaller allocations in absolute values.

For the five main beneficiaries of the European Refugee Fund - Sweden, United Kingdom, France, Germany and Italy - the fixed amount represented on average from 3% to 5% of the total allocation.

On the other hand, for some Member States the fixed amount is an essential component in the overall allocation. For instance, the fixed amount represented on average from 99% (for Estonia and Latvia) to 87% (for Lithuania) or 81% (for Slovenia) of the total allocation for ten Member States.

Figure 62

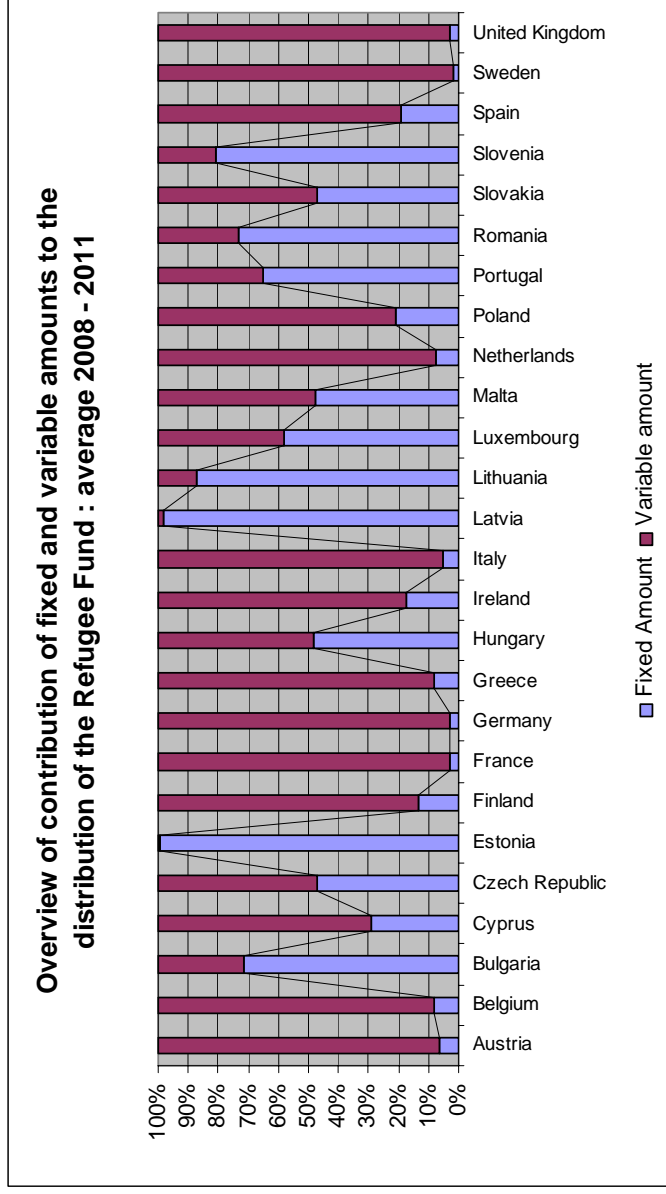
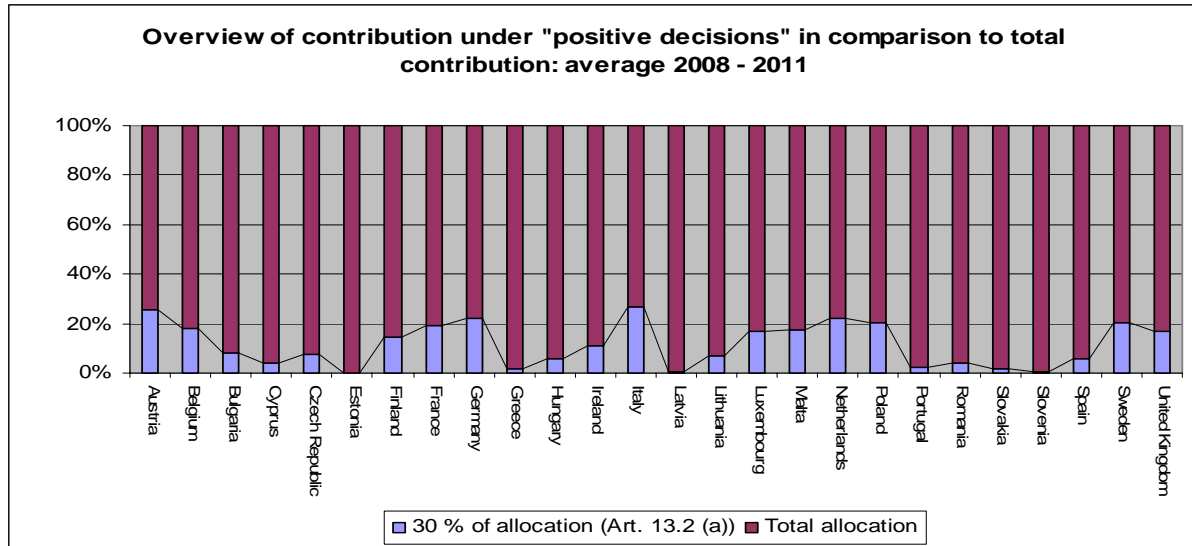


Table 41: Overview average of fixed and variable amount over 2008-2011							
Member State	Fixed Amount (Art. 13.1)	30 % of allocation (Art. 13.2 (a))	70 % of allocation (Art. 13.2 (b))	Future Resettlement	TOTAL	% Fixed amount	% Variable amount
Austria	300.000,00 €	1.650.892,48 €	2.866.685,85 €	0,00 €	4.817.578,33 €	6,23%	93,77%
Belgium	300.000,00 €	831.638,09 €	2.613.974,26 €	0,00 €	3.745.612,35 €	8,01%	91,99%
Bulgaria	500.000,00 €	61.320,11 €	136.191,29 €	0,00 €	697.511,40 €	71,68%	28,32%
Cyprus	500.000,00 €	77.147,64 €	1.132.547,91 €	0,00 €	1.709.695,56 €	29,24%	70,76%
Czech Republic	500.000,00 €	84.844,60 €	424.761,37 €	49.000,00 €	1.058.605,97 €	47,23%	52,77%
Estonia	500.000,00 €	758,71 €	2.792,62 €	0,00 €	503.551,33 €	99,29%	0,71%
Finland	300.000,00 €	369.904,23 €	547.347,47 €	987.000,00 €	2.204.251,69 €	13,61%	86,39%
France	300.000,00 €	2.344.067,75 €	7.077.600,19 €	283.000,00 €	10.004.667,94 €	3,00%	97,00%
Germany	300.000,00 €	2.817.739,81 €	4.619.098,47 €	2.160.000,00 €	9.896.838,28 €	3,03%	96,97%
Greece	300.000,00 €	57.450,67 €	3.332.504,61 €	0,00 €	3.689.955,28 €	8,13%	91,87%
Hungary	500.000,00 €	63.153,27 €	473.316,55 €	0,00 €	1.036.469,82 €	48,24%	51,76%
Ireland	300.000,00 €	222.429,11 €	786.715,79 €	430.000,00 €	1.739.144,90 €	17,25%	82,75%
Italy	300.000,00 €	2.051.510,14 €	3.107.509,96 €	100.000,00 €	5.559.020,11 €	5,40%	94,60%
Latvia	500.000,00 €	1.627,19 €	5.860,24 €	0,00 €	507.487,43 €	98,52%	1,48%
Lithuania	500.000,00 €	43.496,43 €	31.000,73 €	0,00 €	574.497,16 €	87,03%	12,97%
Luxembourg	300.000,00 €	105.080,80 €	109.061,98 €	0,00 €	514.142,78 €	58,35%	41,65%
Malta	500.000,00 €	226.306,23 €	323.887,78 €	0,00 €	1.050.194,01 €	47,61%	52,39%
Netherlands	300.000,00 €	1.097.006,81 €	1.881.642,88 €	620.000,00 €	3.898.649,70 €	7,69%	92,31%
Poland	500.000,00 €	612.892,23 €	1.288.545,61 €	0,00 €	2.401.437,84 €	20,82%	79,18%
Portugal	300.000,00 €	11.494,46 €	30.343,86 €	120.000,00 €	461.838,32 €	64,96%	35,04%
Romania	500.000,00 €	30.524,51 €	132.168,15 €	20.000,00 €	682.692,66 €	73,24%	26,76%
Slovakia	500.000,00 €	17.287,80 €	549.501,52 €	0,00 €	1.066.789,32 €	46,87%	53,13%
Slovenia	500.000,00 €	3.684,83 €	113.266,74 €	0,00 €	616.951,57 €	81,04%	18,96%
Spain	300.000,00 €	99.626,32 €	1.105.050,31 €	75.000,00 €	1.579.676,62 €	18,99%	81,01%
Sweden	300.000,00 €	3.903.747,90 €	5.299.503,42 €	5.535.000,00 €	15.038.251,32 €	1,99%	98,01%
United Kingdom	300.000,00 €	2.068.284,47 €	6.001.592,48 €	1.830.000,00 €	10.199.876,95 €	2,94%	97,06%
<b>MS Totals</b>	<b>10.200.000,00 €</b>	<b>18.853.916,59 €</b>	<b>43.992.472,05 €</b>	<b>12.209.000,00 €</b>	<b>85.255.388,64 €</b>	<b>11,96%</b>	<b>88,04%</b>
<b>Community Actions</b>					<b>6.228.829,14 €</b>		
<b>TOTAL</b>					<b>91.484.217,78 €</b>		

#### 4.3.2. Distribution of allocations by component (positive decisions – 1<sup>st</sup> asylum applications)

The charts below show the average relative contribution of the two variable components per each Member State over the period 2008-2011.

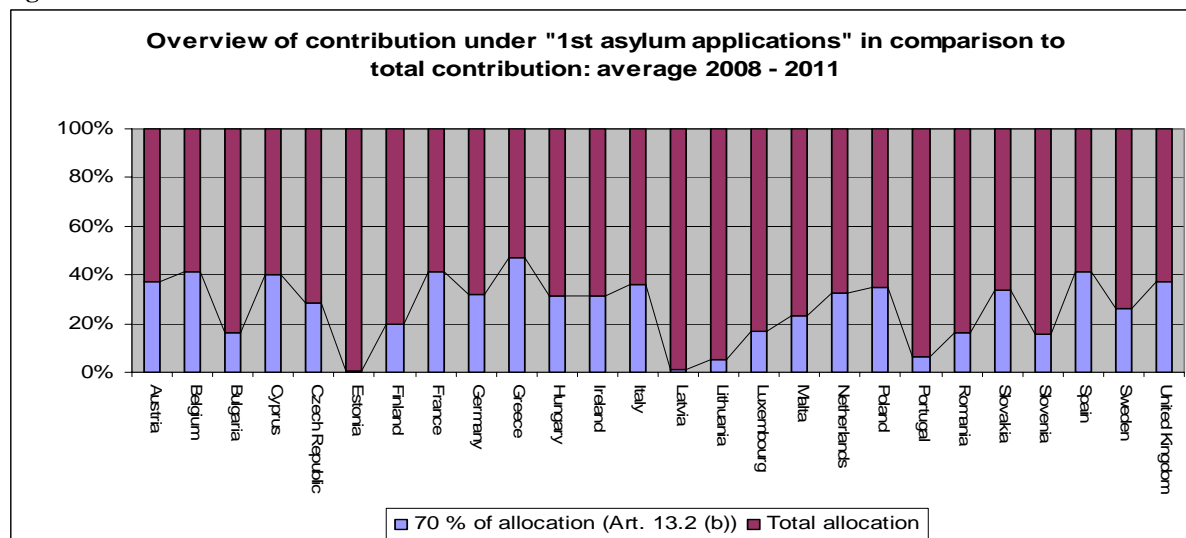
**Figure 63**



As regards the component "positive decisions", it can be observed that for approximately half of the Member States, it represents around 20% of their total allocation. Member States with the high rate of decisions granting refugee and subsidiary protection are Austria, Germany, Italy and the Netherlands. On the contrary, Estonia, Latvia and Slovenia have very low numbers of positive decisions. Regarding Greece for which we could observe the biggest positive variation in allocation in comparison to estimates, the number of positive decisions is also very low. Its allocation is mainly based on the number of 1<sup>st</sup> asylum applications as shown in the chart below.

The component "1<sup>st</sup> asylum applications" has a more significant impact on the allocations to the Member States as its weighing factor represents 70%. That is why in the majority of the Member States it represents between 30% and 40% in their allocation under the Fund. Member States with the high number of asylum seekers are mainly Mediterranean countries (Greece, Cyprus, France, Italy and Spain) but also Austria, Belgium, Germany and the United Kingdom.

Figure 64



#### 4.4. The European Return Fund

The different aspects of European Return Fund distribution are presented by means of analysing the weighting of the three different categories foreseen in the legal basis. Overall, the distribution of allocations under the European Return Fund is based on the following criteria:

According to Article 14(1)<sup>18</sup>, each Member State shall receive a fixed amount of EUR 300.000 from the Fund's annual allocation. The amount shall be raised to EUR 500.000 for those Member State which acceded to the EU on and after 1 May 2004.

Article 14(2) establishes the criteria for the distribution of the remaining available annual resources between the Member States:

- (e) 50% in proportion to the total number of third-country nationals who do not or no longer fulfil the conditions for entry and stay in the territory of the Member State and who are subject to a return decision under national and/or Community law, i.e. an administrative or judicial decision or act, stating or declaring the irregularity of stay and imposing an obligation to return ("third-country nationals subject to a return decision");
- (f) 50% in proportion to the number of third-country nationals who have actually left the territory of the Member States following an administrative or judicial order to leave, whether undertaken voluntarily or under coercion ("effective returns").

The RF basic act provides that from these categories should be excluded third-country nationals who, being present in a transit zone of a Member State, were refused entry and third-country nationals who are returned to another Member State, in particular pursuant to the "Dublin Regulation" for asylum seekers<sup>19</sup>.

The RF basic act requires the collection of three reference years for the data for both categories.

<sup>18</sup> Decision N° 575/2007/CE of the European Parliament and of the European Council establishing the European European Return Fund

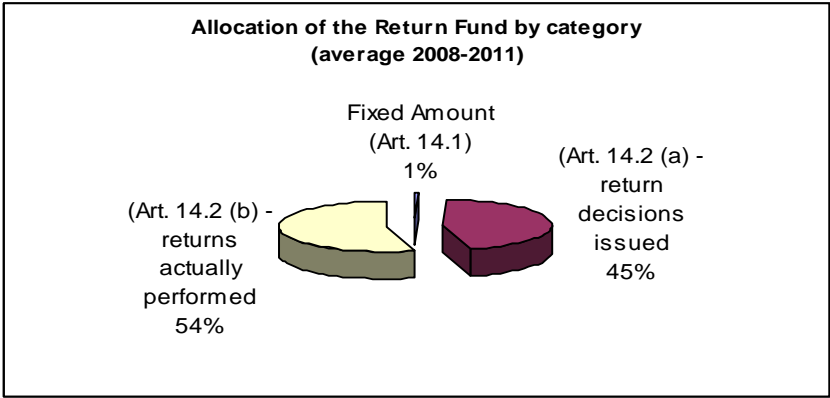
<sup>19</sup> Council Regulation (EC) No 343/2003 of 18 February 2003 establishing the criteria and mechanisms for determining the Member State responsible for examining an asylum application lodged in one of the Member States by a third-country national (OJ L50, 25.2.2003, p.1).

The total allocation of the RF for the period 2008-2011 has been distributed between the different categories as follows:

**Table 42: Allocations by categories of basic act**

Category	Amount (€)
Fixed amount (Art.14.1)	392.307,69
Return decisions issued (Art. 14.2a)	27.430.833,33
Returns actually performed (Art. 14.2b)	32.923.152,00

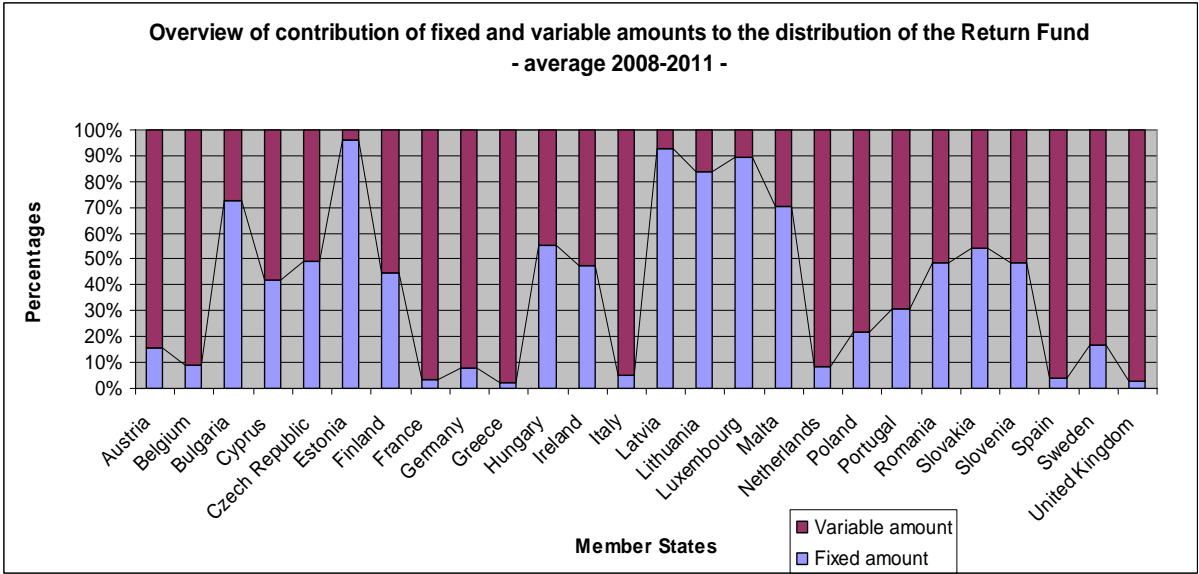
**Figure 65**



*4.4.1. Distribution of fixed and variable amount*

The chart and table further below outline the ratio fixed amount/variable amount for all Member States, showing the importance of the fixed amount for the Member States receiving smaller allocations in absolute terms.

**Figure 66**



The main beneficiaries of the European Return Fund are Greece, the United Kingdom, France, Spain, Italy. Other important beneficiaries, such as Germany, Belgium and Netherlands, are not or only to a lesser extent dependent on the fixed amount. For example, in 2011, the proportion of the fixed amount varies between around 2,32 % in Greece, around 9,05% in Belgium and respectively around 21,5 % in Poland.



On the other hand, for some Member States the fixed amount forms an essential component in the overall allocation. For eight Member States, the fixed amount makes up more than half of the overall allocation. This varies from 96% to 55%. Namely, on average, for the programme years 2008-2011, the percentage of the fixed amount within the total allocation is 96 % in Estonia, 92,8% in Latvia, 83,6 % in Lithuania, 70,5% in Malta, 55% in Hungary and 54% in Slovakia. This group of Member States includes in particular Estonia, Latvia, Lithuania (with a fixed amount of 500.000 €) and Luxembourg (with a fixed amount of 300.000 €), whereas, for Western European Member States and Member States with maritime borders generally, the fixed amount accounts for a much smaller percentage.

Overall, this could be due to a range of factors. The number of returnees is determined by the number of apprehended irregular migrants and rejected asylum seekers and applicants for immigration status. The migration routes are generally oriented towards European gates of entry which are more readily accessible. Migrants could be expected to target countries with a high level of GDP per capita and/or existing migrant communities.

**Table 43**

<b>Overview 2008-2011 fixed and variable – average</b>						
<b>Member State</b>	<b>Fixed Amount (Art. 14.1)</b>	<b>(Art. 14.2 (a) – amount for return decisions issued (€)</b>	<b>(Art. 14.2 (b) – amount for returns actually performed (€)</b>	<b>TOTAL</b>	<b>% fixed amount</b>	<b>% variable amount</b>
Austria	300.000,00	726.603,04	887.429,28	1.914.032,32	15,67%	84,33
Belgium	300.000,00	2.118.170,38	895.444,23	3.313.614,61	9,05%	90,95
Bulgaria	500.000,00	86.822,11	100.980,21	687.802,32	72,70%	27,30
Cyprus	500.000,00	205.808,30	494.908,01	1.200.716,30	41,64%	58,36
Czech Republic	500.000,00	363.523,42	157.078,67	1.020.602,09	48,99%	51,01
Estonia	500.000,00	7.810,63	12.898,75	520.709,38	96,02%	3,98
Finland	300.000,00	200.371,93	169.889,63	670.261,56	44,76%	55,24
France	300.000,00	5.581.619,48	2.639.005,17	8.520.624,65	3,52%	96,48
Germany	300.000,00	1.639.578,45	1.830.115,53	3.769.693,98	7,96%	92,04
Greece	300.000,00	3.801.546,32	8.850.053,00	12.951.599,32	2,32%	97,68
Hungary	500.000,00	229.133,04	171.443,20	900.576,24	55,52%	44,48
Ireland	300.000,00	222.052,75	107.782,20	629.834,95	47,63%	52,37
Italy	300.000,00	4.237.233,54	1.740.283,11	6.277.516,65	4,78%	95,22
Latvia	500.000,00	12.662,65	26.388,19	539.050,84	92,76%	7,24
Lithuania	500.000,00	47.921,85	49.919,52	597.841,37	83,63%	16,37
Luxembourg	300.000,00	11.322,22	24.588,47	335.910,69	89,31%	10,69
Malta	500.000,00	132.339,70	76.550,03	708.889,73	70,53%	29,47
Netherlands	300.000,00	2.009.342,99	1.372.582,93	3.681.925,92	8,15%	91,85
Poland	500.000,00	654.080,92	1.167.240,80	2.321.321,72	21,54%	78,46
Portugal	300.000,00	434.857,10	240.361,67	975.218,76	30,76%	69,24
Romania	500.000,00	270.607,95	263.904,42	1.034.512,37	48,33%	51,67
Slovakia	500.000,00	131.360,86	294.801,65	926.162,51	53,99%	46,01
Slovenia	500.000,00	229.620,65	299.918,53	1.029.539,18	48,57%	51,43
Spain	300.000,00	3.915.126,87	3.857.634,03	8.072.760,90	3,72%	96,28
Sweden	300.000,00	727.797,05	781.714,16	1.809.511,21	16,58%	83,42
United Kingdom	300.000,00	4.344.811,11	6.410.209,64	11.055.020,75	2,71%	97,29
<b>MS Totals</b>	<b>392.307,69</b>	<b>27.430.833,33</b>	<b>32.923.125,00</b>	<b>60.746.266,03</b>		

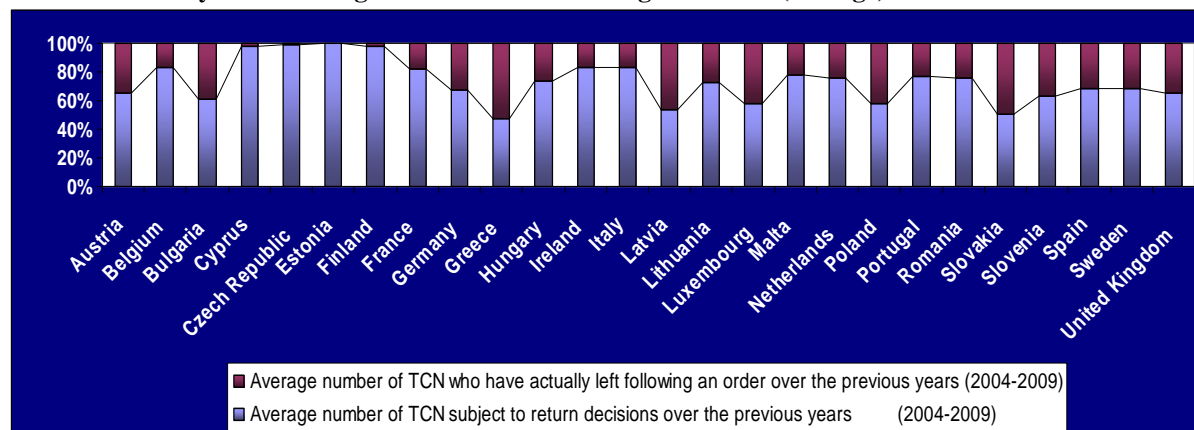
A comparison of the distribution of the total budget **with and without fixed amount** demonstrates that the distribution of the budget among Member States is not or only to a minor extent influenced by the fixed amount. The main beneficiaries are in both cases the main countries of destination (Greece, the United Kingdom, France, Spain and Italy).

Consequently, the "fixed amount", which varies between 300.000 and 500.000 € per Member State is relatively less important for the distribution of the total budget but of higher importance for a limited number of individual Member States affected less by migratory flows in absolute terms.

#### 4.4.2. Distribution of allocations by component (return decisions – actual returns)

The chart below, illustrating part of the data in table n°44, presents the ratio between the two main components upon which the allocation of the European Return Fund is based.

**Figure 67: Comparison between the percentage return decisions issued and the percentage of irregular TCN who actually left following a return decision during 2004-2009 (average)**



Source of data: calculations on the basis SOLID documents on allocations 2008-2011

The highest ratio is observed for Greece, where the number of persons returned exceeds the number of decisions issued. This is because a considerable number of the returns are carried out in the framework of bilateral agreements with third countries for which no return decisions is required under Greek law.

This statistical trends might have changed with the deadline for the transposition of the Return Directive (24 December 2010) since the Member States are now obliged to issue a return decision to any third country nationals under Art. 6.1. There are some exceptions however, most relevant for this case being that Member States may decide not to apply the provisions of the directive to the border cases (article 2.2 (a)).

Slovakia, Latvia, Poland, Luxembourg follow in the ranking of the number of returns implemented in relation to the number of return decisions.

**Table 44: Overview of return decisions and TCN who actually left during 2004-2009 (average)**

Member State	Average Allocation 2008-2011 (€)	Average number of TCN subject to return decisions over the previous years (2004-2009)	Average number of TCN who have actually left following an order over the previous years (2004-2009)	Ratio actually left/return decisions	Cost/Return (€)
Austria	1.914.032,32	37.410	20.202	54,00	94,75
Belgium	3.313.614,61	107.721	21.055	19,55	157,38
Bulgaria	687.802,32	4.138	2.625	63,43	262,07
Cyprus	1.040.620,48	418.395	10.005	2,39	104,01
Czech Rep.	1.020.602,09	267.229	3.910	1,46	261,01
Estonia	520.709,38	134.412	261	0,19	1.996,97
Finland	670.261,56	189.767	4.043	2,13	165,80
France	8.520.624,65	266.773	56.267	21,09	151,43
Germany	3.769.693,97	89.074	42.806	48,06	88,06
Greece	12.951.599,32	156.288	176.726	113,08	73,29
Hungary	900.576,24	12.328	4.485	36,38	200,81
Ireland	629.834,95	11.595	2.291	19,76	274,95
Italy	6.277.516,65	214.235	42.776	19,97	146,75
Latvia	539.050,83	624	541	86,69	996,86

Member State	Average Allocation 2008-2011 (€)	Average number of TCN subject to return decisions over the previous years (2004-2009)	Average number of TCN who have actually left following an order over the previous years (2004-2009)	Ratio actually left/return decisions	Cost/Return (€)
Lithuania	597.841,37	2.451	913	37,25	654,81
Luxembourg	335.910,69	664	475	71,53	707,55
Malta	708.889,73	6.301	1.779	28,23	398,53
Netherlands	3.681.925,92	95.836	30.737	32,07	119,79
Poland	2.321.321,72	33.309	23.956	71,92	96,90
Portugal	975.218,76	20.878	6.184	29,62	157,69
Romania	1.034.512,37	13.394	4.386	32,74	235,89
Slovakia	926.162,51	6.663	6.398	96,02	144,77
Slovenia	1.029.539,18	11.701	6.960	59,48	147,93
Spain	8.072.760,90	180.112	81.980	45,52	98,47
Sweden	1.809.511,21	37.240	17.298	46,45	104,61
United Kingdom	11.636.020,47	242.531	131.941	54,40	88,19
<b>MS Totals</b>	<b>76.046.250,00</b>	<b>1.543.304</b>	<b>700.996</b>	<b>45,42</b>	<b>108,48</b>

The lowest ratios can be observed for Czech Republic (1,46%), Estonia (0,19%), Finland (2,13%), Cyprus (2,39%), Ireland (2,3%), Italy (20%), Belgium (21%) and France (21%). In these situations, decisions for return may still be subject to appeal proceedings. There may as well be issues regarding the administrative capacity of Member State to carry out the returns, or the returnees in question may come from countries to which effecting returns is (temporarily) difficult.

The comparison between the total allocation and the number of third-country nationals subject to a return decision over the previous three years demonstrates that the amount received by a Member State for a return decision from the EU budget in 2011 varies between 73,29 € in Greece and 1.997 € in Estonia. The high figure in Estonia is mainly due to the fixed amount which represents around 96 % of the total of the Estonian share. The low figure in Greece is due to the small part the fixed amount plays in the total allocation (only around 2,32 % of the Greek budget.)

On the basis of the figures in Table 45, the **average amount received by Member States for a return decision** (calculated as a ratio between the allocation for the Member State for a certain year and the number of decisions issued during a period of three years, i.e. 2004-2005-2006 for 2008 allocations) increased from 33,87 € in 2008 to 62,75 € in 2011 as a result of the increase of the budget from 51.6 million € in 2008 to 109 million € in 2010.

**Table 45: Average amounts for return decisions 2008-2011**

Member State	Average amount for return decision 2008 (€)	Average amount for return decision 2009 (€)	Average amount for return decision 2010 (€)	Average amount for return decision 2011 (€)
Austria	35,26	44,67	60,92	74,23
Belgium	22,31	27,81	33,93	42,95
Bulgaria	201,06	165,34	159,16	148,93
Cyprus	83,90	100,63	123,83	166,91
Czech Republic	35,45	49,46	64,54	82,39
Estonia	2783,73	1318,44	1353,81	1134,65
Finland	52,56	57,23	74,03	86,03
France	21,60	27,03	34,10	42,01
Germany	28,45	36,55	52,94	76,60
Greece	90,53	133,97	78,42	75,44
Hungary	48,57	87,05	98,93	98,02
Ireland	37,02	49,13	63,60	82,56
Italy	22,76	26,22	31,58	39,38
Latvia	853,36	861,17	779,32	983,62
Lithuania	176,55	232,71	288,59	313,28
Luxembourg	254,94	411,55	864,52	1845,92
Malta	136,73	103,82	101,75	116,05
Netherlands	30,47	32,90	40,05	47,51
Poland	41,50	55,08	82,54	114,49
Portugal	45,41	47,25	42,88	50,96
Romania	52,47	58,33	83,60	117,26
Slovakia	106,26	122,24	146,03	198,71
Slovenia	75,57	72,95	92,34	124,40
Spain	34,76	38,64	45,75	53,25
Sweden	33,07	41,24	57,13	72,02
United Kingdom	29,21	37,10	52,29	74,27
<b>MS Totals</b>	<b>33,87</b>	<b>41,25</b>	<b>50,86</b>	<b>62,75</b>

The same trend can be observed for the **average amount received by Member States for an actual return**, as evidenced in Table n° 46.

Here again, the amount varies for example in 2010 significantly between around 125 € per actual return in Greece and around 1.765 € per return in Estonia. Due to the increased budget combined with a decline of actual returns from 2008 to 2011 the **average amount received by Member States for an actual return** increased significantly from 68.60 € in 2008 to 169 € in 2011.

**Table 46: Average amounts for actual returns**

<b>Member State</b>	<b>Average amount for actual return 2008</b>	<b>Average amount for actual return 2009</b>	<b>Average amount for actual return 2010</b>	<b>Average amount for actual return 2011</b>
Austria	63,00	80,90	108,34	158
Belgium	96,67	126,39	200,44	297
Bulgaria	151,94	206,74	351,69	894
Cyprus	97,56	106,56	124,73	146
Czech Republic	167,34	222,96	394,74	490
Estonia	2021,52	2104,12	2153,78	1.765
Finland	103,61	146,74	210,77	298
France	88,86	111,97	165,26	256
Germany	61,91	79,99	105,00	139
Greece	34,87	43,08	75,15	125
Hungary	99,18	383,06	357,90	390
Ireland	217,48	274,10	302,15	320
Italy	79,26	122,13	208,23	326
Latvia	974,13	1090,69	952,05	984
Lithuania	855,57	1152,01	529,80	487
Luxembourg	0,00	454,30	510,50	720
Malta	259,68	331,00	514,13	663
Netherlands	63,43	94,45	142,51	222
Poland	76,41	82,08	97,22	130
Portugal	79,11	114,02	320,52	410
Romania	381,92	460,93	209,35	175
Slovakia	118,21	120,51	154,71	200
Slovenia	101,76	125,56	172,89	252
Spain	50,91	71,06	108,77	173
Sweden	66,88	94,17	127,18	157
United Kingdom	55,93	71,16	94,84	127
<b>MS Totals</b>	<b>68,60</b>	<b>85,79</b>	<b>119,42</b>	<b>169</b>

## **PART II: THE METHODOLOGY**

### **CHAPTER 5: METHODOLOGY USED ON THE DATA COLLECTION AND ALLOCATIONS**

#### **5.1. The development of the working methods between Commission and Member States**

##### *5.1.1. The first calculations (financial years 2007 and 2008)*

The work on the allocations for the Funds started in October 2006. The Commission presented a general framework for cooperation between Member States and the Commission on data collection and an assessment on availability and appropriateness of the data/statistics collected to date. Member States were invited to fill in a checklist and answer questions. On the basis of the replies to the checklist, the Commission were able to anticipate some problems and provide guidelines on the statistics and data required for the External Borders Fund, the Integration Fund and the European Return Fund. These guidelines formed the basis of the preparation by the Member States of the data and the framework for the validation procedures undertaken by the Commission.

At several meetings Member States were given explanations about the data they were expected to supply for the purpose of the calculations for each of the Funds. Moreover, bilateral contacts were established with some Member States which had indicated particular difficulties.

The data were then compiled either by EUROSTAT on the basis of existing data in the field of asylum and migration (as regular data collections not yet subject to EU statistical law, carried out under so called "gentlemen's agreements) or through ad hoc data requests to the Member States in the context of the Funds. Member States were sent reminders in case of gaps in the data. In many cases, bilateral exchanges of views took place with the Commission services on the scope and definition of data provided.

For the External Borders Fund, nearly all data was requested on the basis of a excel template. The data on the work load were verified with EUROSTAT. The FRONTEX Agency was also requested to provide the risk assessment.

In July 2007 the results for the allocations for the budgetary exercise 2007 and 2008 for all four Funds were transmitted to the members of the SOLID Committee.

##### *5.1.2. The determination of the extrapolations (2009-2013)*

As Member States needed clear financial indications on the EU contribution expected for the entire multiannual period, so as to determine the national co-financing to budget required, the basic acts foresaw the determination of so called "extrapolations".

Since the 2007 and 2008 allocations were made available, Member States would receive "extrapolations" for the years for the remaining financial years, namely 2009 - 2013. In the course of October 2007 the extrapolations relating to the allocations to that period were transmitted for the period 2009-2013 to the Committee.

In the communication to the Member States on these extrapolations it was underlined that the figures presented were merely estimates and only serve the purpose of the completion of the multi-annual indicative financial plan which forms part of the multiannual strategy document from Member States. Therefore the figures did not pre-empt in any manner whatsoever the calculation of the provisional and final allocations for the years concerned on the basis of the criteria in the basic acts.

For the Integration Fund and the European Return Fund the total figures were made up of a variable amount and a fixed amount. For the Integration Fund for each Member State the percentage for the variable amount was based on the average percentage of the variable amounts for the 2007 and 2008 allocations transmitted in the summer of 2007. For the European Return Fund it was based on the 2008 allocations. The total figures were rounded up.

The extrapolation of the allocations for the External Borders Fund has been based on the 2008 allocation only, due to the fact that in the calculation for the 2007 allocation the land border with Switzerland had still to be taken into account. Furthermore, estimates of the contribution from the Associated States to the Fund, as well as their allocations were made (as they were not included as beneficiary states under the 2007 and 2008 allocations pending the negotiations between the EU and the Associated States on the supplementary rules) was made. Attention was drawn to the fact that the allocations for the External Borders Fund were likely to change not only due to new data but also as a result of the annual determination of the weighting factors for each border section by the FRONTEX Agency. Additional calculations were also necessary to take into account the allocations for Bulgaria and Romania. These two Member States were benefiting from the Schengen Facility and in accordance with recital 19, were only to participate in the Fund as of the budgetary exercise 2010. Like the Associated States they provided the data necessary to calculate the allocations outside the context of the exercises to calculate the 2007 and 2008 allocations.

For the European Refugee Fund the number of persons to be resettled and eligible for the fixed amount of 4000 EUR in accordance with Article 13(3) of the ERF basic act, was not included. Instead, a common envelope was earmarked each year. Member States would be asked to plan their actions with the allocation mentioned in the table and on top of that, to estimate annually the number of persons eligible for the additional financial incentive of 4000 EUR per each resettled refugee.

### *5.1.3 The 2009 budgetary exercise*

To prepare the 2009 budgetary exercise, the Commission services evaluated the experiences with the calculations for the 2007 and 2008 budgetary exercises. Early 2008 three recommendations to streamline future work were agreed with the Member States and subsequently implemented:

- The guidelines for the submission of data for each Fund were updated and improved by including information on elements which required more examination in the course of the previous exercises and by incorporating lessons learnt;
- To avoid difficulties in the communication between different departments in Member States and the Commission, Member States would designate in advance 'statistical contact points'; the list of this network would be used by all Commission services involved in the exercise and be regularly updated;

- To enhance transparency and to better support the efforts of Member States on the supply of data and information on data (metadata), functional mailboxes were established for each Fund and for EUROSTAT.

Moreover, to simplify the verification procedures by the Commission, the transmission of ad hoc data requests would henceforth be done on the basis of a template already filled in with data available with the Commission and/or EU statistics produced with EUROSTAT<sup>20</sup>. In principle, this would be provided by EUROSTAT. Member States would be requested to confirm that the data were correct and to complete any missing data in accordance with the definitions of the basic acts and the guidelines. Any alternative figures should be clearly justified. This approach worked well and reduced the number of clarifications required from Member States. It also ensured coherence between existing information available with EUROSTAT and the data used for the purpose of the calculations. The approach has therefore been continued.

#### *5.1.4 Budgetary exercise 2010: application of the Migration Statistics Regulation*

As from the 2010 budgetary exercise the first data collected under the terms of the Migration Statistics Regulation could be used.

The data required under the Migration Statistics Regulation are supplied by Member States as EU statistics and represent the best available data in terms of quality. For this reason, as far as possible – where data collected under the Regulation corresponds in terms of definitions and reference periods to the data categories defined in the basic acts – the calculations of the allocations would henceforth be based directly on these data. Bearing in mind this principle, a distinction was made between groups of data (depending on the reference years) for this particular exercise.

There would be no more need for an ad hoc confirmation from Member States of the suitability of EU statistics available under the Regulation.

In this context, it was also stressed that any data already confirmed by Member States and accepted by the Commission under previous exercises (i.e. data outside the scope of the Regulation), would not be subject to revisions or corrections any more, bar exceptional circumstances (for instance if more suitable data had in the meantime become available). This resulted in further simplification and consistency over the different budgetary exercises.

#### *5.1.5 Budgetary exercise 2011: consolidation of the lessons learnt*

For the 2011 budgetary exercise this was the work method. The advances in the simplification of the data collection process, and the work methods on exchanging statistical information between the Commission and the Member States were presented in a consolidated guidance document, together with an expected time table and detailed clarifications on what would be expected from the Member States.

During this exercise a specific issue with the return data was also satisfactorily resolved. Article 7 of the Migration Statistics Regulation is not entirely in line with the data required under the RF basic act. The Migration Statistics Regulation does not make it compulsory for Member States to provide data on the number of third-country nationals returned *to third countries*. It just requires the total number of third-country nationals who have been returned

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<sup>20</sup> Except for the External Borders Fund given the administrative and operational nature of the data. Only a template on one data category was submitted by EUROSTAT.



following an order to leave (although the Dublin Regulation cases are excluded). In order to make the data under the Migration Statistics Regulation compatible with the data requested by the RF basic act, EUROSTAT has added a voluntary table to the data collection under the Statistic Regulation in which Member States are invited to provide data on effective returns to third countries. This also ensures continuity with the previous CIREFI data collection, under which the collected data concerned third country nationals removed to a third country. Under the 2011 budgetary exercise all Member States submitted voluntarily the additional table and no additional ad hoc data request or additional verification specifically for the Fund on this point was necessary.

#### *5.1.6 Overall assessment on the quality of the data used and the impact of the Migration Statistics Regulation in this context*

Over the four years of the functioning of the Funds the number of exceptions to the main principle enshrined in the basic acts, that the primary basis for the calculation of the allocations is the use of data validated and accepted as EU statistics by EUROSTAT and that there should be as few revisions of data by Member States as possible, have steadily been reduced.

There are a few minor exceptions; in particular where Member States need to exclude specific data categories and the Migration Statistics Regulation does not require Member States to provide such disaggregations. This is the case for the data on effective returns (disaggregated by country of return) and the data on residence permits (disaggregation of refugees, beneficiaries of subsidiary protection from residence permits granted in asylum procedures for humanitarian reasons, renewals, short stay residence permits). Moreover, there is the issue of revisions of data from previous reference years, following new statistical checks and/or corrections in counting methods. Member States have occasionally reported such revisions and these were accepted when they were justified.

As regards the application of the Migration Statistics Regulation, another specific concern remains. This relates to the time table for provision of data on residence permits, as laid down in the Migration Statistics Regulation. The data on the stock of valid permits at the end of the reference year and the data on flows of legally residing third-country nationals during the reference year are to be supplied by 30 June of each year following the reference year. This is too late for the purpose of the calculation of allocations, bearing in mind the time required for validation of the data. EUROSTAT has asked Member States to supply the data by 31 March, on a voluntary basis. Given the very limited number of Member States which provided these data within this shorter deadline for the 2011 budgetary exercise, complying with this earlier deadline does not seem to be realistic also for the future financial years. For the future exercises, though, it is envisaged to apply exclusively residence permit data collected under Article 6 of the Migration Statistics Regulation and thus to inform Member States by 1 of July about the estimated allocations and then, in November, about the provisional allocations based on validated Article 6 data. This approach should improve the accuracy of statistics used for the calculation of allocations and avoid subsequent revisions of data.

## 5.2. The specific situation of the External Borders Fund

As explained in the Communication, the calculation of the allocations for the External Borders Fund was rather complex, due to the multitude of the factors and data to consider, the variety of sources of information involved and the limited number of EU statistics.

The approach towards the data mentioned above is not entirely applicable to the data used for the calculation for the External Borders Fund as the criteria are in the main not based on migration data. It was necessary to apply other verification procedures and these are specified below.

The EBF basic act acknowledges that only for certain work load data reference figures can be EU statistics. To the extent possible, EU statistics were therefore used. However, even for the work load data, though, two qualifications were in order:

1. First, this was only applicable as of the 2010 calculation onwards. The work load data was obtained from the Member States directly and reference was made to data compiled under the informal, but regular, data collection on statistics on enforcement actions against illegal immigration (the so-called CIREFI data collection). The attention of Member States was drawn to some differences between the definitions for data required for the Fund and CIREFI data. For instance, the category of "third-country nationals apprehended *after* the crossing of the external borders" (i.e. linked with illegal entry) is not synonymous with the category of third-country nationals found illegally on the territory of the Member State under CIREFI. The latter being a composite category, it could also contain third-country nationals who entered legally but would subsequently have been found to be illegally present (for example visa overstayers).
2. Second, not all the work load data is subject to EU statistics. Article 5 of the Migration Statistics Regulation only covers the data on third-country nationals refused entry to Member States' territory at the external border. Appropriate data on the number of persons legally crossing the external borders at authorised border crossing points is not collected by the EU. EU transport statistics for airports and sea ports do not cover certain categories of means of transport (e.g; no private flights, no pleasure/fishing boat passengers) and do not cover all points of entry. Moreover, the data sets do not necessarily distinguish between intra-Schengen and extra Schengen movements of persons.

### 5.2.1 Allocations 2007 and 2008

#### Transmission of the allocations

The Commission provided the Member States with four excel sheets when sending the estimates of the amounts allocated to them for the financial years 2007 and 2008 in line with Articles 14 and 15 of the Decision:

- 1) Statistical data for 2005 and calculations for 2007 programme
- 2) Statistical data for 2006 and calculations for 2008 programme
- 3) Calculations taking into account the weighting factors for the 2007 and 2008 programmes
- 4) Summary of information on the allocations for the 2007 and 2008 programmes

The calculations were based:

- for the data categories relating to apprehensions and refusals of third country nationals: on the data provided by EUROSTAT in the context of the CIREFI collection;

- for the weighting factors: on reports by the FRONTEX Agency on the situation in 2005 and 2006 in accordance with Article 15 and
- for all other data referred to in Articles 14 and 15: on data directly supplied by the Member States in line with the explanations given in the guidelines transmitted in the autumn of 2006 and verified by the Commission.

#### Length of the external borders (land and maritime)

As regards land and maritime borders 70% of the allocation was calculated according to the length of the borders. As for the first allocations 2007 and 2008 each Member State sent to the Commission the totals of their external border, which was validated by the Commission, by comparing all different sources available (such as data from official web-sites of Member States). As regards maritime borders Spain, Italy and Malta could expand their maritime borders, taking into account their long operations conducted on a regular basis in high threat areas. The line of the long range operations was calculated on the basis of the geographical coordinates where Member States carried out their operations.

#### Workload

The workload carried out at the external borders was the other main parameter for allocating the financial resources (counting 30% for land and maritime borders and 100% for airports). The 2007 allocation was based on data on workload in 2005 as indicated in the basic act, whereas for 2008 the allocation was based on workload average figures over 2005 and 2006. For the calculation no EU statistics were available for the workload. Therefore, data on the number of crossings of external borders were collected directly from Member States and to the extent possible from other sources (e.g. figures provided on web-sites of Eurostar and airports, notifications by Member States of border crossing points under the Schengen Borders Code), whereas data relating to refusals and apprehensions of third country nationals after having crossed the external border irregularly were obtained in the context of the CIREFI collection (respectively M1 and M2 category of CIREFI). Data obtained via CIREFI were compared and validated with the data directly sent by Member States. Any difference was looked into and corrections were made when data were not coherent. Furthermore the number of refusals was also validated against the data available in FRONTEX Risk Analysis Network (FRAN). The same source was also used to carry out plausibility checks for the number of apprehended persons.

Plausibility checks were also made by comparing data between similar Member States and any potential incoherence was looked into in order to correct the figures and validate the data.

#### Consular offices:

As regards consular offices data on visa applications were obtained from the EU Council, whereas the information on the number of consular offices issuing visas in the countries listed in Annex I of Council Regulation (EC) No 539/2001 was obtained directly from Member States and validated with the data available according to the same Council document.

#### *5.2.2 Allocations 2009 - 2011*

The calculation of the allocation from 2009 onwards was based on data already collected for 2007 and 2008 for the length of the borders and on updated annual figures for the workload.

As regards the workload, the calculation was made considering the average figures of the previous two years (as indicated in the basic act) and applying the same methodology as for

2007 and 2008. Plausibility checks were carried out on the trends of the data provided. Any substantial difference in the trend (normally 10%) was looked into and the new figure was validated only after acceptable explanations.

From 2010, following the entry into force of Migration Statistics Regulation the number of persons refused at the external border was collected on this basis, thus giving more assurance on the reliability and comparability of the data.

For the 2011 allocation, new guidelines aimed at simplifying the process of collection of data. This concerned in particular the collection of data referred to in Article 15 for the purpose of the preparation of the threat assessment by the FRONTEX Agency. Having a sufficient historic trend of figures on the workload and in light of the existence of EU statistics on the number of refusals, the Commission limited the collection of data solely to the factors actually used in the calculation of the allocation and no longer collected additional elements, previously used for plausibility checks (e.g. the number of airports, data from FRAN, such as number of facilitators, forged and false documents).

#### 5.2.3.1. Setting up the methodology for carrying out the risk analysis by FRONTEX (2007)

In order to fulfil the task of establishing a risk assessment in accordance with Article 15 of the EBF basic act, a working team of analysts consisting of experts from the Risk Analysis Unit of the FRONTEX Agency was established.

To prepare the input for the first budgetary exercise, first a methodology was developed. The experts started with the estimation of the size of migration flows/pressure towards the EU external borders, taking into account the political, social and economical developments in third countries and the neighbouring countries. The experts came to the conclusion that the most suitable method to deliver a reliable product was to apply a combination of a situational analysis, in form of a threat assessment, together with the application of a weighting mechanism specifically elaborated for the Fund.

The following steps were identified:

##### Step 1: Carrying out weighting exercise on Member States' external sea and land borders

A special weighting mechanism was elaborated to measure and define the size of a problem (migratory pressure) and the level of the threat posed by it. The results of the weighting would then be calculated by using a common formula for each Member State, based on the data collected for the Fund as well by a set of additional factors (i.e. population size factor) used as coefficient rates.

##### Step 2: Analysis and assessment of available information

The analysis and assessment are based on Member States' national contributions to FRONTEX; on results and findings of tailored risk analysis carried out by FRONTEX on specific issues, outcomes of joint operations, as well on compilation and analysis of open source research and information from partner organisations. All elements would serve as components to carry out a situational analysis of which the outcome is future oriented.

##### Step 3: Producing the threat assessment

The assessment would not be based on the result of the weighting, but be a combination of the weighting and the situational analysis (threat assessment). Thus, incompleteness or inaccurate

data should not have any detrimental impact on the final outcome by showing an unrealistic picture of the situation.

It was agreed that the summary of the threat levels identified and the weighting factors determined by the FRONTEX Agency would also be transmitted to the Member States by the Commission.

#### 5.2.3.2. Methodology applied to the risk analysis by FRONTEX (2007-2011)

The FRONTEX risk analysis for the EBF is based on data sent by Member States border control authorities to FRONTEX within the framework of the FRONTEX Risk Analysis Network (FRAN) for the reporting year.

The concerned data are the following:

1. the number of third-country nationals refused entry at the external border (FRAN indicator 4);
2. the number of third-country nationals apprehended when crossing or attempting to cross the external border irregularly. This number is accounted for by FRAN indicators 1A and 1B, i.e. (i) detections between Border Crossing Points (BCPs) at the green and blue border (1A), and (ii) detections at BCPs (clandestine entries such as persons hiding in lorries - 1B). However, the number of detections at the green and blue border is usually much higher than the detections of clandestine entry at BCPs<sup>21</sup>.
3. the number of facilitators intercepted who have intentionally assisted the unauthorised entry of third-country nationals (FRAN indicator 2);
4. the number of forged or false travel documents (FRAN indicator 6) and the number of travel documents and visas issued on false grounds which have been detected at Border Crossing Points in accordance with the Schengen Borders Code (separate data collection for FRONTEX EBF report).

Article 15(3) of the EBF basic act identifies the following threat levels and weighting-factors by border type (land and maritime):

External land border:

- (i) factor 1 for normal threat;
- (ii) factor 1.5 for medium threat;
- (iii) factor 3 for high threat.

External maritime border:

- (i) factor 0 for minimum threat;
- (ii) factor 1 for normal threat;
- (iii) factor 3 for medium threat;
- (iv) factor 8 for high threat.

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<sup>21</sup> Exceptions in 2009 for land borders: Bulgaria with 23% of combined cases (1A + 1B) corresponding to 1A; Hungary with 18% combined cases corresponding to 1A; and the UK (no green border but also not subject to funding by EBF as the UK is not part of the Schengen Area). At sea borders most detections took place at the blue border. However, these detections are mainly restricted to Greece, Spain, Italy and Malta. Of the other Member States, only the UK, Italy, Belgium and France reported a significant number of detections at BCPs (ports). Italy experienced a much higher number of detections at the blue border and the UK again was not subject the EBF threat assessment.

The threat levels are identified by applying a common formula to the categories of data 1 -4 mentioned above for all Member States. The formula adds up the annual totals of the statistics while applying the following ‘irregular migration event’ weighting coefficients to them:

- irregular border crossings and detections of false travel documents and visas are weighted with factor 1.0 (basic threat weight);
- the number of apprehended facilitators is multiplied by the factor 5.0 (higher threat weight), due to the fact that one facilitator usually represents a higher threat level in terms of being—on average—likely to have facilitated the entry of a number of undetected irregular migrants during the same year;
- refusals of entry are weighted with a factor of 0.5 (lower threat weight), due to the fact that a significant number of refusals do not relate to a real risk for irregular migration (such as data on refusals of persons who simply forgot relevant travel documents or who are related to non-compliance with technical safety standards of vehicles etc.).

Finally, several intervals are identified in order to group the results of the mathematical calculation and to associate these intervals with the above mentioned threat levels for land and sea borders. In general, a value greater than 10,000 weighted irregular migration events qualifies the threat level as high and a value between 5,000 and 10,000 qualifies it for medium threat level. For land borders, all values lower than 5,000 qualify for normal threat level. For sea borders, an additional interval had been introduced at the lower end: normal threat relates only to values between 1,000–5,000, and minimum level to all values below.

For land borders, statistics are available for each border section. For the southern maritime borders, the breakdown of statistics by border section is available for key Member States. When the breakdown by border section is not available, the threat of irregular migration is assessed solely based on risk analysis, taking into account intelligence obtained from Joint Operations and through information shared within FRAN.

For border sections, as opposed to the overall borders of a Member State, the threat intervals are adapted because a single border section of a Member State normally records lower numbers of irregular migration events than the overall border of the same Member State due to the fact that the events are distributed among the different border sections. In addition, the threat levels should cover all levels from normal to high. Therefore, the lower threshold of a border section for the threat level medium has been lowered to 1,400. In case a Member State has only one border section, the lower threshold of 1,400 is also used for determining the threat level of the overall border of the Member State, i.e. the Member State’s overall threat level is upgraded to medium in case its value was placed between 1,400 and 5,000. In addition, the overall threat level for a Member State is adapted according to the highest threat level of a border section of the same Member State. This means that if the highest threat level among all border sections of a Member State is the medium threat level, the overall threat level of the Member State will correspond to medium level.

The data on travel documents and visas issued on false grounds are only available for a few Member States. Instead of using a set of data full of constraints and potentially bias, FRONTEX opted to reinforce its analysis by relying on the data on forged documents collected through its risk analysis network. The data focuses on detections of forged documents used by individuals attempting to enter the EU and the analysis of this data is regularly discussed among members of the network.

The common formula and above mentioned coefficients were developed and applied for the first time for the 2009 budgetary exercise. The reason for the change compared to 2008 was a

significantly improved data basis in terms of quality and details of data available which allowed, for the first time, the use of a common formula and consistent coefficients for all Member States. The results of the mathematical formula are then further assessed for each Member State in terms of additional qualitative information gathered from other sources such as FRONTEX joint operations.

Irregular migration events are defined as the non-weighted sum of all refusals, irregular border crossings and false travel documents and visas reported. This sum gives a first indication of the overall situation in terms of raw numbers. The weighted sum is the result of the mathematical formula and threat levels correspond to a large degree to the weighted sum as has been explained above

### **5.3. The application of the key principles on data supply and cooperation between Member States and Commission**

As indicated in the Communication, from the onset, for all the Funds, the following principles have been leading in the co-operation between Member States and the Commission, including EUROSTAT, to ensure the optimal application of the provisions on the distribution keys of the basic acts:

1. It is first and foremost the responsibility of the Member States to provide accurate and reliable data relevant for the allocations of resources to Member States. According to the basic acts, the reference figures shall be "the latest statistics produced by the Commission (EUROSTAT) on the basis of the data provided by Member States in accordance with Community law". Moreover, Member States have "to provide provisional data as soon as possible" for the Funds where data has not been supplied to the Commission or where the statistics are not produced by the Commission at all, as well as the information necessary to enable the Commission to check those data<sup>22</sup>.
2. In case of non-compliance, the ultimate consequence of the failure to deliver a particular category of data in accordance with the specific definition in the Decision establishing the Fund concerned will be that the required field in the table used for the distribution of the resources will remain empty, except where it would benefit a Member State.

As regards point 1, the Commission undertakes basic consistency checks but the quality of the statistics fundamentally depends on the Member States as no alternative sources of data exist against which the national figures declared to EUROSTAT can be checked. EUROSTAT monitors the quality of the data used in the compilation of the reference figures – whether these data are supplied under specific statistical legislation or on the basis of voluntary agreements. However, this monitoring and quality control is limited to normal statistical practices and will reflect the usual distribution of tasks and responsibilities between EUROSTAT and national data suppliers.

As regards point 2, the Migration Statistics Regulation introduces a legal obligation to Member States to provide the data listed in the Regulation and to provide, at the request of the Commission (EUROSTAT), all the necessary information for the Commission to evaluate the quality, comparability and completeness of the statistical information. Moreover, as mentioned above, according to the basic acts, Member States must provide provisional data for the allocation of the resources, where they have not supplied the data concerned to the Commission or, notably in the case of the External Borders Fund, where the statistics are not

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<sup>22</sup> Article 12 of the Integration Fund, Article 13 of the European Refugee Fund and Article 14 of the External Borders Fund and European Return Fund

produced by the Commission at all, as well as information necessary to enable the Commission to check those data. While the Commission will always endeavour to find appropriate solutions together with the Member State concerned, the ultimate consequence of the failure to deliver a particular category of data in accordance with the specified definition can be that the required field in the table used for the distribution of the resources will remain empty. This in turn will have a negative impact on the size of the contribution allocated to the Member State concerned (i.e. the Member State will receive a smaller contribution than it could have received if it had provided all the required data correctly).

Consequently, despite reminders by the Commission services and all efforts by services in the Member States, in some cases, in the end some particular data from Member States may not have become available and the Commission services may be bound to fill in zero in the field concerned.

Two exceptions though have always been made to this general rule. The rule is not applied if the "no data=0" rule may appear to have a positive impact in the resources to be distributed to the Member State and if averages are involved (in which case the averages will only be calculated on the basis of the supplied data sets).

- The first exception could occur in the case of the Integration Fund where certain data are deducted in order to reach the final figure (e.g. flow data on students, researchers). If the Commission uses a zero, the Member State concerned would in fact be rewarded for not submitting the data.
- The justification for the second exception is that the lack of one particular year should not make such a big difference over the average of three years.

#### 5.4. The calculations of the basis for the allocations for the Member States

##### 5.4.1. Overview

After the collection of the data, the allocations must be calculated on the basis of the total annual appropriations available for the financial year. Account must be taken of the different categories of appropriations available according to each basic act. Moreover, in some cases, the provisional allocations had to be reviewed as a result of the increase by the Budgetary Authority in the total annual appropriations for the Fund concerned.

**Table 47: Overview destination of the appropriations by Fund by budget year**

Fund	destination	2007 (€)	2008 (€)	2009 (€)	2010 (€)	2011 (€)
EBF	<i>total envelope</i>	170.000.000	169.500.000	195.561.000	230.917.000	268.762.000
	<i>STS</i>	15.000.000	15.000.000	15.000.000	15.000.000	16.000.000
	<i>Specific Actions</i>	0	10.000.000	10.000.000	10.000.000	5.000.000
	<i>Community actions</i>	10.200.000	10.170.000	11.733.660	13.855.020	10.000.000
	<i>Total Member States</i>	144.800.000	134.330.000	158.827.340	192.061.980	237.762.000
IF	<i>total envelope</i>	64.900.000	77.500.000	97.500.000	110.500.000	131.500.000
	<i>Community actions</i>	4.543.000	5.425.000	6.825.000	7.735.000	9.205.000
	<i>Total Member State</i>	60.357.000	72.075.000	90.675.000	102.765.000	122.295.000
ERF	<i>Total envelope*</i>		74.000.000	98.766.667	94.436.247	98.829.789
	<i>Community actions</i>		7.400.000	9.876.667	3.777.450	3.953.032
	<i>Fixed amount for resettlement</i>		9.572.000	19.904.000	9.428.000	9.932.000
	<i>Total Member States**</i>		66.600.000	88.890.000	90.658.797	94.872.757
RF	<i>Total envelope</i>		55.500.000	66.500.000	87.500.000	113.500.000



	<i>Community actions</i>		0	4.655.000	5.775.000	4.500.000
	<i>Total Member States</i>		55.500.000	61.845.000	81.725.000	109.000.000

\* The total envelop for ERF includes the assigned revenue (amounts from recoveries of unspent credits or financial corrections of programmes under ERF I&ERF II).

\*\* The total Member States for ERF includes the fixed amount for resettlement.

Please find below some further information by Fund to explain these calculations.

#### 5.4.2. *External Borders Fund*

After the collection of the data, the allocations must be calculated on the basis of the total annual appropriations available for the financial year. In the case of the External Borders Fund, the appropriations should also cover 1) the assistance to Lithuania in the context of the Special Transit Scheme (Article 6 of the EBF basic act); 2) the Community Actions supporting in particular visa policy and immigration liaison officers in third countries (Article 7) and 3) the Specific Actions addressing particular weaknesses at certain borders (Article 19).

For the period 2007-2010, 6% of the annual allocations was made available for Community actions, in accordance with the ceiling in the basic act. For 2011, the Community actions were set at 10 million.

For the Specific Actions in the period 2008-2010 10 million was made available each year in accordance with the ceiling of the basic act, whereas for 2011 the amount was set at 5 million. There was no call for Specific Actions under the 2007 budgetary exercise, bearing in mind the late adoption of the basic act and the absorption capacity of the Member States. The appropriations were distributed instead to the Member States for their annual programmes.

To note that besides the complexity of compiling the data and the need to reflect on the size of the appropriations for the Community actions, another compilation occurred with the determination of the final allocations for the External Borders Fund in the period under review. There was uncertainty on the number of beneficiary states benefiting from the Fund which required choices to be made on the calculation of the size of the individual allocations.

This concerned the participation of the States associated with the implementation, application and development of the Schengen acquis. Article 11(4) EBF basic act foresees the conclusion of supplementary rules necessary for such participation. However, participation was considered not appropriate prior to the conclusion of these rules. The negotiations on these rules were concluded only in 2009 and the Agreement concerned is provisionally applicable since March 2010. The uncertainty in the timing of their participation thus impacted on the calculations in various aspects:

- In the calculation of the extrapolations and thus the estimated amounts for the multiannual period for all beneficiary states. An estimate had to be made;
- In the determination of the size of the total appropriations available for the Fund for the annual calculations of 2008, 2009 and 2010. The Agreement with the Associated States fixes their contributions to the Fund for 2010 – 2013 and thus indicates the actual amounts; no such information was available before the conclusion of the Agreement and therefore certain estimates had to be made; and
- In the determination of the allocations to the Associated States themselves. In the end, 2009 allocations to these states, foreseen in the course of 2008, are considered as

"exceptional allocations" under the terms of the Agreement and the Associated States, to be used together with the 2010 allocation, as the Associated States started to implement the EBF Basic act and programme actions from the 2010 budget year only.

In the case of the External Borders Fund there was no need to revise the provisional allocations following changes by the Budgetary Authority in the total envelope for a given annual year.

#### *5.4.3 European Fund for the Integration of third-country nationals*

After the collection of the data, the allocations to the Member States must be calculated on the basis of the total annual appropriations available for the financial year. In the case of the European Fund for the Integration of third-country nationals, the appropriations should also cover the Community Actions (Article 5 of the IF basic act).

For the period 2007-2011, 7% was made available for Community actions, in accordance with the ceiling in the basic act.

In the case of the European Fund for the Integration of third-country nationals there was a need to revise the provisional allocations following an increase of EUR 5 Million by the Budgetary Authority in the total envelope for the year 2010.

It is to be noted that due to incoherence in the timing between the requirements under Article 6 of the Migration Statistics Regulation and those laid down in Article 12 of the IF Basic act as regards the collection of statistical data necessary for the calculation of the allocations, the quality of these data depends greatly on the voluntary cooperation of the Member States with EUROSTAT. This had an impact on the provisional allocations 2011 which were communicated to the Member States with a possibility to be revised should more updated data be taken into account when available. Revisions of the original calculation in the summer of 2010 were made by EUROSTAT, following validation of revised data, as required under Art. 6. The final allocations were communicated to the Member States in March 2011.

#### *5.4.4. European Refugee Fund*

After the collection of the data, the allocations to the Member States must be calculated on the basis of the total annual appropriations available for the financial year. In the case of the European Refugee Fund, the appropriations should also cover the Community Actions (Article 4 of the ERF basic act).

For the financial years 2008 and 2009, 10% was made available for Community actions, in accordance with the ceiling in the basic act. In the case of the financial years 2010 and 2011, the allocation to the Community actions has been reduced to 4% of the total appropriations. This was a consequence of setting up the European Asylum Support Office which took over a part of the activities, previously financed under the Community actions, in particular support of transnational cooperation between Member States in asylum related issues.

In the case of the European Refugee Fund there was a need to revise the provisional allocations following an increase of EUR 10 Million by the Budgetary Authority in the total envelope for the years 2009 and 2010.

Moreover, a fixed amount of 4.000 EUR for each resettled person falling under the specific categories according to Article 13(3) of the basic act is reflected in the distribution of resources to the Member States. This specific financial incentive is allocated to the Member States on the basis of the annual pledging exercise according to Article 13(6) of the basic act and is primarily deducted from the total envelop of the Fund and thus has an impact on the

annual distribution of resources. This implies some limitations as regards the possible expansion of resettlement allocation to the detriment of allocation for other actions under the national annual programmes.

#### *5.4.5. European Return Fund*

After the collection of the data, the allocations must be calculated on the basis of the total annual appropriations available for the financial year. In the case of the European European Return Fund, the appropriations should also cover the Community Actions (Article 6 of the RF basic act).

As the 2008 appropriations were put in reserve by the European Parliament in connection with the negotiations on the Directive on common standards and procedures in Member States for returning irregularly staying third-country nationals<sup>23</sup> (henceforth the "Return Directive"), till the end of 2008, it was considered appropriate not to allocate resources to the Community actions for that financial year. For the subsequent financial years resources to the Community actions were based upon an assessment of needs. It was not considered necessary to go up to the ceiling in the basic act, given the significant increases in 2010 and 2011 of the total envelope.

In the case of the European Return Fund there was a need to revise the provisional allocations following an increase of 5 million Euro made by Budgetary Authority to the total envelope for the year 2010.

### **5.5. Migration Statistics Regulation**

Regulation (EC) 862/2007, which came into force in August 2007, defines a core set of statistics on migration flows, foreign population stocks, acquisition of citizenship, asylum application and decisions, residence permits issued to third country nationals, and on enforcement of immigration legislation. These statistics are compiled on an annual basis (except for asylum that includes monthly and quarterly data) based on data supplied to the Commission by national statistical institutes, interior ministries, immigration services and related national agencies.

As opposed to the previous migration statistics that were collected on the basis of non-binding agreements with Member States, the legislation obliges the national authorities to supply appropriate data to fixed deadlines and to harmonised statistical definitions. The first reference period covered by the legislation is 2008 (January/Quarter 1 2008 for asylum data).

Commission implementing regulations have since been adopted defining groups of countries of birth/citizenship/destination/origin for migration flow and foreign population stock statistics, as well as to define the categories of reason for residence permits being issued.

The statistics of direct relevance for the Funds are:

- Asylum statistics (Article 4) – used for the European Refugee Fund
- Statistics on Enforcement of Immigration Legislation (Articles 5 and 7) - used for the External Borders Fund and the European Return Fund

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<sup>23</sup> Directive 2008/115/EC of the European Parliament and of the Council (OJ L 348, 24.12.2008, p. 98).

- Statistics on residence permits issued to third country nationals (Article 6) used for the Integration Fund

Table n° 48 (p. 106) provides detailed information on which statistics collected under Regulation (EC) 862/2007 are used in the Fund allocation procedures.

In addition to the statistical data required, the Migration Statistics Regulation also provides a framework for the collection of detailed metadata covering issues such as the application of definitions and the coverage of the data sources selected at national level. Metadata questionnaires have been prepared. Among other uses, the metadata will assist EUROSTAT in assessing the quality of the migration data received.

The implementation of the Migration Statistics Regulation appears to have had a strong positive effect on the quality and completeness of the migration data supplied by Member States. However, it should be noted that Member States are still developing their capabilities to comply with all aspects of the Migration Statistics Regulation, and it is not yet possible to provide a comprehensive review of the improvements to the statistics as a result of the Regulation.

The data covered by Articles 4-7 of the Regulation (the data used for the Funds) are based on administrative data managed at national level primarily by interior ministries and related agencies. For these statistics in particular, there has been an increased focus at national level on compliance with the required definitions. As part of the implementation of the Migration Statistics Regulation, detailed technical guidelines have been developed for each of the migration statistics data collections. Many of the national authorities concerned have made great efforts to improve the supply of data. However, some problems still remain in the supply of data – in particular from some Member States. EUROSTAT is monitoring closely compliance with the Migration Statistics Regulation and working with the national data suppliers to resolve these difficulties.

**Table 48: Overview on the relationship between the RF, IF and EBF categories under the Basic Acts and the Migration Statistics Regulation**

Fund	Data category	Code	Data source	Observations
<b>RF</b>	Article 14(2)(a) basic act: total number of third-country nationals who do not or no longer fulfil the conditions for entry and stay in the territory of the Member State and who are subject to a return decision under national and/or EU law, i.e. an administrative or judicial decision or act, stating or declaring the illegality of stay and imposing an obligation to return	RF 1	Article 7(1)(a) Regulation 862/2007: the number of third-country nationals found to be illegally present in the territory of the Member State who are subject to an administrative or judicial decision or act, stating or declaring that their stay is illegal and imposing an obligation to leave the territory of the Member State	<i>Nearly consistent</i>
	Article 14(2)(b) basic act: number of third-country nationals who have actually left the territory of the Member State following an administrative or judicial order to leave, whether undertaken voluntarily or under coercion	RF 2	Article 7(1)(b) Regulation 862/2007: the number of third-country nationals who have in fact left the territory of the Member State, following an administrative or judicial decision or act, stating or declaring that their stay is illegal and imposing an obligation to leave the territory of the Member State	<i>Additional voluntary collection on persons returned to a third country</i>
	Article 14(3) basic act: the third-country nationals referred to under 14(2) shall not include:			
	(a) third-country nationals who, being present in a transit zone of a Member State, were refused entry;		source: beneficiary State	
	(b) third-country nationals who are to be returned by a Member State to another Member State, in particular pursuant to Council Regulation (EC) No 343/2003 ("Dublin")		source: beneficiary State	<i>Additional voluntary collection on persons returned to a third country</i>
<b>IF</b>	Article 12(2)(a) basic act: total number of legally residing third-country nationals in Member States	IF1	Article 6(1)(a)(iii) Regulation 862/2007: the number of valid permits at the end of the reference period (number of permits issued, not withdrawn and not expired), disaggregated by citizenship, by the reason for the issue of the permit and by the length of validity of the permit	
	Article 12(2)(b) basic act: the number of third-country nationals who have obtained an authorisation issued by a Member State to reside on its territory	IF2	Article 6(1)(a) (i) Regulation 862/2007: the number of permits issued during the reference period whereby the person is being granted permission to reside for the first time, disaggregated by citizenship, by the reason for the permit being issued and by the length of validity of the permit	
	Article 12(3) basic act: for the purpose of the calculation referred to in paragraph 2(b), the following categories of persons shall not be included:			
	(a) seasonal workers, as defined under national law	IF3	Article 6(1)(a)(i) of Regulation 862/2007: the number of permits issued during the reference period whereby the person is being granted permission to reside for the first time, disaggregated by citizenship, by the reason for the permit being issued and by the length of validity of the permit	
	(b) third country nationals admitted for the purposes of studies, pupil exchange, unremunerated training or voluntary service in accordance with Council Directive 2004/114/EC	IF4		
	(c) third country nationals admitted for purposes of scientific research in accordance with Council Directive 2005/71/EC;(	IF5		
	(d) third country nationals who have received a renewal of an authorisation issued by a Member State or a change of status, including third-country nationals who acquire long-term resident status in accordance with Council Directive 2003/109/EC.	IF6	Source: beneficiary State	This permit category is not covered by the Statistics Regulation and is therefore not collected by the Eurostat.

<b>EBF</b>	Article 14(2)(a), 14(9) and 2(2) basic act: length of external land borders (in km)	EBF1	Source: beneficiary State	
	Article 14(3)(a) , 14(6)(b) basic act: length of the external maritime borders (in km)	EBF2	Source: beneficiary State	
	Article 14(4) basic act: number of airports	EBF3	Source: beneficiary State	The number of airports as notified according to Art. 34(2) Schengen Borders Code is collected for verification.
	Article 14(5)(a) basic act: the number of consular offices of the Member States in the countries listed in Annex I of Council Regulation (EC) No 539/2001 (third countries whose nationals must be in possession of visas when crossing the external borders)	EBF4	Source: beneficiary State	
	Number of persons crossing the external land border at BCPs	EBF5	Source: beneficiary State	
	The number of persons crossing the external sea border at BCPs	EBF6	Source: beneficiary State	
	Number of persons crossing the external border at BCPs in airports	EBF7	Source: beneficiary State	
	Number of third country nationals refused entry at the external land border	EBF8	Article 5(1)(a) Regulation 862/2007: number of third-country nationals refused entry to the MS territory at the external border, disaggregated by type of border	
	Number of third country nationals refused entry at the external maritime border	EBF9	Article 5(1)(a) Regulation 862/2007: number of third-country nationals refused entry to the MS territory at the external border, disaggregated by type of border	
	Number of third country nationals refused entry at the external border at airports	EBF10	Article 5(1)(a) Regulation 862/2007: number of third-country nationals refused entry to the MS territory at the external border, disaggregated by type of border	
	Number of third country nationals apprehended after having crossed the external land border illegally	EBF11	Source: beneficiary State	Only the number of third-country nationals to be found illegally present in the Member State's territory is collected pursuant to Article 5(1)(b) Regulation 862/2007.
	Number of third country nationals apprehended after having crossed the external maritime border illegally	EBF12	Source: beneficiary State	Only the number of third-country nationals to be found illegally present in the Member State's territory is collected pursuant to Article 5(1)(b) Regulation 862/2007
	Number of visa applications made at consular offices	EBF13	Source: beneficiary State and data collected by the Visa Council Working Group.	Pursuant to Annex XII of the Visa Code Member States shall submit to the Commission information on visas applied for and issued

## **5.6. Nature of statistical checks and the development of the Quality Assurance Programme**

### *5.6.1 European Statistical System and Quality Assurance*

Official statistics in Europe are organised through the "European Statistical System (ESS)", a partnership between the statistical authority of the European Union, which is the Commission (EUROSTAT), the national statistical institutes (NSIs) and other national authorities responsible in each Member State for the development, production and dissemination of European statistics.

Member States collect data and compile statistics for national and EU purposes. The ESS functions as a network in which EUROSTAT has a coordinating role, working in close cooperation with the national statistical authorities. A key function is to promote the harmonisation of European statistics, allowing meaningful comparisons and analyses to be based on data produced by the different national authorities.

Quality assurance in the ESS has emerged from developments over many years in the field of statistics. A balance is necessary between the objectives of supervision and control by EUROSTAT and the constraints arising from the principle of subsidiarity and the autonomy of Member States in the way they organise and produce official statistics. Although the responsibility for monitoring European statistical data is vested in the Commission, the Commission does not directly compile statistics or control their production in the Member States. In this respect, it depends largely on the data compiled and reported by the Member States, as well as the administrative ability and co-operation of the respective national authorities. Appropriate institutional frameworks ("governance"), respect of principles relating to statistical good practice, compliance with production methods, and plausibility checks for transmitted data are the tools available for quality assurance in European statistics.

Member States are bound to cooperate in good faith and in conformity with the statistical principles set out in Regulation (EC) 223/2009 on European Statistics. These principles require that statistics are produced in an independent manner, free from any pressures from political or interest groups, and also in a systematic, reliable and unbiased manner using professional and ethical standards. Scientific criteria must be used for the selection of sources, methods and procedures. Member States are obliged to provide statistical data in accordance with such principles and minimum standards for the independence, integrity and accountability of national statistical authorities, and to take all necessary measures to ensure that their institutional and organisational arrangements respect the relevant legal frameworks..

The ESS functions as a cooperative network. It should be noted that the role of EUROSTAT does not generally extend to the detection or correction of data that may have been deliberately mis-reported by national authorities.

### *5.6.2 European Statistics Code of Practice*

The Commission has adopted a strategy for strengthening the governance of European statistics along three lines of action: building up the legislative framework; improving the operational capacities of the relevant Commission services, and establishing the "European Statistics Code of Practice" The Code has a self-regulatory character. In 2007, the

Commission adopted a proposal for regulation regarding the establishment of an external body to monitor compliance with the Code by national statistical authorities and EUROSTAT. The European Statistical Governance Advisory Board (ESGAB) was established by European Parliament and Council Decision in 2008 to provide an independent overview of the ESS as regards the implementation of the Code.

#### *5.6.3 EUROSTAT's Quality Assurance Programme for the General Programme (QAPS)*

Given the importance of ensuring the quality of the statistics used for the allocation of the Funds, EUROSTAT has put in place a specific Quality Assurance Programme for the General Programme Solidarity and Management of Migration Flows.

#### *5.6.4 The main purpose of the Quality Assurance Programme (QAPS)*

The main purpose of EUROSTAT's Quality Assurance Programme (QAPS) is to monitor the quality of the data used in the allocation of the Solidarity Funds, in a multi annual process aimed at promoting the fair and transparent allocation of the Funds.

#### *5.6.5. Concrete quality improvement measures of the QAPS*

##### 5.6.5.1 Data analysis and compliance monitoring

In line with the preparation of revised Statistical Technical Guidelines for the Funds, an evaluation was made of all the 2008 data received. As foreseen by Article 2§3 of Regulation (EC) 862/2007, exceptionally 2008 reference year data could be provided based on alternative (national) definitions. However in some cases data suppliers did not send the legally required data at all, or failed to provide the necessary breakdowns. For these cases, EUROSTAT sent out compliance monitoring letters as a first step to remind Member States of the compulsory aspect of providing regulatory based statistics. Most Member States involved with compliance monitoring cases reacted in a positive and constructive way by taking measures to resolve the existing problems, in order to provide the 2009 reference year data as required by the Regulation.

Although legislative compliance monitoring is not directly related to the QAPS, it is obvious that the availability of complete data sets is an important precondition to guarantee the quality of the statistics.

##### 5.6.5.2 Revised Technical Guidelines

Revised Technical Guidelines were sent to the data suppliers on a regular basis. These have taken into account quality-related issues that emerged during analysis of the data supplied, or during discussions in the Migration Statistics Working Group or bilaterally with data suppliers. Country codes used for the statistics for the Funds were brought in line with the harmonised country codes list in use for all the domains related to "Social Statistics" and were communicated to all data suppliers.

##### 5.6.5.3 Metadata and related questionnaires

The needs for metadata, and the related questionnaires to collect these metadata, have been taken into account for all Solidarity Funds related statistical data collections. Once the collection of all metadata questionnaires has been completed, the metadata will be published on EUROSTAT's website, together with the relevant statistics.



#### 5.6.5.4 Validation of the data

Validation is a crucial element to ensure the quality of statistics. An important aspect for the establishment of validation rules is the availability of time series. For most of the statistics serving as an input for the Solidarity Funds, this is not the case, as these are mainly annual collections, provided for the first time for the 2008 reference year. Comparison with data prior to 2008 was often not relevant, as these data were collected on a voluntary basis and are, in many cases, incomplete and not based on harmonised definitions. Where data are collected on a monthly or quarterly basis (asylum), initial time series analysis, trend analysis and outlier detection have been developed. In the absence of time series, certain validation rules based on the plausibility of the data are defined in order to highlight possible anomalies that require further investigations.

In principle, the collection of statistics on the basis of statistical legislation implies a higher degree of accuracy, comparability and transparency, which, in turn enhances good validation. This is potentially less the case for ad hoc data collections.

A further dimension regarding validation relates to steps that can be taken at the level of the individual Member State (mainly checks on completeness and consistency of the tables provided at national level) and what can be done by EUROSTAT (essentially outlier detection and trend analysis, once the data sets are completed at EU27 level).

Internally within EUROSTAT, work has taken place to benchmark available validation rules that are in place across the data collections used for the Funds. Validation rules for the QAPS are being documented and will be included in updated Technical Guidelines for the data collections.

#### 5.6.5.5 Process improvement actions and results

A number of improvements have been made for the collection process for the data collections following the first reference year (2008). In some cases corrected data sets have been supplied, which is taken as an indication of increased awareness of quality issues at national level. A good example of such a process improvement relates to the European Return Fund 2009 data. All Member States have supplied the (voluntary) data on third Country Nationals returned to a third country as an additional part of the main data collection under the Migration Statistics Regulation. This means that the organisation of an additional consultation round on these ad hoc data became superfluous, which considerably reduced the workload and the timetable for all parties involved. Furthermore, the availability of a complete data set – including disaggregations by citizenship – made it easier for EUROSTAT to validate these data.

To ensure transparency in the Funds allocation process and in accordance with the principle of impartial dissemination, the data used in the allocation – including the ad hoc collections – are made public via the online dissemination database of EUROSTAT.

#### 5.6.5.6 The QAPS: a critical process. Additional quality related actions and consequences

EUROSTAT has identified the statistical process to provide the required statistics for the purpose of the Funds of the General Programme Solidarity and Management of Migration Flows as a critical process within the domain of social statistics. The consequence of this was that a very detailed Self Assessment Checklist was completed for each of the underlying statistical data collections. In parallel with the quality improvement measures established in the QAPS, the Supported Self Assessment identified a number of actions intended to ensure

the quality of these statistics. EUROSTAT is consulting with Member States on the best ways to implement these improvement actions.

#### *5.6.6. Next step for the Quality Assurance Programme*

The next steps for the QAPS will be based on an in-depth analysis of the available data for the General Programme. Further quality improvements will be introduced via the process of yearly statistical improvement cycles in order to guarantee the transparent and non-disputable distribution of the Funds to the Member States.

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