

# MULTIANNUAL PROGRAMME

## ICELAND

- Ministry of Justice and Human Rights –  
19/11 2010

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## EXTERNAL BORDERS FUND

2009-2013

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# 1. SITUATION IN ICELAND

## 1.1. The national situation and the migration flows affecting it

### 1.1.1. General Information

As an introduction, a few geographical points are relevant to properly explain the situation on borders and the border system in Iceland. The country is 103,000 square kilometres in area. The coastline is 4,970 km in length, and almost all built-up areas are around the coastline. The total number of municipalities in Icelandic is currently 76, including 30 villages and towns. There is only one city in Iceland, the capital Reykjavík. On 1 January 2010 the total number of inhabitants in Iceland was 317,630, however the population is unevenly distributed around the country, and over 200,000 people, or almost 2/3 of the population, reside in the capital area, i.e. Reykjavík and neighbouring municipalities.

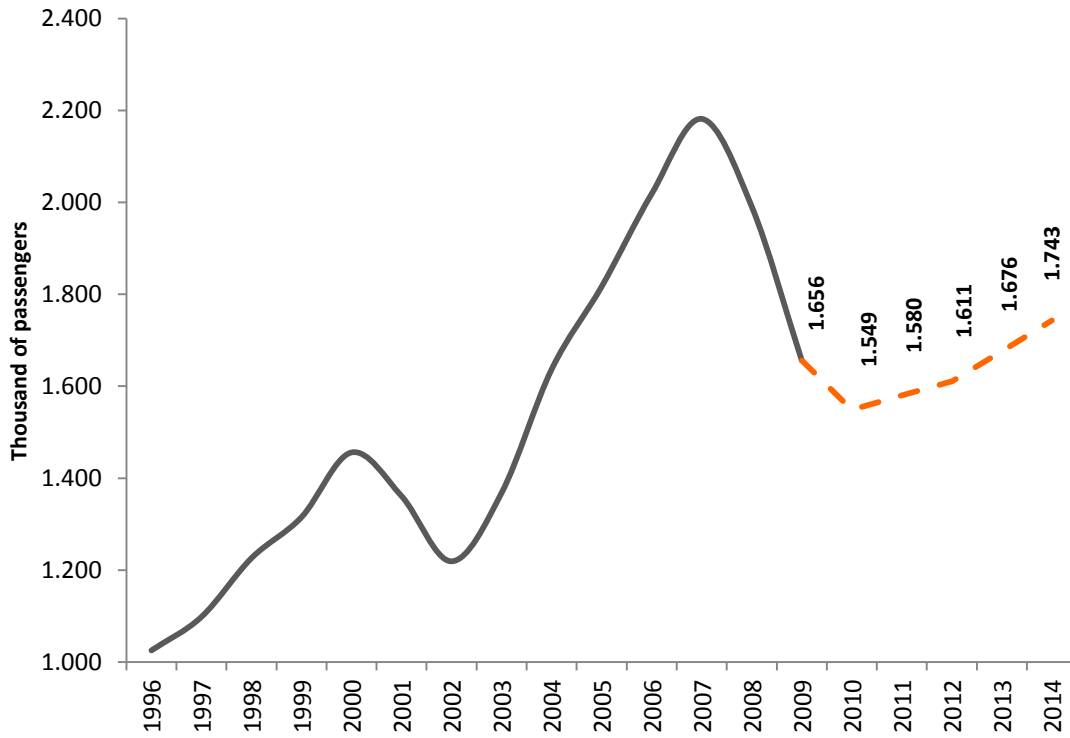
*Sea borders:* The entire external borders at sea in Iceland are rated as zero threat. In Iceland there are 27 seaport border points. Iceland's geographical situation is an advantage; Ocean areas within the territorial fishing limits (200 nautical miles) are of a total 758.000 sq. km. Iceland lies between Greenland in the west (distance 735 km) and Norway in the east (distance 1500 km). To the south there are the Faeroe Islands (771 km) and the UK (1100 km). With a view to this border control at sea is easily organised in an effective manner. Furthermore, the coasts of Iceland outside established border posts are difficult to traverse and inhospitable, resulting in it being exceptionally hard to use for the purpose of placing people ashore illegally. The Icelandic Coast Guard actively patrols the ocean around the island, increasingly better equipped with new technology to further increase efficiency.

*Air borders:* In Iceland there are 4 international airports. However, Keflavik International Airport is by far the largest International Airport, serving almost all international air traffic to and from the country, and an overall estimation is that the airport serves over 95% of all international traffic to and from Iceland.

*Overview of the main routes and destinations to and from Keflavík International Airport:*



*Passenger flow history from 1996 and forecast to 2014:*



Passenger flow	2008	2009	2010
Total number	1.991.338	1.574.124 / 704.705*	708.418*
Non-Schengen	733.736	620.367 / 277.384*	327.024*
Top five Non-Schengen	UK USA CANADA	UK USA CANADA	UK USA CANADA

\* First six months of the year.  
(Non-Schengen figures not 100% accurate).

### 1.1.2. Institutional set-up

There is no independent border police in Iceland, border control is among the general obligations of police authorities around the country, i.e. border control in Iceland is at the responsibility of the Icelandic Police and the Icelandic Coast Guard. Both the Police and the Coast Guard are subsidiary organs of the Ministry of Justice and Human Rights. It should be noted that as of 1 January, a new Ministry of Interior will take the place of the Ministry of Justice and Human Rights

*Organisational chart of the Ministry of Justice and subsidiary organs relevant to border control and the border system in Iceland:*



In practice, the following actors have responsibilities related to the external borders

- the Icelandic Police
- the Coast Guard

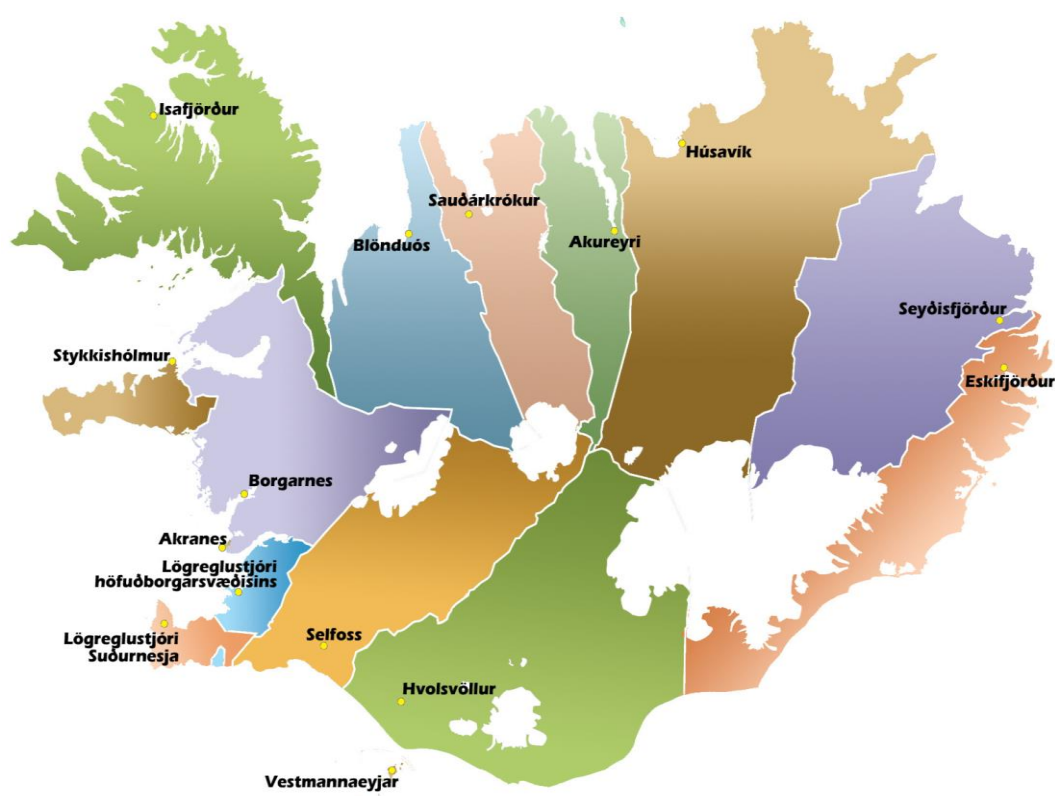
It shall be noted that customs authorities are present at external borders, they however do not intervene in border management, except to notify police authorities if anything suspicious is detected or on a need to basis. Cooperation in this regard between police and customs has proven beneficial.

Their description follows below.

#### **The Icelandic Police**

The Commissioner of the Icelandic National Police administers police affairs under the minister's authority. Iceland is geographically divided into 15 police districts, each headed by a District Commissioner. The total police force in Iceland consists of 663 police officers. The main laws, regulations and administrative rules incumbent on the police and the exercise of police functions are the following; Police Act No 90/1996; Regulation on Management of Personal Information by the Police No 322/2001 and the Code on Criminal Procedure No 88/2008. These laws and rules lay down the different responsibilities and interdependence between the different bodies. Specific coordination mechanisms or agreements are not in place, cooperation between different bodies is provided when needed, and due to the limited size of the category, the cooperation is on a personal basis, making it both efficient and accessible.

*Geographical division of the 15 police districts in Iceland:*



In accordance with Art 34 b) of the SBC, Iceland has notified the Commission of the Border crossing points:

Air Borders:

Akureyri,  
Egilsstaðir,  
Keflavík,  
Reykjavík.

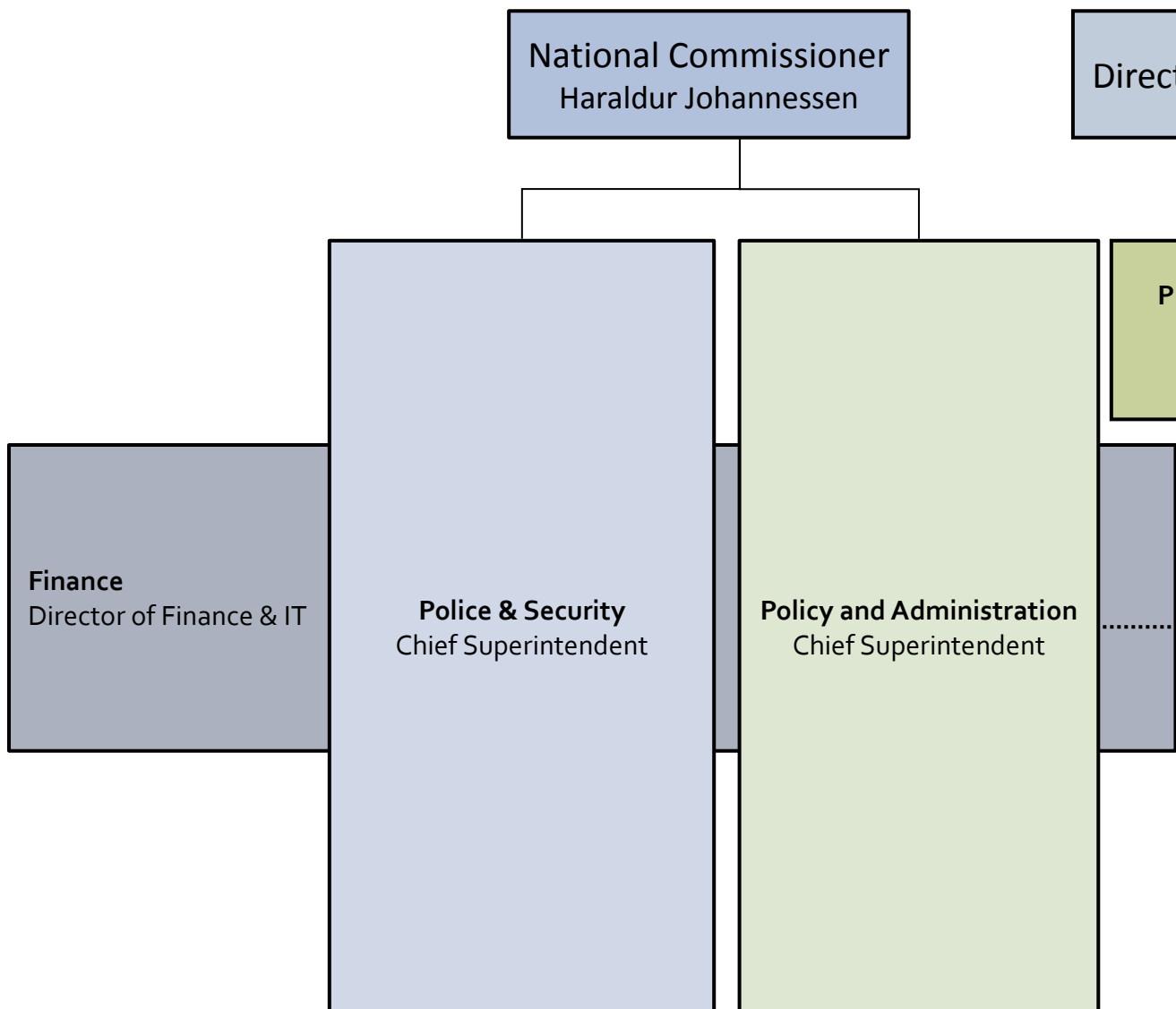
Sea Borders:

Akranes,  
Akureyri,  
Bolungarvík,  
Fáskrúðsfjörður,  
Fjarðabyggð,  
Grindavík,  
Grundarfjörður,  
Grundartangi,  
Hafnarfjörður,  
Höfn,  
Húsavík,  
Ísafjörður,

Kópavogur,  
Litlisandur,  
Patreksfjörður,  
Raufarhöfn,  
Reykjanesbær,  
Reykjavík,  
Sandgerði,  
Sauðárkrókur,  
Seyðisfjörður,  
Siglufjörður,  
Skagaströnd,  
Vestmannaeyjar,  
Vopnafjörður,  
Þorlákshöfn,  
Þórshöfn.

It is the role of the Commissioner of the Icelandic National Police to perform various administrative functions in fields related to law enforcement, such as providing general instructions to district commissioners of police and to make proposals for rationalisation, coordination, development and safety in policing. His office shall grant the district commissioners of police assistance and support, and carry out any police work which calls for centralisation or coordination among the offices involved. His office is responsible for international police relations.

*Organisational chart of the Commissioner of the Icelandic National Police:*



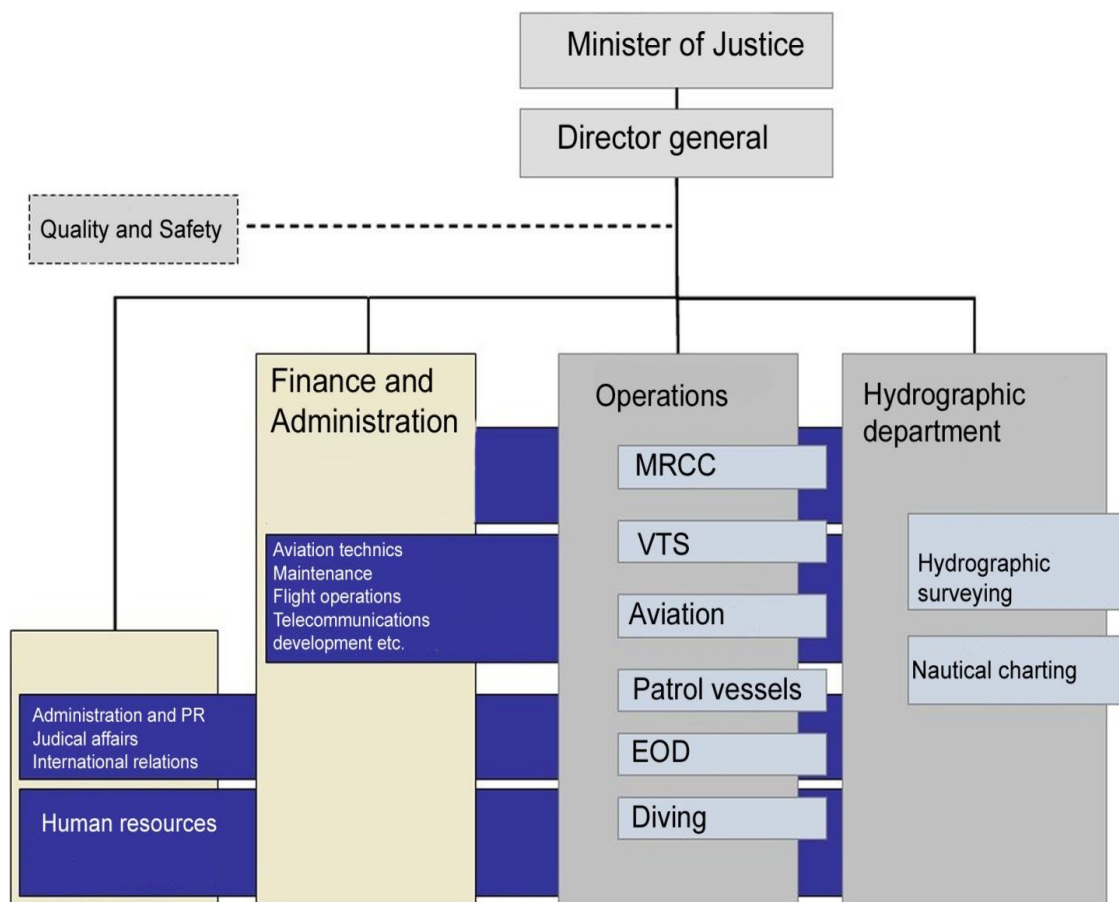
As regards coordination mechanism, bilateral agreements between regional police districts and customs are in place. Likewise, there are bilateral agreements in place between the Coast Guard and customs, as well as the Coast Guard and police authorities. On a case to case basis, depending on the circumstances at hand, it varies which organisational bodies are responsible for coordination depending on the bilateral agreement in force. The police authorities and the Coast Guard are subsidiary organs of the Ministry of Justice and Human Rights and the Ministry, in close cooperation with the two authorities, handles coordination at central level. Furthermore, Iceland has a National Coordination Centre, which is a joint project between relevant authorities for search and rescue.

#### **The Icelandic Coast Guard**

The Icelandic Coast Guard is governed by Act No 56/2006. The total Coast Guard force consists of 160 persons. The authority is responsible for control of jurisdictional

boundaries at sea and reception of notifications from ships as provided for in the Regulation on Border Crossing No 1212/2007, but Articles 17-22 cover the role of the Icelandic Coast Guard. In special circumstances border check can be executed onboard ships before they arrive to the harbour, cf. Article 22. Border check onboard ship before it comes to harbour is not considered except in close cooperation with the Commissioner of Icelandic National Police and upon a request from him.

*Organisational chart for the Icelandic Coast Guard:*



The Icelandic Coast Guard has cooperation agreement with the the Commissioner of Icelandic National Police and also with the Directorate of Customs. According to Act No 56/2006, the Icelandic Coast Guard's task is, among other things, law enforcement at sea, and assistance to law enforcement ashore in co-operation with the National and regional commissioners of police. The Icelandic Coast Guard can also, in cooperation with the Directorate of Customs, take care of customs patrols.

In conclusion, as previously mentioned there is no special border guard body working in Iceland; border control is one of the tasks of the police. Therefore all 15 police districts in Iceland are responsible for border control. There are however special units which have border control as their main task at the Metropolitan Police (5 officers for sea borders) and at Sudurnes District Police (20 officers for air borders). In



the remaining 13 police districts the responsibility of border control is forwarded to the most experienced police officers in this field of work as their main task. Support to the border police is provided from other division when needed. As for specific types of borders (*land borders*: N/A):

### **1.1.3 Borders and border control in Iceland**

There is no specifically defined border security model in Iceland. In 2007 a National Security Unit (NSU) pertaining to The Commissioner of the Icelandic National Police was established. The unit is tasked with analysing organised crime in Iceland and to issue forward-looking-assessments in this field of law enforcement. The functions of the NSU include the investigation of treason and offences against the constitutional structure of the state and its senior authorities and to assess the risk posed by terrorist activities and organised crime, including trafficking in human beings. A police officer in the unit is responsible for dealing with cases involving trafficking in human beings. The assessment of priorities within the police are made with statistical analysis and risk assessment by the National Security Unit at the National Commissioner of the Icelandic Police, as well as analysis of statistics on crime development in respective police districts and assessment of information provided by international partners such as Europol or Interpol, but the NSU has established co-operation with international bodies such as Europol and national agencies in a number of countries tasked with battling organised crime. This form of co-operation is also carried out within the NATO framework.

Of special importance to Iceland is the co-operation established with other Nordic countries and with Europol where Iceland now has a liaison officer. These modes of co-operation have proved useful in battling drug trafficking and Outlaw Motorcycle Gangs, most notably the Hells Angels network.

The National Security Unit will, without doubt, be a very useful tool in the fight against human trafficking. It works in close proximity with the border control staff in an effort to prevent the traffickers from entering the country and/or to continuing their journeys to other countries. The purpose of the new national security unit is not only to investigate crimes that have already been committed, but also to conduct investigations in order to prevent the occurrence of crimes such as trafficking in human beings. The Minister of Justice and Human Rights is also authorised to set up national security units under other police commissioners if there are particular reasons for doing so. Establishment of the National Security Unit reflects developments in the police forces of Iceland's neighbouring countries and facilitates collaboration between Iceland and such units overseas, i.e. those that are concerned with analysing and evaluating the threat of international organised crime or terrorism.

With regards to border security there is Act No 50/2004 on Maritime Security. The Act falls within the scope of the Ministry of Transport and Communications. Pursuant to Article 4, the Icelandic Maritime Administration, in co-operation with the National Commissioner of the Icelandic Police, the Icelandic Coast Guard, the Maritime Traffic Service, companies and port authorities covered by the Act, is responsible for the implementation of maritime security measures. The Icelandic Maritime Administration may, after consultation with port authorities, restrict access to ports and port areas, traffic through them and berthing of ships and prohibit traffic or presence in such areas if necessary for maritime security.

The roles of border control are separated and cooperation in the field is done according to the geographical area of intervention. The Icelandic Police handles border

control at the airports and at sea borders ports, pursuant to the geographical division of the country. The Coast Guard is handles border surveillance at the sea for the entire country.

#### 1.1.4. National situation and migration flows affecting it

The overall situation at external borders in Iceland is generally considered good and rated as low threat. This is mainly due to the geographical position of the country. Keflavik International Airport serves as the main BCP, serving almost all international traffic to and from the country.

Irregular migration to Iceland is low. Each year only some tens of irregular migrants are stopped, merely at Keflavik Airport. Most of the irregular migrants arrive from Scandinavian and other European countries in the attempt of a transit through Iceland onwards to Canada as a final destination. Those individuals are apprehended exiting Keflavik. Other cross border crimes, mainly smuggling of drugs, are now considered of a higher risk in Iceland. In recent years there have been incidents of drug smuggling with pleasure boats coming from Europe to Iceland, as well as with the ferry that comes weekly to Seyðisfjörður harbour from Scandinavian countries.

## 2 Refusals

Processing of refusals at BCPs is carried out by the border police. For the last four years the only refusals at the external borders have been by the police authorities at Keflavik Airport. When refusal is in process the ruling is done by a legal expert and the standard form for refusal of entry at the border is filled out (pursuant to Annex V of the Schengen Borders Code). The person concerned is informed of his/her right to appeal in a language that he/she understands.

*Statistics on refusal of entry at BCP's Keflavik International Airport*

Refusal *	2010 (Jan-Jul)	Reasons	Air	Sea
	7	(C)		
	2	(E)		
Total	9		9	0
Nationality	CHN			
	TJK			
	USA			
	RUS			
	COL			

Refusal	2009	Reasons	Air	Sea
	3	(A)	4	0
	1	(H)		
Total	4			
Nationality	USA			

Refusal	2008	Reasons	Air	Sea
	1	(E)	4	0
	2	(E)		
	1	(F)		
Total	4			
Nationality				

BRS				
CAN				
CAN				

Refusal	2007	Reasons	Air	Sea
	4	A	17	0
	10	C		
	3	F		
Total	17			
Nationality				
CAN				
USA				
IRQ				
JAM				
RUS				

Refusal	2006	Reasons	Air	Sea
	1	(A)	22	4
	21	(C)		
	1	(F)		

	3	(G)		
Total	26			
Nationality				
PHL				
TUR				
KGZ				
ROU				
RUS				

### 3 False documents

Information regarding counterfeit travel documents is distributed through different channels to relevant authorities in Iceland. Not all BCP receive the same volume of information regarding counterfeit travel documents. This is due to different risk at BCP, and with a view to that information is mainly handled by document experts at Suðurnes District Police at Keflavik International Airport, the Commissioner of the Icelandic National Police and the Metropolitan Police. Responsible contact points which are nominated at each district occasionally send information through the mentioned channels to relevant parties.

In the last three years a total of 127 fraudulent documents have been detected in Iceland;

- 2007 – Fraudulent documents detected; total of 17 passports, ID cards and residence permits.
- 2008 – Fraudulent documents detected; total of 53 passports, ID cards and residence permits.
- 2009 – Fraudulent documents detected; total of 57 passports, ID cards and residence permits.

The Border Police Unit at Keflavik Airport (District Commissioner of Suðurnes Police) is the responsible body for the national collection and management of all specimens of travel documents such as passports, ID cards, visas, residence permits, driving licence etc. Document alerts are also collected along with information on forged documents. Alerts are distributed by secure e-mail and some are presented on the National Commissioner Intranet web site accessible to all police officers.

The FADO expert level is accessible in the document examination room at the Keflavik Airport. The Border Police Unit has the role of an originator to introduce documents into the FADO system; the National Commissioner is responsible for administering the system for Iceland. No BCP are currently linked to the iFADO system. PRADO is accessible through computers connected to the Internet.

Eurodac and AFIS are not accessible at BCP. The police districts are responsible for take fingerprints and photos for Eurodac and the AFIS system. The fingerprints are sent manually to the Commissioner of the Icelandic National Police and are processed there according to laws and regulations. It is the responsibility of the National Commissioner to store and run checks in the Eurodac database but it is often done in cooperation with the police districts and the Directorate of Immigration.

A recently started pilot project is now in place at Keflavik International Airport and Reykjavík Metropolitan Police regarding scanning fingerprints by electronic equipment. The aim is to speed up the process of communicating fingerprints to the National Commissioner. The project is owned and operated by the relevant police authorities.

The Commissioner of the Icelandic National Police is in charge of coordinating the IT systems in Iceland, and the responsible persons is Mr. Vigfus Erlendsson, systems analyst, and Head of International ICT, SIS-II & VIS National Project Manager.

## 1.2. Visas

Iceland does not issue visas at consular posts in third countries, except for the last three years Iceland has issued visas in Beijing on a temporary basis. However, this was considered a pilot project and as of 31 December 2010 the issuance of visas in Beijing will cease. Iceland is represented by other Schengen countries for the issuance of visas, in most places by Denmark or Norway.

Visas are issued at the borders at Keflavik International Airport, Reykjavik Airport and the Reykjavík Metropolitan area harbours. Visas are issued by border police and at the Directorate of Immigration. No application for a visa at borders has been refused at these borders in the last three years. The main reason for the issuance of visa at borders is for seamen on transit in Iceland. An application for a visa for an EU family member has never been received at the borders. However if that would occur, such a visa would be issued. Iceland is on track in its preparation for the implementation of VIS.

### *Statistics for the issuance of visas at BCP*

#### *Statistics for Reykjavík harbour and airport on the issuance of visas at BCP*

<i>Year</i>	<i>BY</i>	<i>CO</i>	<i>CN</i>	<i>ET</i>	<i>GH</i>	<i>ID</i>	<i>IN</i>	<i>KE</i>	<i>LK</i>	<i>ME</i>	<i>PE</i>	<i>PH</i>	<i>PK</i>	<i>RS</i>	<i>RU</i>	<i>TR</i>	<i>UA</i>	<i>Total</i>	
<b>2007</b>																			<b>85</b>
<i>Seamen</i>	2					8	4					16	2		38	4	9		
<i>Other</i>			2																
<b>2008</b>																			<b>340</b>
<i>Seamen</i>	2	2	3			28	17			5		72	5		161	16	18		
<i>Other</i>					1									8			2		
<b>2009</b>																			<b>369</b>
<i>Seamen</i>	2	2	9			5	25		9		1	113	8		172	2	18		
<i>Other</i>					1	1			1										

### 1.2.1 Implementation of VIS

The implementation of VIS is a part of the Schengen cooperation and the obligations thereof. Thus far, Iceland has been on track with regards to the setup and operation of the system, testing and other necessary measures. The VIS is scheduled for full operation in June 2011. As preparation further testing is needed with incidental cost. Furthermore developing cost is foreseen due to transmission from Vision to VIS-mail. Additionally, at least 12 live-scan equipment devices must be purchased for border crossing points.

<b>VIS</b>		
<b>Recorded costs 2005-2010</b>		
	ISK *)	EUROS
2005	2,9	37.113
2006	8,5	96.900
2007	1,3	14.840
2008	32,6	255.776
2009	38,7	224.130
(2.11.2010)	6,68	40.918
<b>Total</b>	<b>90,68</b>	<b>669.677</b>

ISK/EUR \*\*)

Exchange rate
78,14056
87,719638
87,601129
127,4551
172,667389
163,254285

\*) ISK in millions - figures according to the state book-keeping system

\*\*\*) ISK/EUR yearly average exchange rate according to Central Bank of Iceland

#### **Total budget costs 2010**

	ISK *)	EUROS
2010	18,6	113.933

#### **Forecasted costs 2011-2013**

2011	20	122.508
2012	10	61.254
2013	8	49.003

VIS is scheduled to go-alive in June 2011

\*) ISK in millions

The Commissioner of the Icelandic National Police is in charge of coordinating the IT systems in Iceland, including VIS, and the responsible persons is Mr. Vigfus Erlendsson, systems analyst, and Head of International ICT, SIS-II & VIS National Project Manager. The Directorate of Immigration will be the main contact point of VIS. The National Commissioner of the Icelandic Police, has been designated as the central access point according to Article 3(2) and 3(3) of Council Decision 2008/633/JHA to have consultation access to VIS. Additionally, with reference to Article 3(3) of the same Council Decision the IT center of the National Commissioner has been designated.

### **1.3. Training of relevant staff**

Upon institution of the Schengen Convention in Iceland, all policemen received training and an introduction to SIS and the subject matter of the Schengen Convention, specifically Articles 95-100. Key employees from all offices and those working on matters of concern regarding foreigners, border control, etc. (a total of 140 people), attended a detailed, 50 hours course on the Schengen collaboration and SIS.

All employees at the SIRENE Bureau have attended courses and conferences abroad on the Schengen collaboration along with employees of SIRENE Bureaux in other countries. Also, SIRENE employees have gone to other SIRENE Bureaux for training and visits. Employees of the SIRENE have visited all of the Offices of Chiefs of Police in Iceland to introduce the Schengen Convention and the SIS system.

There is however, no specific border guards training programme in Iceland. The Police College is responsible for the education of the Icelandic Police, including matters of immigration. For this purpose the college has called upon representatives of the International Division/SIRENE, along with a representative from the Directorate of Immigration, for the above-specified teaching.

Police cadets, graduating from the Icelandic National Police College, do get a minimum introduction on the tasks of border police officers, Schengen- and alien legislation and document training but, due to how few of them start their carrier as border police officers, all further training waits until they have started working in that area.

Through the basic curriculum, all students in Basic Training at the Icelandic National Police College receive training on matters involving foreigners, the Schengen Convention, SIS, the regulation 1212/2007 on Trans passing boarders is thoroughly introduced, but included in it is the content of the former “practical handbook” etc. This training is not a specific topic in the basic training curriculum but is a part of the subject “Police Science”. There are, when possible, practical drills, arrests and procedures, testing knowledge of Schengen and students are familiarized in doing SIS lookups since the ISIS is the part of the information system of the Icelandic Police.

All policemen have the opportunity, on decision of the commissioners, to attend continuing education on regular basis. Those courses, along with specialized courses and leadership training, are organized by the Icelandic National Police College. According to the long-term plan of the College until 2011 the further training department has organized 3 solid courses on border policing, alien legislation, Schengen-regulation and documents In 2009 the last of three courses was given in the Icelandic National Police College which was divided mostly in four areas: 1) Travel documents, 2) Schengen legislation 3) Icelandic legislation, 4) practical training in boarder policing (optional).

In the year 2010 there have been introduced new handbooks by the National Commissioner of the Icelandic Police on practical policing according to Schengen-rules and good practice in document checking. The College has organized a plan of study visits to all districts of the Police where those handbooks are introduced and discussed with all police officers of all ranks. That will carry on throughout the on-going School year and is estimated to reach the waist majority of all officers by spring 2011.

The Icelandic National Police College has, in cooperation with the District Commissioner of Sudurnes Police and the Commissioner of the Icelandic National Police, given nearly 10% of all police officers a thorough course in border policing and in travel documents and legislation. The target group where police officers, and their superiors, working on boarders on the international airports and harbours of Iceland.

Groups of high-level police administrators have graduated from a diploma program in police management, which is a cooperative program of the National Police Academy and the University of Iceland. There, an entire week of teaching (40 hours) is devoted to matters involving foreigners, the Schengen Convention and other related things.

The District Commissioner of Sudurnes Police, which includes Keflavik International Airport, has participated in a workgroup, along with the Icelandic Police College and the Commissioner of the Icelandic National Police, regarding the education of border police. This group has participated in formulating policy on the education of border police, with participation in a collaborative project of Norway, Iceland, Switzerland and the European Union in the Ad-hoc Centre for Border Guard Training (ACT). The workgroup has proposed that everyone engaged in border control attend a 40-hour course. Following this,

a course for border guard candidates would be offered each year at the end of May that fulfils the minimum requirements for the education of border guards under the definition of border guards' core curriculum published by ACT.

No decision has been taken so far to implement the CCC for Boarder Guard training and it is not on the agenda to implement it in the basic training of Police officers in Iceland. The College has recently re-nominated a training coordinator to Frontex. Those task are the responsibility of the further training department of the College and, when decided, further courses on Boarder Police issues will take place there.

Due to financial restrictions the staffs of the SIRENE Bureau has not attended training courses SIRENE for two years. It should be mentioned that since the movement of the training to CEPOL it is more expensive for countries not members of EU to attend courses, since CEPOL does not reimburse any of the training and/or travelling costs for representatives of a Schengen country, which is not also an EU country.

As regards technicians, operators...NSIS, some system managers/operators received special training in the period 2000-2003 in the N.SIS operations by IBM/Xion (now Xsoft) and also in the use of the SIS OPERator Manual(OPM) at C.SIS in Strasbourg. 2 staff members received training in the OPM in Slovenia 2008. Training for new personnel and retraining of current staff is intended.

#### 1.4 Implementation of SIS-II

The implementation of SIS II is a part of the Schengen cooperation and the obligations thereof. Thus far, Iceland has been on track with regards to the implementation of the system, testing and other necessary measures. Current plans are to launch SIS II in the first quarter of 2013. Upcoming costs are mainly due to changes on the system and further testing.

<b>SIS-II</b>		
Recorded costs 2005-2010		
	ISK *)	EUROS
2005	9,4	120.296
2006	36,4	414.958
2007	26	296.800
2008	27,4	214.978
2009	6,3	36.486
(2.11.2010)	6,76	41.408
<b>Total</b>	<b>112,26</b>	<b>1.124.926</b>

ISK/EUR \*\*)

Exchange rate

78,14056
87,719638
87,601129
127,4551
172,667389
163,254285

\*) ISK in millions - figures according to the state book-keeping system

\*\*\*) ISK/EUR yearly average exchange rate according to Central Bank of Iceland

#### *Total budgetet costs 2010*

	ISK *)	EUROS
2010	18,1	110.870



***Forecasted costs 2011-2013***

2011	12	73.505
2012	25	153.135
2013	10	61.254

SIS-II is currently scheduled to go-alive in Q1 2013

\*) ISK in millions

The Commissioner of the Icelandic National Police is in charge of coordinating the IT systems in Iceland, including SIS II, and the responsible persons is Mr. Vigfus Erlendsson, systems analyst, and Head of International ICT, SIS-II & VIS National Project Manager.

The Icelandic police is the primary end user of SIS II in Iceland, both in respect of border control and internal control. The Directorate of Immigration also uses the SIS registry of persons to be denied entry for its processing of Visas and residence permits.

### **1.5 The measures undertaken by Iceland so far**

The current and future priorities of the Icelandic police are stated in the National Police Plan for the period of 2007-2011, published in May 2007. The priorities of the Icelandic police until 2011 are as follow: Secure a safe society; Reduce crime, especially violence and narcotic offences; Improve the services of the Police so they can adjust to the needs of individuals and society as a whole; Strengthen investigations, improve the quality and increase the speed of investigations; Improve the service provided to victims and witnesses; Strengthen economic and financial investigations and improve the use of electronic methods when investigating; Work together with others to reduce crime and to systematically prevent crime among young offenders; Take the necessary measures along with District Police Commissioners to enhance the visibility of the Police and increase the sense of security among the public; Fight organised crime; Improve the knowledge and competencies of the Icelandic police to be better able to protect the public; Make the police more capable to deal with national emergencies; Improve relations with neighbouring countries in the field of law enforcement. The assessment of priorities within the police are made with statistical analysis and risk assessment by the National Security Unit at the National Commissioner of the Icelandic Police, as well as analysis of statistics on crime development in respective police districts and assessment of information provided by international partners such as Europol or Interpol.

### **1.6 The total national resources allocated**

As border control in Iceland is not handled by a separate Border Control agency, no single amount is allocated specifically to border control in the annual budget of the state. Resources allocated to border control are distributed to various police agencies as well as the Coast Guard and on a specific budget item (Schengen participation) in the state budget. There are however special units which have border control as their main task at the Metropolitan Police (5 officers for sea borders) and at Sudurnes District Police (20 officers for air borders).

An indicative overview follows. Numbers that show resources allocated solely to border control have been highlighted, but it should be noted that in some instances resources are being used both for border control and other purposes. Examples of this include police officers who sporadically control vessels arriving in Icelandic harbours and almost all Coast Guard resources, used for border surveillance as well as general policing and surveillance of the maritime area surrounding Iceland.

	(million €)
Police total:	47,33
Metropolitan Police unit (5 officers -mainly sea borders)	<b>0,25 (est)</b>
Sudurnes District Police Border division (20 officers)	<b>1,31</b>
 Coast Guard Total	 18,19
 Schengen Participation	 0,79
Thereof SIS, VIS and other Border control costs	<b>0,48</b>

## **2. ANALYSIS OF REQUIREMENTS OF ICELAND**

### **2.1 The requirements in Iceland in relation to the baseline situation**

The outcome of the last Schengen evaluation round in Iceland, in 2005, was generally positive. Constructions at Keflavik airport in the last 10 years or so have aimed at fulfilling the requirements of the Schengen cooperation, e.g complete separation of Schengen and non-Schengen travellers. The construction and renewal of the airport have now mostly been completed. Currently, Iceland is preparing for the next Schengen evaluation round, scheduled for 2011. During preparations, no major shortcomings have been detected.

There is no overall national security plan in Iceland, specifically for border control management strategy. However, Icelandic National Police Plan of 2007-2013 states that border control and control of people should be done with emphasis on cooperation between police, customs and, where appropriate, airport security. On that basis, each police district drafts and implements an annual plan, where special emphasis is highlighted. In Sudurnes district, which includes Keflavik International Airport, border control management is an important factor in the annual plan. Additionally, all police officers engaged in border control receives similar training and works under the same domestic act and regulations, the Common Manual, Handbook on Best Practices, and other existing instructions.

### **2.2 The operational objectives of Iceland designated to meet its requirements**

The overall objective of Iceland as regards the EBF and the multiannual programme for the period of 2011-2013 is to secure protection of external borders of the Schengen area by ensuring the correct and full application of the rules of the Schengen acquis while strengthening capacities of all relevant authorities.

Iceland will endeavour to ensure internal coherence and complementarity of activities that will be financed from state budget of Iceland and types of supported actions from External Borders Fund.

In order to achieve the overall objective Iceland has set the following **operational objectives**:

1. Strengthening efficiency of the control system of the external border at border crossing points in particular at international airports, as well as maritime surveillance.
2. Increase the ability of the relevant authorities of integrated management of the external border protection to execute control and surveillance at external borders via securing the most up-to-date technical equipment and communication technique.
3. Ensure full implementation of the national part of the second generation of the Schengen Information System
4. Ensure full implementation of the national part of the Visa Information System.
5. Ensure more efficient monitoring, evaluation and management of migration flows through risk analysis and strengthening combating illegal migration and criminality related to the external border crossing.
6. Ensure the enhancement of performance of tasks related to application of legal instruments of the Community in the field of external border and strengthening capacities and expertise of authorities responsible for management of external borders.

### **3. STRATEGY TO ACHIEVE THE OBJECTIVES**

The strategy for the External Borders Fund for Iceland is elaborated on the basis of the national operational objectives and according to the priorities of the common Strategic Guidelines (2007/599/EC, *Commission Decision of 27. August 2007*).

The selection of priorities 1,4 and 5 was based on requirements of the Schengen cooperation, and the willingness to strengthen protection and operations at external border crossing points in Iceland, and thereby the external borders of the entire Schengen area. The reasons for the choice of the priorities are

#### **3.1. Priority 1: Support for the further gradual establishment of the common integrated border management system regarding the checks on persons and the surveillance of the external borders**

Iceland wishes to undertake further investments with a view to the further gradual establishment of the common integrated border management system regarding the checks on persons and the surveillance of the external borders.

Thereafter, under priority 1, national operational objectives shall be implemented by means of four strategic objectives.

This priority will be addressed in principle under AP 2012 and 2013.

### **Objective 1: Improving border checks and the fight against false documents at border crossing points**

The aim is to ensure border checks in accordance with the requirements. The purpose is to ensure that the technical equipment available at border crossing points will be developed to meet the demands of increased traffic volume, to secure a smooth flow of bona fide passengers and to address possible security risks.

### **Objective 2: Facilitating bona fide passenger flow at the air border**

The aim is to handle increased traffic volume, and to better concentrate resources on possible illegal migration and security risks. The objective is to introduce automated border control gates, operating with biometric passports and devices for reading biometrics of passengers.

### **Objective 3: Supporting the verification and issuing of visas at border crossing points**

The aim is to support the capacity of the border guards to check and issue visas at border crossing points. In Iceland visas issued at the border are mostly issued for seamen (transit visas and emergency visas). No visas are issued at the border for tourists or similar groups of travellers.

The quality and reliability of border checks will be improved by using travel document readers with the capability to check the authenticity of the documents. When VIS has been taken into operation it will be mandatory to register visa applications in VIS and to control different types of information in the application against available data in the system in order to check the application and make a decision. It will also be mandatory to collect biometrics from persons applying for visas.

In this context, an updated and renewal of sufficient equipment and technology is also foreseen in the upcoming years.

### **Objective 4: Improving maritime surveillance**

The aim is to improve the performance of border security duties at the maritime border. The objective is for patrol boats, airplanes and helicopters of the Coast Guard to be fully equipped and thus to perform border security duties in a timely fashion under all circumstances as required by risk analysis, bearing in mind also the developments at European level (EUROSUR etc).The maritime borders of Iceland are subject to surveillance by the coast guard.

### **3.2. Priority 4: Support for the establishment of IT systems required for implementation of the EU legal instruments in the field of external borders and visas**

Iceland wishes as well to support by means of the External Borders Fund the continuous development of the VIS and of the SIS II.

Thereafter, under priority 4, national operational objectives 3 and 4 shall be implemented by means of two strategic objectives.

This priority will be given prominence throughout the period.

### **Objective 1: Development of the VIS at national level**

The purpose related to the actions is to introduce and develop the VIS on schedule in light of the implementation of the common visa policy.

The actions relate to investments at national level linked to the development of the VIS, such as the purchase of fingerprint scanners required for the border police. In connection with border checks carried out at the EU's external border, the fingerprints of a traveller required to have a visa are compared with the fingerprint data in the centralised database. For this purpose, fingerprint scanners and the software required for them should meet the requirements of the EU's Visa Information System and are compatible with the system.

### **Objective 2 -Development of the SIS II at national level**

The overall aim of the actions regarding the development and implementation of the SIS II is to prepare Iceland for the introduction of the central European SIS II system. This means that national systems must be able to communicate with SIS II, that searching by control stations and at other relevant occasions should be done effectively and in a homogeneous manner in relation to SIS II and that national systems can supply data according to the new SIS II structure. The border control will become more effective and efficient as a result of the new SIS II system. The new system support implies a modernisation and it decreases costs for operation and management. It also gives new member states the possibility to join SIS and to meet the requirements set on the external border control of Schengen countries

The development of the second generation Schengen Information System (SIS II) has been entrusted to the Commission pursuant to Council Regulation (EC) No 2424/2001 of 6 December 2001 on the development of the second generation Schengen Information System (SIS II) and Council Decision 2001/886/JHA of 6 December 2001 on the development of the second generation Schengen Information System (SIS II).

The actions to be supported with the EBF relate to investments at national level linked to the development of the SIS.

### **3.3. Priority 5: Support for effective and efficient application of relevant Community legal instruments in the field of external borders and visas, in particular the Schengen Borders Code and Community Code on Visas**

There is a need for a continuous effective and efficient application of relevant Community legal instruments in the field of external borders borders to ensure the correct application of the rules of the Schengen acquis, other relevant EU rules and general international principles. This is to be achieved by means of continuous training, as well as evaluations and risk analysis.

Under priority 5, national operational objectives 4 and 5 shall be implemented by means of two strategic objectives.

This priority will be addressed in principle under AP 2012 and 2013

**Objective 1:** Ensure more efficient monitoring, evaluation and management of migration flows through risk analysis and strengthening combating illegal migration and criminality related to the external border crossing.

Potential actions under this objective could be registration of information and data collection and exchanging of data between relevant authorities; correct usage of state of the art technology; risk analysis; usage of handbooks and guidelines; secondment of border guards.

**Objective 2:** Ensure the enhancement of performance of tasks related to application of legal instruments of the Community in the field of external border and strengthening capacities and expertise of authorities responsible for management of external borders.

Iceland foresees to support education and training of relevant staff at Iceland main BCP in order to e.g.; further ensure the correct application of the rules of the Schengen acquis by all; cooperation internally as well as externally;

**PRIORITY 1: Support for the further gradual establishment of the common integrated border management system as regards the checks on persons at and the surveillance of the external borders**

Strategic objectives	Examples of key actions	Targets	Indicators
<b>1. Improving border checks and the fight against false documents at border crossing points</b>	Purchase of travel document readers  Purchase devices for document authenticity control	Smooth flow of passengers  Increase border security,  More efficient border checks	Number of BCP's supplied with updated infrastructure and equipment  Numbers/type of equipment acquired

	for use in border checks.	Introduction of simplified procedures  Being up to date with technological developments  Smooth flow of passengers	Increased use of equipment and means of transportation  Improved quality of equipment for border control
<b>2: Facilitating bona fide passenger flow at the air border</b>	Introducing Automated border control gates and equipment at Keflavik Airport	Concentration of resources on threats rather than entire passenger flow.	Increased capacity to securely handle passenger flow
<b>3. Supporting the verification and issuing of visas at border crossing points</b>	Purchase of mobile equipment to issue visas to seamen (portable computer, printer, scanner and photo stations).	Use of equipment in a flexible way at different maritime border crossing points and at small or remote harbours	Increased reaction capacity for detection and intervention of illegal migrants  Improved working conditions for border personnel
<b>4. Improving maritime surveillance</b>	Upgrade of equipment on vessels and aircrafts of the Coast Guard and support for the development of maritime surveillance systems.	Comprehensive Real time Maritime Surface Picture of all vessels in Icelandic waters	Improved quality of the Maritime Surface Picture produced by the Coast Guard.

**PRIORITY 4: Support for the establishment of IT systems required for implementation of the Community legal instruments in the field of external borders and visas**

<b>Strategic objectives</b>	<b>Examples of key actions</b>	<b>Targets</b>	<b>Indicators</b>
<b>1. Development of SIS II at national level</b>	Further updates with a view to the introduction of the	Upgrading of the system  Testing of the system	Final launch of SIS II with all participating countries

<b>2.Development of the VIS at national level</b>	SIS II  IT development and equipment support for the VIS roll-out	Establish the national part of the VIS in order to improve the quality of the visa application process and use of VIS	Improved efficiency in visa processing, reduce case processing time
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**PRIORITY 5: Support for effective and efficient application of relevant Community legal instruments in the field of external borders and visas, in particular the Schengen Borders Code and the European Code on Visas**

<b>Strategic objectives</b>	<b>Examples of key actions</b>	<b>Targets</b>	<b>Indicators</b>
1. Efficient monitoring, evaluation and management of migration flows	A more systematic approach to border risk analysis with the help of IT tools  Development of monitoring methods	More efficient monitoring of borders  Improved risk analysis;	Faster detection of illegal acts in border control  Registration of information and data collection and exchanging of data between relevant authorities;  Reduced criminality at external borders
2. Strengthening capacities and expertise of authorities responsible for management of external borders.	Training of staff with rules and procedures  Exchange of expertise with a view to increased cooperation in border control	Improved performance of tasks related to application of legal instruments of the Community in the field of external border	Ensure the correct application of the rules of the Schengen acquis by all;  Cooperation internally as well as externally;  Correct usage of state of the art technology;

**4 COMPATABILITY WITH OTHER INSTRUMENTS**

All three priorities are pursuant and in full compatibility with other instruments, e.g. the requirements of the Schengen cooperation.

Activities supported by the External Borders Fund will be coordinated with measures on a national level. The Commissioner of the Icelandic National Police will, as the responsible authority, coordinate its procedures especially with the Ministry of Finance and Ministry



of Social Affairs, and other relevant authorities. Each authority, responsible for the matters of the EBF will practice their obligations in line with domestic legislation, but the legal status of these authorities is defined in Icelandic legislation.

Compatibility at Community level shall be emphasized with regular monitoring of relevant authorities.

As regards the other three funds of the General Programme Solidarity and Management of Migration Flows compatibility is not applicable, with a view to the fact that Iceland only partakes in EBF.

## **5 FRAMEWORK FOR IMPLEMENTATION OF THE STRATEGY**

### **5.1 The publication of the programme**

The programme will be published on the Police Website. Upon further work. Annual programmes will likewise be published on the Police Website after approval each year and regular flow of relevant information will be maintained by relevant authorities. All changes will be published in the same manner, under the same conditions.

### **5.2 The approach chosen to implement the principle of partnership**

Due to the small size of the EBF project in Iceland, the small size of the police authorities and Coast Guard, the close cooperation already in place between those authorities, a specific approach to implement the principle of partnership was not considered necessary. The role of the Commissioner of the Icelandic National Police is defined in Police Act No 90/1996, whereby he shall administer the 15 District Commissioners. On the basis of this the principle of partnership and cooperation is ensured by law in Iceland. Cooperation between the geographically divided police districts is both frequent and efficient, and on a need to basis. There is no reason to believe this will be otherwise as regards the EBF. Additionally, the Police and Judicial Affairs department of the Ministry of Justice is responsible for matters related to external borders and Schengen matters. Information flow, cooperation and coordination are ensured at all levels. In practice, for the elaboration of the MAP, the ministry has consulted the Commissioner of the Icelandic National Police and the Sudurnes District Police, as well as the Coast Guard.

For the elaboration of the Annual Programmes, an even more inclusive approach will be followed. Sudurnes District Police will be tasked with requesting or calling for suggestions, based on the MAP. Suggestions will then be collected and reviewed by the ministry. After that, a meeting of all those putting forward suggestions and relevant stakeholders will be called, before the Ministry finalises the AP

## 6 INDICATIVE FINANCING PLAN

### 6.1 Community Contribution

#### 6.1.1 Table

<b>Multiannual Programme – financial plan</b>					
<b>Table 1</b>					
<b>Community contributions</b>					
<b>Table 6.1.1</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>TOTAL</b>
<b>Priority 1:</b>	0,00	0,00	20.577,00	28.670,00	<b>49.247,00</b>
<b>Priority 2:</b>	0,00	0,00	0,00	0,00	<b>0,00</b>
<b>Priority 3:</b>	0,00	0,00	0,00	0,00	<b>0,00</b>
<b>Priority 4:</b>	123.084,00	67.134,00	50.000,00	71.000,00	<b>311.218,00</b>
<b>Priority 5:</b>	0,00	0,00	20.577,00	28.669,00	<b>49.246,00</b>
<b>TA (Technical Assistance)</b>	0,00	0,00	0,00	0,00	<b>0,00</b>
<b>Total</b>	<b>123.084,00</b>	<b>67.134,00</b>	<b>91.154,00</b>	<b>128.339,00</b>	<b>409.711,00</b>
<b>Maximum amount of TA allowed:</b>					

#### 6.1.2 Comments on the figures/trends

The assumed amount allocated from the External Borders Fund for the period 2009 - 2013 for Iceland from the resources of the Community has been quantified to 409.711,00 EUR. It shall be noted that the allocation for 2009 (62.148 EUR) is included in the amount indicated for the year 2010. The amount of individual annual allocations is expected to remain relatively steady in the period 2009-2011, i.e. in the interval between 60 and 65 thousand EUR pr. year but will increase to 91 thousand EUR in year 2012 and finally to 128.000EUR in 2013. (The allocations are though expected to be dependent on the changing situation in the field of external borders and the resulting changes of the statistical data necessary for calculation of annual allocations pursuant to Article 14 of the Decision No. 574/2007/EC and risk analysis of the borders by the FRONTEX Agency. ) Under Priority 4, the VIS system is scheduled to go-alive in June 2011. Accordingly the Icelandic schedule takes into account in priority 4 the purchase of the appropriate live-scan equipment for VIS fingerprint checks at border control posts in due time for the VIS go-alive. Furthermore, under Priority 4 , the SIS-II system is sheduled to go-alive in the first quarter of 2013. It is foreseen to allocate similar total amounts over the whole period 2010-13 to Priority 4, based on the estimate that total costs stemming from VIS and SIS II will probably be relatively stable over this period.

However it should be noted, that practical considerations concerning the administrative burden of handling the relatively low amounts in question, might call for a different approach where cofinancing of VIS and SIS II will be sought for certain years but other priorities would take over in the final years of the prgramme. Similarly, Priorities 1 and 5 are allocated relatively even amounts every year through the period 2010-13 but the same consideration applies.

(Furthermore, the estimated annual distribution of the financial resources among individual priorities is based on proposed timetable for implementation of respective actions to be financed under the multiannual programme as planned in the points 3.2, 3.3 and 3.4 of the multiannual programme, but may change according to changed amount of allocation for respective annual programme).

The expected percentage of financial resources among priorities is as follows:

	2010	2011	2012	2013	TOTAL
<b>Priority 1:</b>	0,00%	0,00%	22,57%	22,34%	12,02%
<b>Priority 2:</b>	0,00%	0,00%	0,00%	0,00%	0,00%
<b>Priority 3:</b>	0,00%	0,00%	0,00%	0,00%	0,00%
<b>Priority 4:</b>	100,00%	100,00%	54,85%	55,32%	75,96%
<b>Priority 5:</b>	0,00%	0,00%	22,57%	22,34%	12,02%
<b>TA (Technical Assistance)</b>	0,00%	0,00%	0,00%	0,00%	0,00%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

## 6.2 Overall financing plan

### 6.2.1 Table

<b>Multiannual Programme – financial plan</b>					
<b>Table 2</b>					
<b>Overall financing plan</b>					
	2010	2011	2012	2013	Total
<b>Community Contribution</b>	<b>123.084,00</b>	<b>67.134,00</b>	<b>91.154,00</b>	<b>128.339,00</b>	<b>409.711,00</b>
<b>Public cofinancing</b>	41.028,00	22.378,00	30.384,67	42.779,67	<b>136.570,33</b>
<b>Private cofinancing</b>	0,00	0,00	0,00	0,00	<b>0,00</b>
<b>total</b>	<b>164.112,00</b>	<b>89.512,00</b>	<b>121.538,67</b>	<b>171.118,67</b>	<b>546.281,33</b>
<b>% EC Contribution excluding TA</b>	<b>75,00%</b>	<b>75,00%</b>	<b>75,00%</b>	<b>75,00%</b>	<b>75,00%</b>
<b>Overall % EC Contribution</b>					

Private co-financing is not foreseen.

### 6.2.2 Comments on the figures/trends

The amount allocated from the External Borders Fund for Iceland was determined by the Decision of the EC pursuant to Article 14 of the Decision of the European Parliament and of the Council No. 574/2007/EC establishing the External Borders Fund. The amount of allocations for annual programmes 2009 to 2013 is an indicative estimate of the EC provided to member states for the purposes of preparation of the multiannual programme 2009 -2013. Every annual allocation

shall be received by a special decision of the EC and it shall depend on the changing situation in the field of external borders and the resulting changes of the statistical data necessary for the calculation of annual allocations pursuant to risk analysis of the border of the FRONTEX agency. In compliance with the rules concerning the amount of the Community contribution (Art. 16 par. 4 of Decision 574/2007/EC) Iceland shall ensure 25% from the amount of allocation for particular annual programme from the state budget of Iceland.

Resources of the national co-financing will be budgeted within the approved limit of the national budget object of the Ministry of Justice and Human Rights in Iceland for each particular budget year. Financing of activities within annual programmes of the multiannual programme shall be ensured in the amount of 75% of eligible expenses from the resources of the External Borders Fund and in the amount of 25% of eligible expenses from the resources of the state budget of Iceland.

According to EU rules the expenses for activities of technical assistance shall be financed up to the amount of 100% of resources of the External Borders Fund. No expenses are however budgeted for such activities.

*Signature of the responsible person.*