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THE EUROPEAN UNION

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REPORT

from :	the Schengen Evaluation Committee
to:	the Schengen Evaluation Working Party
Subject :	Schengen evaluation of the Nordic countries - NORWAY: Report on air borders

<u>1.</u>	<u>Introduction</u>	4
<u>2.</u>	<u>General information</u>	4
<u>2.1</u>	<u>Strategy</u>	4
<u>2.2</u>	<u>Organisational structure</u>	5
<u>2.3</u>	<u>Operational effectiveness</u>	7
<u>2.4</u>	<u>Risk analysis, intelligence and data-flow management</u>	7
<u>2.5</u>	<u>Investigation and alien policing</u>	8
<u>2.6</u>	<u>Staff and training</u>	8
<u>2.7</u>	<u>Readmission, expulsion and illegal immigration. Carries liability</u>	9
<u>2.8</u>	<u>Comments and recommendations of the Evaluation Committee</u>	9
<u>3.</u>	<u>Oslo - Gardermoen Airport</u>	10
<u>3.1</u>	<u>General information</u>	10

RESTREINT UE

3.2	Infrastructure and equipment	10
3.3	Controls and procedures	13
3.4	Border surveillance	15
3.5	Staff and training	16
3.6	Readmission, expulsion and illegal immigration. Carries liability	18
3.7	Comments and recommendations of the Evaluation Committee	19
4.	Sandefjord Airport, Torp	20
4.1	General information	20
4.2	Infrastructure and equipment	21
4.3	Controls and procedures	23
4.4	Border surveillance	25
4.5	Staff and training	25
4.6	Readmission, expulsion and illegal immigration. Carries liability	27
4.7	Comments and recommendations of the Evaluation Committee	28
5.	General conclusions including recommendations and follow-up	29

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This report was made by the Evaluation Committee and is brought to the attention of the Sch-Eval Working Party which will ensure a report and the presentation of the follow-up thereto to the Council.

1. INTRODUCTION

Based on the mandate of the Schengen Evaluation Group (SCH/Com-ex (98) 26 def) and the programme of evaluations adopted by the Council (15275/04 SCH-EVAL 70 COMIX 718, and 7638/2/05 SCH-EVAL 20 COMIX 200), an expert team visited the air borders of Norway, in order to evaluate the application of the Schengen acquis. The airports visited were Oslo-Gardermoen and Sandefjord-Torp on 17 and 19 September 2005 respectively.

The Committee would like to thank the Norwegian Police and the Norwegian Ministry of Justice, for the outstanding organisation of these visits, their hospitality, open attitude, and the commitment given by the coordinators who accompanied the committee.

2. GENERAL INFORMATION

Norway has 50 airports whereof 25 are external air border crossing points.

Since 2001 the Police services have been extensively restructured. Norway now has now 27 Police districts, each headed by a Chief of Police.

2.1 Strategy

The legal bases foreseen to fight against illegal immigration are the National Immigration Act, the National Immigration Regulation, the National Circular on Common Manual and the Police Act.

The external border management, based on the inter-agency cooperation, is part of a wider security plan within the Police force aiming at preventing and combating crime, including border surveillance and control.

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At the moment there is no specific border security plan in force in which the border control management is developed. This plan should be in place before April 2006 and will be based on the four tiers border model.

The starting point is the tactical and operational level in the Police districts, in order to enable decision-makers both at local and national level to develop counter measures. The National Police Directorate has developed a standard form to enable the local Police to describe and define the activity on each border crossing point, the area between border crossing points and on the rest of its territory. This documentation also includes information from other sources inside and outside the Police, i.e. the Coast Guard, Customs, the Port Authorities, the ship-agents, the Airport Authorities and transport agencies. This defined documentation is the basis for the future procedure on border control and surveillance.

The local plans are the basis for the National Border Security plan to be developed.

Norway maintains international contacts with Europol and Interpol, the Nordic Police and Customs Cooperation (PTN), Baltic Sea Border Control Cooperation, Baltic Sea Task Force, and keeps close cooperation with Finland and Russia. The Nordic countries have posted 35 Liaison officers both within and outside the Schengen area.

In addition Norway participates in the activities of the FRONTEX, ad-hoc Centres and attends the NAPIX meetings organised by the Scandinavian countries to discuss on trends and situation relating to air traffic.

2.2 Organisational structure

Border control and border surveillance are a joint responsibility of the Police, Customs and the Armed Forces.

The Police, under the authority of the Ministry of Justice, have the main responsibility in border control.

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At central level, the National Police Directorate leads and manages the development of the Norwegian Police service. It is responsible for managing and following up of the 27 Police districts and the special agencies. In addition, this National Directorate plays a key role in international cooperation in Police matters, combating international and organized crime, and illegal migration and is responsible for the strategic analysis on all Police matters.

Under the National Police Directorate, a number of Special Units develop their functions at national level, namely, the National Criminal Investigation Service, the National Computing and Material Service, National Mobile Police, the National Police Academy, National Police Immigration Unit, Commissioner to the Russian Border and the National Authority for Investigation and Prosecution of economic and environmental crime.

The Police have special powers linked to the Administration of Justice. The Chief of Police and Police prosecutors are subordinate of the Director General of the Public Prosecution and the regional Public Prosecutors in criminal investigations.

The National Directorate of Immigration, under the authority of the Ministry of Local Government and Regional Development, has competences in refugees and asylum, work and residence permits, and integration policy development.

Customs and Excise Administration are in charge of the collection of duties and taxes for the Treasury and prevent the unlawful import and export of goods. Combating drugs and economic crime are main priorities

The Armed Forces, which come under the Ministry of Defence, make the surveillance and control the territorial waters and the external borders of Norway.

The above-mentioned authorities share competences relating to border control, and the cooperation is based on the respect of their own areas of responsibility.

The cooperation between Police and Customs is traditionally the best developed, as they are both present at border crossing points to control persons and goods respectively.

2.3 Operational effectiveness

Police districts are responsible for all Police matters, including border control. Around 176 officers are on a permanent basis stationed at airports with scheduled non-Schengen traffic. At smaller airports their directors are required to notify the Police on the planned international arrivals. Then the local Police deploy the necessary staff.

The level of control and surveillance is determined on the basis of the threat level. The local Police may, when necessary, give priority to border control and surveillance over other Police duties.

The National Criminal Investigation Service (NCIS), which is the National Contact point for information concerning stamps, decides what numerical security code is to be used and distributes this information to the Police Districts and the Coast Guard.

2.4 Risk analysis, intelligence and data-flow management

The National Police Directorate is responsible for the strategic analysis on all Police matters, intelligence and data-flow management.

The NCIS is responsible for the operational analysis at national level and for establishing, updating and maintaining various registers in order to collect relevant information. It will continue to be the national contact point for the FRONTEX Agency.

Customs have stationed an officer in this Centre in order to improve the exchange of information between authorities.

Based on the model for the National Border Security plan, that was prepared taking into account the CIRAM model and the Risk analysis reports delivered by the Risk Analysis Centre, the Police districts will develop their local risk analyses.

2.5 Investigation and alien policing

The Police are the only Force with investigation powers, including combating illegal immigration, according to the Criminal Procedure Act.

The NCIS has the following competences: maintenance of the computer-based registers of fingerprints in immigration cases, Eurodac, surveillance and statistics of the individuals registered in the fingerprint register, coordination of the communication channels for Police enquiries in other countries in matters concerning illegal immigration, implementation of criminal technical investigations of travel documents, building up central border control sites by means of Document Image Transmission and investigative assistance and guidance in cases involving organised illegal immigration.

The National Police Immigration Service, established in 2004, is responsible for the Police work in asylum and immigration cases. The Unit is established to strengthen, improve efficiency and to coordinate efforts relating to immigration. The main task is to register and identify asylum seekers who have had their request for asylum refused. It is also responsible for the transportation of other foreign nationals who are to be removed or deported from Norway.

2.6 Staff and training

The Norwegian Police are composed of more than 12.000 employees. This figure includes Police officers and Civilian Border Control Officers.

First line checks are carried out by these Civilian Border Guards (CBGs) that normally have completed the high school education and have work experience.

The National Police University College has the responsibility to train Police officers and to give practical training to other employees within the Police, including training for border guard activity and other Police tasks related to foreigners.

The Police officers are educated at the National Police University College after three years with a bachelor degree. The duration of the education is 2 years of theory and 1 year practice. Before they start to work at one airport they perform ordinary Police work in other fields.

2.7 Readmission, expulsion and illegal immigration. Carries liability

The National Police Immigration Service is responsible for coordinating all removals in immigration cases.

Norway has 3 agreements including readmission matters: Agreement between Norway and Russia on border control regime (1949), agreement between Finland, Norway and Russia on cross-border cooperation (1998) and agreement between Norway and Russia on cross-border cooperation (2002).

Besides those, there is also a memorandum of understanding between the Norwegian National Police Directorate and the Finnish Frontier Guard on border surveillance (2002).

In 2002, 1.907 refusals of entry decisions were taken, 1.712 in 2003 and 1.041 in 2004.

2.8 Comments and recommendations of the Evaluation Committee

The experts were appreciative of the following facts:

- The existing exchange of information among the Nordic countries in the framework of the PTN cooperation, and the use of common liaison officers stationed in third countries.
- The Government has prepared a National Border Security Plan that is expected to be implemented by April 2006.
- The organizational structure gives an adequate framework for the implementation of an effective integrated border security model for air borders.

3. OSLO - GARDERMOEN AIRPORT

3.1 General information

Gardermoen Airport is located 45 Km north of the city and is the most important airport in Norway with some 15 million passengers. Approximately 45 % of the traffic is domestic, while 55 % is international. It was opened in 1998 and operates 24 h. a day.

This airport is 100 % state owned and is operated by the Oslo Airport A/S company that is responsible for the activity as regards to infrastructure, passenger flows and security.

From January to August 2005 there were 5 million passengers in domestic flights and 5.48 million passengers in international flights (4.2 million for Schengen flights and 1.28 million for non-Schengen). There are around 200 000 movements a year, which suppose 65 movements in peak hours.

Romerike Police district with 485 employees is responsible for the border control and for all Police matters in the area surrounding the airport.

The Immigration and Administrative Section of the Police works closely with most of the airlines and the other firms serving at the airport.

The section also works closely with the National Police Immigration Service and takes part in the Nordic Airport Police Information Exchange (NAPIX) that meet regularly twice a year.

3.2 Infrastructure and equipment

The airport has 1 single terminal. The international area is divided into a Schengen and a non-Schengen zone.

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There are 15 gates for Schengen traffic and 9 gates on the first and the second floor for non-Schengen arrival traffic.

Exit checks are carried out in the first floor while entry checks are performed on the second floor. The second line is located in the ground floor.

Gates 54, 55, 56 are bus gates. Gates 50, 51 and 53 are equipped with fixed passenger bridges. Gates 47, 48 and 49 are flexible gates. When these gates are used for non-Schengen flights they change their numbers to 57, 58 and 59 respectively.

There is a special door system which ensures to lead passengers coming from non-Schengen destinations to the Border Control booths located on the first floor. The system is handled by the airport authority.

When a non-Schengen flight has no gate assigned, the passengers are transported by bus to the passport control area in the terminal.

The General Aviation Terminal is located approximately at 3 km of the new terminal. Here the border control staff has facilities for arriving and departing passengers. There is an office with one computer and is equipped with telephone, UV-lamp, magnifying glass and retroviewer.

The airport area is fenced off and the access takes place only through the security check points.

The border check areas for arrivals and departures have fences to mark the lanes according to the categories of persons.

The sign posting (EC-EEA Citizens/All passports) is not yet in accordance with the signs annexed to Council Decision 2004/581 /EC determining the minimum indications to be used on signs at external border crossing points. It shall apply from 1 June 2004 in so far as Member States set up new signs or replace existing signs at border crossing points. In all other cases this Decision shall apply from 1 June 2009.

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There are 4 control booths with 2 working positions for non-Schengen arrivals and 3 control booths for non-Schengen departures (1 with two working positions and 2 with one working position).

In the non-Schengen area close to the control booths for departures and the flexible gates 48/58 the glass wall is not high enough to prevent the exchange of documents over the wall.

Every booth is fully equipped with 2 computers, telephone, scanners for machine readable passports, technical equipment for document examination (UV-lamp, magnifying glass and retroviewer) and a monitor with the flight schedule.

The computers are connected to the SIS as well as to the national data bases with criminal records, passports information, driver's license and vehicle register.

The access to forms, Common Manual (dated in 1999), the common handbook on border control, legislation on visas, or collection of legal travel documents are available at the second line. The experts were told that recently the last version of the Common Manual had been made available in the Police intranet; not all the Border Guards were aware of this possibility.

There are no personal stamps. At the beginning of every shift all control officers receive after signing in a register two stamps, one for entry and one for exit. The stamps are locked in the team leader's office and the security code is changed every month.

In front of the booths used for entry checks, at a distance of 20 m it is the duty officer's office. Here is where a first interview is carried out on passengers when needed.

The second line office is situated on the ground floor, at 300m approximately from the non-Schengen area. It has 2 waiting rooms / holding rooms (one room is supposed to be used for persons arriving at the airport, as asylum seekers etc. and the other for persons waiting to be sent out of Norway, as in the case of inadmissible persons) and rooms for investigation, interviews and document examination.

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The office for document investigation is equipped with 7 computer systems with access to the SIS and national data bases. Further 2 PCs are connected to the Edison System, one PC for Rapid response search (RRS), one QDX 430 with monitor and one QDX 630 B with monitor. They also use one Waldmann document examination, specimen collection of passports and a Leica microscope. The investigation group is responsible for investigation and verification of documents and to register cases in the Police system.

Blank visa stickers are stored in a safe inside the second line office.

The communication between control booths and the officer on duty is done by telephone, intercom and radio.

3.3 Controls and procedures

Gardermoen Police Station (Immigration and Administration Division) is responsible for Border Control.

Border checks in the first line are carried out by CBGs under the supervision of the Police.

As regards the use of the flexible gates, the handling agent is in charge of closing the doors of the gates 47 and 48 in order to prevent passengers to enter into the non-Schengen area. If the passengers are entering the aircraft via the flexible gate 49 (Schengen flight) they have to go through the non-Schengen gate 59. The experts were told that in this case the boarding area is manned by 2 employees of the handling agent to avoid passengers entering the non-Schengen area as there is no physical separation.

In the same way, and as gates 57, 58, 59 are only used for the non-Schengen traffic the handling agent closes the doors to prevent passengers to enter into the Schengen area.

The experts were told that in 2004 there were 12 mistakes relating to the use of the flexible gates. During this year some other mistakes have also occurred. The airport authority will improve the system.

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The committee was told that all crews have to undergo the border checks. They have to use the same border control booths as passengers do.

In cases of non-Schengen flights on General Aviation, the Border Guards are informed by the airport authority. The same procedure applies to passengers using the VIP Centre as there is no border control booth available there.

The location of the booths and the position of the officers inside them allow the officers to face directly the passengers and to make a good profiling.

All travel documents were checked manually. Additionally the passports of third-country nationals were checked by passport readers regularly. The passports of EU nationals were checked by passport readers on a random basis.

The experts saw that Border Guards called for support to the second line regularly in cases of doubts.

In relation with the use of entry and exit stamps, the committee was told by the officers that the travel documents of third country nationals who are family members of EU/EEA/CH citizens and in possession of resident permits issued by a Member State are being stamped. In one case a Border Guard stamped on the machine readable zone of a visa.

The CBGs seemed not to have enough training on the rules governing the stamping.

The committee was told that gate checks are performed regularly in flights from Russia and randomly in flights from Pakistan.

Border checks were performed, in general, in accordance with the Schengen standards.

In the office of the team leader there is a daily report concerning the Border Guards on duty. Additionally there is a daily report regarding all the activities carried out that is available both in electronic and paper form.

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For deeper investigation on passengers they are conducted to the second line. This office is located far away from the arrival booths and is opened 24h. the same as the duty officer's office. The experts saw one case where an arriving passenger was brought to the second line by passing through the entire Schengen area. There is no other way to reach the second line.

The decision to refuse a passenger is taken by the Police prosecutor. If possible the inadmissible person is sent back immediately. If not, the person is conducted to the National Immigration Service in Trandum (only for 1-2 days) or sent to the Police prison.

Every asylum seeker is conducted to the second line. The officers make a preliminary report but not a first interview. They inform the National Immigration Service that takes over the case. The asylum seekers are sent to a special camp in Oslo.

Visas are mainly issued for business reasons. The Police have to inform the Directorate of Immigration (UDI) before issuing them. Since September 2005 visas are automatically filled in and they include a photo of the person.

The number of visas issued was 45 in 2002, 30 in 2003 and 29 in 2004.

3.4 Border surveillance

There are 26 Police officers available to cover patrol and traffic tasks.

The Police are also responsible for the surveillance of the apron and the external terminal area. For this purpose there is a minimum of 3 officers and a maximum of 5 to 6 officers.

There is a separate CCTV-system with approximately 450 video cameras for the Police. The monitors are in the office of the team leader and in the second line office.

The training and the number of the Border Guards and Police officers on duty allow them to react immediately.

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In emergency cases the Police are able to activate 12 officers off duty from the headquarters. In high risk cases the anti-terrorist special unit of the Police in Oslo would support them.

The Police are 24 hours on duty and the technical resources are permanent available.

3.5 Staff and training

There are 126 Police employees at the airport and the Police Station consists of the Chief Superintendent, Operational Division and Immigration and Administration Division.

The Operational Division consists of a Patrol and Traffic Group (26 officers) and one Investigation Group (10 officers). The Immigration and Administration Division consists of a Document and Investigation group (7 officers) and a Border Control Group (18 officers and 55 CBGs).

The CBGs are under the supervision of the Police.

The staff is divided in three shifts 07:30h-15:00h, 14:30h-22:00h and 21:30h- 08:00h (Saturday / Sunday 07:30h – 20:00h and 19:30h – 08:00h).

The minimum number of staff at night is 8 officers and the maximum during the day is 30. In these figures are included Border Guards and Police officers.

Ex.: Number of officers on duty at Gardermoen Police Station on Friday 19 August 2005 and Saturday 20 August 2005

Time	Civilian border guards and police	Civilian border guards	Police
0730 – 1500	30	10	20
1430 – 2200	16	8	8
2130 - 0800	9	4	5
0730 – 2000 Saturday / Sunday	11	5	6
1930 – 0800 Saturday / Sunday	11	5	6

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The committee noticed that compared to the year 2001 the total number of the employees increased more than 50% (from 80 to 126), but the number of CBGs remained stable (55).

During the visit the committee could observe the entry checks of passengers of 2 flights coming from Istanbul and Monastir. Only one (two working positions) of the 4 booths was in use. Due to this fact, there was a long queue of passengers waiting to be checked.

The committee was told that on departures during the peak hours, (in the morning and the afternoon) the 4 working places for exit checks are used. In this period there are several departures to non-Schengen countries with occasionally more than 1.000 passengers departing within a short timeframe.

Despite the increasing movement of passengers during the past years, the committee noticed that the number of Border Guards did not increase. This could be partly explained by the fact that Norway in 2001 joined Schengen. In the year 2000 there were about 6.5 million passengers on international flights (about 63% of these where current Schengen countries), while there are approximately 1.9 million non-Schengen passengers per year today.

The CBGs have their civilian education outside of the Police and they are recruited on the bases of their competences, specially the linguistic skills with at least knowledge on 2 foreign languages. All Border Guards speak English in addition to other languages.

They have to attend a 9 weeks theoretical training and then they start practical training at the airport. There are regular refreshment trainings. Each 3rd Tuesday there is a 90 minutes course related to the procedures of border control. In addition there are regular 2 days trainings per year for both, Police officers and Border Guards.

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3.6 Readmission, expulsion and illegal immigration. Carriers liability

The Committee was informed that the refused persons are mostly readmitted. Approximately in 1 case per month the readmission is not possible even after the presentation at the respective embassy. In all cases the readmission was not possible because of the lack of travel documents, which in some cases are difficult to obtain.

In 2002, 250 persons were refused, 391 in 2003 and 301 in 2004.

In table below it is mentioned the number of expulsions and deportations carried out from 2003.

	2003	2004	1st half 2005
Expulsion	89	85	45
Deportees	333	255	118

The Police at Oslo airport have the responsibility for finding persons that are not admitted or found illegally present, including identification and documents. They have also responsibility for intelligence at the airport, and inform the Police all over the country.

The number of reports submitted to the competent authority in order to impose fines to carriers in the last three years and rate of the fines is as follows:

- 2002: 4 cases a 20000 NOK (€ 2537 aprox.), 1 case a 25000 NOK (€ 3171 aprox.), and 1 case a 60000 NOK (€ 7612 aprox.)
- 2003: 1 case a 15000 NOK (€ 1900 aprox.)
- 2004: 1 case a 20000 NOK (€ 2537 aprox.), 4 cases a 25000 NOK (€ 3171 aprox.), and 1 case a 50000 NOK (€ 6343 aprox.)

The committee was told that the reports are submitted each time if the reason of refusal is the lack of visa and in some cases due to a lack of travel documents if it was obvious that the carrier embarked the person without sufficient control.

3.7 Comments and recommendations of the Evaluation Committee

The experts were appreciative of the following facts:

- The number of the booths is adequate for the current passenger flow.
- The second line is well organised, equipped and manned.
- The duty officer's office is located very close to the border control booths for entry checks.
- Visas are printed automatically and they include the photo of the person.
- The basic training and courses given are comprehensive and good.
- The language skills of the officers are at high level.
- The staff in the first line is well trained in interviewing passengers.

The experts took a special note of the following items:

- There could be more refreshment trainings on new European legislation.

The experts consider that there is room for improvement in the following points:

- The separation between the Schengen and non-Schengen areas. One of the glass walls situated in the departure area does not fully prevent the exchange of documents over it.
- The water tightness of the flexible gate 49. The separation is only ensured by two handling agents but not physically.
- The location of the second line office. Due to the long distance existing between the arrival area and the second line office, the passengers have to be accompanied through the Schengen area in order to reach this office.
- The monitoring of the flexible gates. The Police have to assure that passengers do not enter or leave the non-Schengen area without undergoing a passport control.
- The number of Border Guards present in the first line. The planning of the shifts should be better adapted to the passenger flow.
- The rules on stamping. Some officers seemed not to have a clear training on this matter.

4. SANDEFJORD AIRPORT, TORP

4.1 General information

Sandefjord Airport, Torp, is one of the few airports in Norway which is not state-owned. It handles 96 % of the traffic of private owned airports in Norway and is a joint stock company responsible for the activities relating to infrastructure, security, passenger flows and aviation security. There are about 40 employees at the airport.

In 2004 there were a total of 1.08 million passengers. Thereof 742.000 were passengers in international flights, including 346.691 passengers in non-Schengen flights.

The main non-Schengen destinations are UK and Turkey.

The airport is open according to the following timetable:

Monday to Friday	0900h-2300h
Saturday	0900h-1800h
Sunday	1200h-2200h

Vestfold Police district is responsible for Police matters in the area surrounding the airport. The Police district is structured in geographical units; Police stations and two central departments with district-wide responsibilities; the Central Criminal Department and the Central Operational Department. The primary responsibility for the airport lies in Sandefjord Police station. All the operational activity in the district and the border control are controlled from the Central Operational Department (Control room).

The Border and Immigration Service within the Central Criminal Department, is responsible for border control at the sea border crossing points (Larvik, Sandefjord, Tonsberg, Horten and Holmestrand) and at the airport.

The Police work closely with the National Police Immigration Service, the Immigration Division of the National Criminal Investigation Service and the National Directorate of Immigration.

Further there is a close cooperation and exchange of information with Customs, the airport, the travel agencies, and the airlines.

4.2 Infrastructure and equipment

The airport is constructed in a single terminal that is divided into a domestic and a international area and is fenced off so that the access to the area is made only through the security check points.

There are 3 gates on the ground floor for Schengen traffic (gates 10, 11, 12) and 4 gates on the first and the second floors for non-Schengen arrivals and departures. Gates 13 and 14 on the first floor are for non-Schengen arrivals, while gates 15 and 16 located on the second floor are used for non-Schengen departures.

Inbound passengers from non-Schengen flights have to walk from the apron to the non-Schengen arrival gates. The handling agent is responsible for escorting them to ensure the use of the right gates.

There is no General Aviation Terminal.

There is one control booth with two working positions for exit checks and one booth with two working positions for entry checks. In front of the booths there are fences in order to mark the lanes according to the categories of persons.

The sign posting (EU-EEA/All nationalities) was not yet in accordance with the signs annexed to Council Decision 2004/581 /EC determining the minimum indications to be used on signs at external border crossing points. It shall apply from 1 June 2004 in so far as Member States set up new signs or replace existing signs at border crossing points. In all other cases this Decision shall apply from 1 June 2009.

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Every booth is equipped with 2 computers, telephone, scanners for machine readable passports, technical equipment for document examination (UV-lamp and magnifying glass) and a monitor with the flight schedule. There was no retroviewer.

The officers do not have personal stamps. The stamps are stored in the booths and when entering on duty the officers stamp in a book and sign on the mark. This procedure can not avoid the exchange of stamps.

The side windows of the booths are closed with Venetian blinds and the doors installed beside the booths can be opened by the officer from the interior. They close automatically after the border check is performed.

The room which seems to be the second line is located next to the arrival control booths in the non-Schengen area. It is equipped only with one computer, a microscope, Edison system and QDX 430 terminals.

The communication is ensured by radio, telephones, tele-fax, and computers with access to internet and intranet.

Blank visa stickers are stored in a safe in a separate office at the Police Station.

The experts visited the new premises that the Police will have from 1 October 2005. All the rooms and equipment will be installed at the same level. There will be several offices and computers with access to the SIS and the national data bases.

In addition there will be a waiting room for passengers, one investigation office and a new detention centre / waiting room.

4.3 Controls and procedures

The Central Criminal Department (situated in Tønsberg) is responsible for border control activities.

Border checks at the first line are carried out by CBGs and Police officers.

The committee was told that all the crews have to undergo the border control. They have to use the same lanes as passengers.

The experts were also told that crews and passengers of General Aviation in non-Schengen flights undergo the normal border check at the terminal. These passengers are escorted to the border control area under the responsibility of the airport authority.

There is no VIP Centre available and these persons proceed as normal passengers do.

The location of booths for entry checks allows the officer perform an adequate profiling and risk analysis.

In the departure area the space available in front of the booths is limited making the adequate profiling difficult, as some passengers must queue on the stairs before the booths.

All travel documents were briefly checked manually. The officers checked passports of third-country nationals with the passport readers in a few cases, perhaps because they were situated behind the officers making their use difficult.

The computers are connected both to the SIS and the national data bases (criminal records, passports information, driver's license and vehicle register). It is possible with a single query to check in both data bases.

The experts saw that CBGs called the second line in cases of doubts. They knew the rules on stamping and applied them correctly.

Border checks were performed, in general, in accordance with the Schengen standards.

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In the second line office there is a daily report in electronic form concerning the Police officers on duty. Additionally there is a daily report available in electronic form regarding all the events in connection with border control matters.

The Common Manual was available in the first and the second line in electronic form; however the experts noticed that the officers did not know this fact. It was also available in paper form (2001 edition) in the first line.

The decision to refuse passengers is taken by the Police prosecutors. In the second line there is a waiting room for inadmissible passengers. When the immediate return of these persons is not possible they are conducted to the central arrest area at the Headquarters in Tönsberg. They have to inform the judge within 24 hours and he takes a decision.

Every asylum seeker is sent to the second line where the Police have to inform the Central Unit in Oslo as they are not allowed to make the first interview. Officers of Central Unit take the case and conduct the asylum seekers to a camp in Oslo.

At Sandefjord airport and in the five sea border crossing points under Vestfold Police district responsibility (Larvik, Sandefjord, Tönsberg, Horten, Holmestrand) the following number of visas were issued: 174 in 2002, 83 in 2003, 97 in 2004 and 59 in 2005 (until 30 June)

Visas are issued mainly to seamen and the Police have to inform the Directorate of Immigration (UDI) before issuing them. Since September 2005 visas are automatically filled in and they include a photo.

The second line is split in two different offices. At least 1 officer is on duty from 8:00h till 23:00h, except on Saturdays and Sundays. During those days an officer is permanently available in Sandefjord and can get to the airport within 30 minutes approximately.

4.4 Border surveillance

The patrols on the apron or inside the terminal are performed by a private security company.

Besides the Central Criminal Department there are no additional Police officers and the nearest Police Station is situated at 10 km from Sandefjord.

There is a CCTV system which is owned by the airport authorities. The Police have no access to the system.

The airport is closed from 0.00h. to 5:30h. From 23:00h. to 00:00h. and from 5:30h. to 8:00h. there is no Police although the airport is open. The reaction capability is limited during that time.

An anti-terrorist unit composed of five Police officers is available in emergency cases. In cases of hijacking the Delta Force Unit in Oslo would be informed.

The technical resources are permanent available.

4.5 Staff and training

The extra-Schengen traffic has increased more than 100% up to more than 346.000 passengers in 2004 and is expected to increase to 500.000 in 2006.

There are several regular flights to the United Kingdom (London and Glasgow) and a 2 weekly charter flight to Turkey. From 27 September 2005 new daily lines to Newcastle and Liverpool will be introduced.

The Police services are under the responsibility of Vestfold Police District, which has 435 employees.

RESTREINT UE

The Border and Immigration section which was established in 2003 and is situated at the airport amounts 21 Police employees and is divided in 3 Groups, namely the Border Control Group (1st line control including 7 Police officers and 2 CBGs), the Application Control Group (including 5 CBGs) and the Immigration Control Group (2nd line control, including 5 Police officers).

Shifts are divided into two 08:00-15:00, 15:00-23:00 (Saturday 09:00-18:00, Sunday 12:00-22:00). Staff are always available when non-Schengen traffic occurs outside the normal opening hours.

- 1 st line Border Control	- 7 Police Officers and 2 Civil Servants
- 2 nd line Border Control and Immigration Control	- 5 Police Officers

Distribution of the staff in the first line.

Mon	Tue	Wed	Thu	Fri	Sat	Sun
3	3	3	3	4	4	4
4	4	4	4	4	4	4

The Police of the Border Control Group carry out border checks both at the airport and in 5 sea ports which are situated within a range of 35 Km from the airport. Those ports have mainly intra-Schengen ferry traffic and the other important traffic corresponds to cargo ships. Despite the border checks at the airport have priority and taking into consideration that the number of passengers is increasing gradually, the number of officers working in the Border Control Group seems to be low. Furthermore, in case of leave, holiday, etc, the current staff would not be able to accomplish their tasks properly.

All Border Guard's officers speak English well and some of them also speak other languages.

RESTREINT UE

Having completed the studies at the Police academy, the officers are given a two days course, before they start to perform border checks. However, regular refreshing training may be provided to improve border control procedures and the skills of the officers in examining and recognizing forged documents, profiling, new Schengen legislation, etc.

CBGs have their civilian education outside the Police force and they are recruited on the bases of their competences, specially the linguistic skills with at least knowledge on 2 foreign languages.

The basic training given to the Border Guard officers is only a one day theory. After this, the practical training was made on the job.

One of the officers has attended a 3 weeks training course in Oslo in order to implement in the future, at local level, the national border security plan. It will imply a systematic use of the risk and threat analysis.

4.6 Readmission, expulsion and illegal immigration. Carries liability

	2003	2004	1st half of 2005
<i>Rejection entry</i>	19	29	24
<i>Rejection after entry</i>	34	26	15

	2003	2004	1st half of 2005
<i>Expulsion</i>	28	46	28

<i>Deportees</i>	81	101	67
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Despite the number of refusals of entry because of the absence of visa or passport was 7 in 2003, 12 in 2004 and 3 in 2005 (1st semester) there were no reports submitted to the competent authority in order to impose fines to carriers.

The committee was informed that the reports were not submitted because after the investigation it was concluded that it could not be proved that the carrier embarked the person without sufficient control.

4.7 Comments and recommendations of the Evaluation Committee

The experts were appreciative of the following facts:

- The separation between the Schengen and non-Schengen areas is well accomplished.
- Visas are printed automatically and they include a photo of the person.
- The new premises of the Police will permit the officers to perform their tasks in a more effective way.
- The language skills of the officers are at good level.

The experts took a special note of the following items:

- The screens of the computers and the equipment inside the booths were visible for the passengers.
- Border checks at the first line could be performed more carefully.
- Passports readers and UV lamps could be better located inside the booths in order to improve their use.
- A patrol could be available during departures or arrivals of non-Schengen flights.
- An increase on the number of staff should be considered.

RESTREINT UE

The experts consider that there is room for improvement in the following points:

- In every control booth there should be a retroviewer.
- The space in front of the departure booths is limited. The current space does not allow passengers queuing correctly in front of the booths.
- A basic programme should be established in accordance with the Common Core Curriculum, and more regular refreshment trainings on documents, profiling and new European legislation, etc. should be provided.

5. GENERAL CONCLUSIONS INCLUDING RECOMMENDATIONS AND FOLLOW-UP

- In general, the experts were very satisfied with the level of border management at the Norwegian airports.
- The infrastructure is largely in place and only some loopholes were detected.
- The national border security plan that will be established before April 2006 will be an important tool as regards border management.
- The Committee considers that border controls at the air borders are performed in accordance with the Schengen standards.
