FRONTEX

General Report 2013

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Foreword from the Chair of the Management Board

In 2013 the border police situation at the external borders of the Union was largely characterised by the precarious situation of refugees in Syria and the increasing amount of migrants coming via the southern Mediterranean region. This confronted the European Community with challenges, particularly after the tragic incident of Lampedusa, which are not to be overcome through border policing alone.

EUROSUR, the European Border Surveillance System, whose successful implementation began in 2013, is intended to make an operational contribution in the future. The rapid exchange of information and the use of additional detection technology are supposed to support the operational capacities of the EU Member States and improve their effectiveness. EUROSUR will enable the competent authorities and Frontex to improve the situational awareness and to support search- and rescue situations at sea.

In 2013, more than 37,000 persons were rescued in sea border surveillance operations coordinated by the Agency. However, it is important to remember that the border authorities and the EU agency Frontex have only limited possibilities to prevent future tragedies. Nevertheless, all means available must be used to further minimise the risks.

Those in need of protection can only be identified and granted an orderly admission procedure if the EU's external borders are under intensive surveillance. The same applies when it comes to combating human smuggling as a complex, international, unscrupulous and organised business.

In order to improve the situation of refugees sustainably and to fight all aspects of cross-border crime we need to step up and coordinate our cooperation with the relevant countries of origin, the transit of irregular migration and cross-border crime. The border police authorities of the Member States and the Agency assist third countries in capacity-building by bringing in their expertise. Further efforts must be made in this area to make the best possible use of the available resources.

In 2013 an external review was initiated to evaluate the application of the Frontex Regulation, amended in 2011, to examine the Agency's efficiency and to assess added value and working practices. The review is also trying to find out to what extent the Charter of Fundamental Rights was respected when applying the Regulation. The review is accompanied by an independent study conducted by the European Commission. It is expected to receive the results later in 2014.

In the first year after the Consultative Forum on Fundamental Rights and the Frontex Fundamental Rights Officer took up their work, there was an intensive exchange among the stakeholders concerned. The consultations led to constructive recommendations on how the Agency might perform its tasks, some of which have already been implemented. Apart from the monitoring function of the Fundamental Rights Officer, a binding code of conduct was established for Frontex-coordinated return operations and training measures on fundamental rights were developed further. Both institutions confirm that Frontex-coordinated measures comply fully with fundamental rights standards. The involvement of the Agency and the resulting presence of EU guest officers both make sure that these values are adhered to and respected.

The flexible assistance with border surveillance for EU Member States under particular strain is a clear signal of European solidarity and an essential part of Europe's border management. I would especially like to thank the members of the Frontex Management Board who have always supported me in a constructive way.

Furthermore, my thanks go to all employees of the Agency. With their great dedication and considerable expertise they have helped us to overcome last year's challenges. Once more they made a valuable contribution to the protection of Europe's external borders.

Ilkka Laitinen, the first Executive Director of Frontex, recently finished his term of office. Looking back on nine eventful and successful years, he has substantially contributed to the development of Frontex since its foundation. He succeeded in shaping Frontex in such a way that it has become an indispensable element of Europe's security architecture. On behalf of the Management Board, I would like to express my thanks and appreciation to him for all he has achieved.

Ralf Göbel
Chair of the Management Board

Foreword from the Executive Director

Following a year of financial belt-tightening and rationalisation of agency priorities, 2013 proved the need for flexibility. As the period of consolidation and zero-growth continued from 2012, the fluid nature of border guarding again asserted itself, requiring targeted responses. The shift in routes of organised irregular migration, the changing nature of mixed flows, new tasks and responsibilities for the agency and, of course, unforeseeable events, all shaped what proved to be a very mixed year.

The war in Syria continued to cast its shadow over the Middle East, neighbouring and partner countries and the EU itself. The challenge of increased flows, often including people in distress, required concerted support for Member States facing unfamiliar border situations. Rapid reinforcement was given to Bulgaria, one of the more active Member States in joint operations. The strengthening and reallocation of Joint Operation Poseidon Land was one example of European solidarity in action. Hungary, Greece and Italy also faced extraordinary situations and received Frontex support.

The year was also marked by catastrophe. Not least of these was the disaster off the coast of Lampedusa that cost the lives of more than 360 people and brought home to Europe's citizens the grim realities of migration by sea. The subsequent public reaction and the Commission's response highlighted once more the need to adapt to circumstances and react swiftly. Frontex supported and advised the Task Force for the Mediterranean, instigated changes to existing sea operations and started work on refining and reinforcing the European Patrols Network to enhance patrolling of the Mediterranean.

Away from the border too, Frontex remained committed to continuous improvement. The key change here was Eurosur. This state-of-the-art information-exchange platform, developed by Frontex over recent years, became fully operational in its first phase and will continue to be expanded Europe-wide during the coming year. Increased responsibilities for the agency in terms of Schengen Evaluation as well as its involvement in key processes such as the Common European Asylum System all involved Frontex expertise and required focussed attention. The revision of rules for maritime operations, the nascent 'Smart Borders' package and work towards the future of the Justice and Home Affairs area, similarly necessitated input at expert level and the commitment of specialists.

Beyond the borders and their management *per sé*, Frontex developed its relations with international organisations and civil society, not least through the Consultative Forum on Fundamental Rights. This grouping of human rights advisors had its first full year of work, as did the agency's Fundamental Rights Officer. New milestones were reached and goals set in this vital area as Frontex worked to meet its new obligations and fulfil new and challenging roles.

Finally, Frontex's new legal capacity to control its own resources was taken forward with the entry into service of Seconded Guest Officers. This new class of operational personnel has already added flexibility and speed to actions on the ground and will continue to yield benefits in the years to come. Work towards leasing surveillance services was also initiated in what will be seen in retrospect as a turning point for operational logistics.

Ilkka Laitinen
Executive Director

1. Introduction

Mission Statement

Frontex supports, coordinates and develops European border management in line with the Charter of Fundamental Rights of the EU. Frontex supports the Member States* (MS) to achieve an efficient, high and uniform level of border control. Frontex coordinates operational and EU measures to jointly respond to exceptional situations at the external borders. Frontex develops capacities at the Member State and European level as combined instruments to tackle the challenges of migration flows and serious organised crime and terrorism at the external borders. The European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union was established by Council Regulation (EC) 2007 / 2004.

Vision

Frontex is the trustworthy European Border Agency, strengthening the European area of Freedom, Security and Justice by supporting the Member States to meet their responsibilities. Frontex applies the concept of Integrated Border Management and promotes European border guard culture based on the full respect of EU Fundamental Rights. Professional staff and a set of operational and administrative capabilities enable Frontex to add value to the European Union.

Values

Within a teamwork-focused framework, enabled by open communication, Frontex's staff members share and live the corporate values. Consequently, they perform their activities in a highly professional manner. Humanity links Frontex's activities with the promotion and respect of Fundamental Rights as an unconditional and integral component of effective integrated border management resulting in trust in Frontex.

Purpose of the report

Frontex General Report 2013 takes the Programme of Work 2013 as a reference but does not aim to report against each and every objective set. It gives the reader a broad overview of activities carried out during 2013, and additionally highlights individual operational activities and achievements. This information is then complemented with general financial information and annexes presenting lists of different types of activity, comparative analysis of joint operations and summaries of budgetary and human resources. Some information is repeated between chapters to provide context.

The organisation of this year's General Report is slightly altered from previous years with the 'Situation at the external borders' section now in the Annexes, a separate section on Eurosur and, as last year, sub-chapters on fundamental rights and public access to documents. Additionally achievements were introduced in a form of text boxes throughout the report.

* The term 'Member State' includes the Member States of the European Union and the Schengen Associated Countries

2. Developments at Policy Level

The year 2013 was an eventful one for political and legal developments affecting Frontex. New proposals were put forward by the European Commission and certain legislative files were adopted, whilst others will require further negotiation during 2014.

The year brought an increased focus on the activities of Frontex and on EU migratory issues in general. One reason for this was a tragedy off the coast of the Italian island of Lampedusa, where 364 migrants drowned attempting to reach EU territory. This resulted in an increase in pressure to adopt legislation to reduce or eliminate the occurrence of such disasters. The immediate policy response came following the Justice and Home Affairs Council of 7-8 October 2013, which established the Task Force Mediterranean (TFM) to develop and propose solutions. A European Commission Communication was published on 4 December 2013 proposing various immediate and practical solutions to complement ongoing activities in the Mediterranean.

Five main areas of action were decided upon, namely: actions in cooperation with third countries; regional protection, resettlement and reinforced legal avenues to Europe; reinforcement of the fight against human trafficking, smuggling and organised crime; reinforced border surveillance contributing to an enhanced maritime situational picture and to the protection and saving of lives in the Mediterranean, and finally, assistance to and solidarity with Member States dealing with high migratory pressure. The task force's recommendations were welcomed by the European Council in December.

Eurosur

The main policy development concerning Frontex during 2013 was the adoption of the European Border Surveillance System (Eurosur)

Regulation (EU 1052/2013) and its entry into force on 2 December, thus providing the legal framework for a system which will aid Member States in border surveillance at, and situational awareness of, the external borders of the EU.

The Eurosur Regulation puts in place a common framework for Member State authorities to exchange information with each other and with Frontex in order to improve situational awareness of the external borders of the Member States and increase their reaction capability in border control and the fight against cross-border crime.

Rules of Maritime Surveillance

Another legislative file which saw significant progress during 2013 was the new proposal for a regulation establishing rules for the surveillance of the external sea borders in the context of operational cooperation coordinated by Frontex. The proposal was extensively negotiated throughout the year in the relevant European Parliament committees and Council working parties. This regulation aims at replacing Council Decision 2010/252/EU annulled in September 2012 by the Court of Justice of the European

Union, which concluded that the rules required the consideration and approval of the European Parliament.

The Council and Parliament both agreed on versions though differences between them remained. Discussions will continue during meetings involving the Council and the European Parliament, the aim of which will be to find a compromise position and agreement by the end of April 2014.

The aim of the new regulation is to resolve confusion over diverging national interpretations of international rules on maritime surveillance and to replace them with a single set of clearly defined rules to be followed during all Frontex-coordinated joint operations.

The new rules — to be adopted in 2014 — are expected to reinforce the principle of *'non-refoulement'* while underlining the legal obligation to perform search-and-rescue activities. It will also replace non-mandatory rules with legally binding ones specifying clear responsibilities and obligations, an annual report on the fulfilment of which will be submitted to the European Parliament.

Smart Borders Package

On 28 February, the European Commission proposed a 'Smart Borders Package' aimed at harnessing new technologies for the purpose of accelerating and simplifying, but also reinforcing, border checks for those crossing the EU external borders. This 'package' is in fact two separate regulatory proposals put forward jointly by the Commission. The first, the Registered Traveller Programme, would allow frequent travellers who are not EU citizens to bypass lengthy passport lines upon arrival.

The package also includes a proposal for an Entry/Exit System. This potential database would keep a record of the time and place of entry and exit of third-country nationals travelling to the EU. It would also replace the current manual system of stamping passports to calculate the length of the authorised stay of an individual with a simplified, electronic system. The data would then be made available to border control and immigration authorities. The stated objective of the smart borders package, is to create a more open and secure Europe relying on state-of-the-art technologies. Progress on the matter was restricted to studies by the European Commission and one by the European Parliament. Because the Parliament and Council had not managed to discuss the proposals by year-end, these discussions are not expected to take place until after European Parliamentary elections in May 2014.

Adoption of the Common European Asylum System, Phase II

Since 1999, the EU has been working to create a Common European Asylum System and to improve the existing legislative framework. The year 2013 saw the completion of the second phase of adoption of the Common European Asylum System. In mid-2013 the European Parliament gave its approval to adopt revised rules to the asylum package — a series of regulations and directives aimed at improving the existing legislative framework. The framework now includes revisions of the Asylum Procedures Directive[1], the Receptions Conditions Directive[2], the Qualifications Directive[3], the revised Dublin Regulation[4] and the new revised Eurodac Regulation[5]. The new regulations sought to clarify and standardise the rules relating to the reception of asylum seekers in the EU. The completion of this regulatory framework is a significant achievement and one that has been more than a decade in the making.

[1] Council Directive 2005/85/EC on minimum standards on procedures for granting and withdrawing refugee status;

[2] Directive 2013/33/EU of the European Parliament and of the Council laying down standards for the reception of applicants for international protection (Recast)

[3] Council Directive 2004/83/EC on minimum standards for the qualification and status of third country nationals or stateless persons as refugees or as persons who otherwise need international protection and the content of the protection granted

[4] Council Regulation 343/2003/EC establishing the criteria and mechanisms for determining the Member State responsible for examining an asylum application lodged in one of the Member States by a third-country national

[5] Council Regulation 2725/2000/EC concerning the establishment of 'Eurodac' for the comparison of fingerprints for the effective application of the Dublin Convention

Visa Safeguard Clause

A significant amending regulation regarding EU visa legislation was also adopted in 2013. A Council Regulation[6], listing the third countries whose nationals must be in possession of visas when crossing the external borders and those whose nationals are exempt from that requirement (PE-COS 65/13) was amended to allow for the temporary reintroduction of the visa requirement in specific circumstances. This will allow in the future for a Member State, when confronted over a six-month period with, "one or more well defined circumstances related to nationals of a third country leading to an emergency situation which it is unable to remedy on its own," to request the Commission to suspend for a short period of time the visa waiver for the nationals of that country. However, the clause was clearly defined as a temporarily applicable measure of last resort.

Schengen Evaluation Mechanism

The revised Schengen evaluation mechanism is based on new legislation[7], which was approved at the end of 2013. It foresees, for the first time, a role for EU agencies and in particular for Frontex. The EU legislator recognised how the expertise and information held by the Agency can contribute to more effective implementation of the Schengen Acquis. Frontex must deliver two risk analyses on an annual basis: one to the European Commission and the Member States containing the priorities for the evaluation in the following year and one to the European Commission containing only the priorities for the implementation of unannounced visits (Frontex experts may also participate in the evaluation visits). The Agency will also continue to reinforce Schengen Evaluation training.

Main Developments under EU Policy Cycle

A fresh EU policy cycle started in 2013 on the fight against serious and organised crime. The previous policy cycle — the full process from identifying priorities through to implementing new action plans — was first established by Council on 9-10 June 2011. As 2013 was the final year of the first policy cycle, a new, four-year cycle with revised priorities will be implemented between 2014 and 2017.

This four-year plan for the EU-wide fight against serious and organised crime, is essentially based on Europol's Serious and Organised Crime Threat Assessment (SOCTA)[8], upon which the Justice and Home Affairs Council on 6 and 7 June set out nine priorities including disruption of organised crime groups involved in people-smuggling, trafficking in human beings, drug trafficking and the production and distribution of counterfeit goods. Each priority area is tackled by a separate operational action plan. To achieve these objectives, the EU policy cycle requires the full operational support of EU institutions, bodies and Justice and Home Affairs Agencies together with the Member States and their respective national organisations.

[6] Council Regulation 539/2001/EC listing the third countries whose nationals must be in possession of visas

[7] Council Regulation 1053/2013/EC establishing an evaluation and monitoring mechanism to verify the application of the Schengen acquis and repealing the Decision of the Executive Committee of 16 September 1998 setting up a Standing Committee on the evaluation and implementation of Schengen when crossing the external borders and those whose nationals are exempt from that requirement

[8] The EU Serious and Organised Crime Threat Assessment (SOCTA) is the product of systematic analysis of law enforcement information on criminal activities and groups affecting the EU. A new report is published every four years and updated every two years.

Cecilia Malmström gives a press conference on a smart border package

The Future of the Justice and Home Affairs area

From a wider EU policy perspective, discussions also began on the future direction for the field of Justice and Home Affairs (JHA) of Member States of the European Union. These talks are in view of the forthcoming close of the Stockholm Programme, which covers the period from 2010 until the end of 2014. The existing programme emphasises finding common approaches and solutions to dealing with EU migration issues. Negotiations on the focus for the next five-year plan, which mirrors the length of mandate of Members of the European Parliament and Commission, will continue into 2014 and will be of great importance to Frontex and the policies affecting it over the next five years.

One aspect of the future of the JHA area related to border management and migration, and of central importance to Frontex, is the possible future development of a European System of Border Guards. To promote discussion of this topic among border management practitioners, Frontex organised a conference on the subject in Warsaw on 28-29 October involving all JHA Agencies, the European Commission, Council Presidency, European Parliament and representatives of academia. The event was intended to identify future cooperation and coordination needs among national border management systems in the fields of operations, capacities and inter-agency cooperation, and the possible role of Frontex in matching these needs.

Cooperation with Third Countries, EU Agencies and International Organisations

In 2013, partnerships and cooperation were strengthened with competent authorities of third countries. Moreover, in April 2013, structured cooperation was expanded by concluding a working arrangement with the State Border Service of the Republic of Azerbaijan.

Frontex succeeded in progressively developing sustainable partnerships beyond the EU external borders. Tangible results were achieved in the fields of information-sharing, training, joint operational activities and research and development.

Further steps were taken in the implementation of the Memorandum of Understanding with the Ministry of Foreign Affairs of the Republic of Turkey. A series of activities were taken forward with the competent Turkish authorities, mainly in the fields of risk analysis, information exchange, training and joint operations.

Cooperation on risk analysis at regional level between Frontex and third country partners was further consolidated, especially under the Western Balkans Risk Analysis Network (WB-RAN). Following political developments in the region and the outcome of consultations made during the year, Frontex forged contacts with the Kosovo* Border Police in order to expand the WB-RAN network and to improve analytical activities on the migratory phenomena in the region.

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European System of Border Guards conference panelists during the debate, October 2013

The Africa-Frontex Intelligence Community (AFIC) continued to expand — Cameroon, the Democratic Republic of Congo, and Mauritania joined as members while Libya also participated in a conference — at the same time consolidating its role as a unique platform for development and joint analysis between EU and African experts. The year 2013 saw the publication of AFIC's second analytical report.

With regard to the Western Balkan region, Frontex continued to play a role in the EU post-visa-liberalisation monitoring mechanism through risk analysis activities at the request of the European Commission.

Contacts in the area of return with some key third countries, including Nigeria, were maintained. *Best Practices for the organisation of joint return operations to Nigeria* were agreed with the aim of harmonising procedures for effective management of return operations and formalised by signing a Note-Attestation in December 2013, further cementing Nigeria's cooperation with Frontex.

Particular and continuous attention was paid to third countries bordering the Mediterranean Sea, especially considering the humanitarian aspects of irregular migration along maritime routes.

Frontex participated in European Commission-led initiatives within the framework of the EU Dialogue on Migration, Mobility and Security with Tunisia and Morocco, thus establishing and maintaining direct contacts with the competent authorities of those countries and exploring the possibility of launching formal negotiations for the conclusion of a working arrangement, based on the relevant mandates adopted by the Frontex Management Board.

Furthermore, Frontex contributed to preparatory activities undertaken and coordinated by the European External Action

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The signature of the agreement on 'Best Practices for the Organisation of Joint Return Operations to Nigeria', December 2013

Service (EEAS) aimed at launching a civilian Common Security and Defence Policy (CSDP) mission to Libya on border security. In this context, the Agency participated in an EEAS/ Civilian Planning and Conduct Capability-led Technical Assessment Mission to Libya, with the purpose of outlining the main activities to be undertaken by the CSDP mission and preparing the proposal of capacity building activities to be implemented by Frontex under the mission. As a follow-up, a high-level Libyan delegation visited Frontex Headquarters and Libyan experts participated in two events organised by the Agency: the International Border Police Conference (IBPC) and the AFIC meeting.

Frontex also focused in 2013 on establishing direct contacts with the authorities of third countries where important airport hubs are located with direct flight connections to Europe, including the United Arab Emirates, China and Thailand as well as with Hong Kong, in order to explore practical cooperation avenues in the areas of information exchange, risk analysis and air-border management.

In the wider scope, Frontex was involved in key EU migration and border management-related initiatives and political dialogues such as the Mobility Partnerships, Rabat Process, Eastern Partnership, Prague Process and Budapest Process. Furthermore, Frontex was involved in JAIEX (JHA-External Relations) and other EU-level meetings focused on co-operation in the external dimension, e.g. the United States, Russian Federation and Western Balkans region. Contacts were also maintained and support provided to EU regional programmes, projects and missions in third countries, including EUROMED Migration, EUBAM, EULEX, BSRBCC, and BSCF.

Frontex contributed to the implementation of EU-funded capacity-building projects on border security benefiting third countries and implemented by the relevant international organisations which have concluded working arrangements with Frontex. In particular, Frontex delivered training on anti-trafficking in Georgia and Ukraine targeted to border guard officials of the Eastern Partnership countries under the International Centre for Migration Policy Development Eastern Partnership Integrated Border Management (IBM) Training project.

In the context of technical assistance initiatives, Frontex was directly awarded a EUR 4.5 million grant by the European Commission's Directorate General Development and Cooperation (DG DEVCO) to launch the Eastern Partnership IBM Capacity Building Project. The main aim of this project is to enable improved border security and to facilitate legitimate movement of people and goods in the region, while ensuring that respect for human rights and the fight against corruption are given necessary attention throughout the project. The project partners and co-beneficiaries are the World Customs Organisation and the International Organisation for Migration (IOM), as well as the International Centre for Migration Policy Development. The three-year project also foresees the involvement of other actors, including European and United Nations agencies, in implementing specific actions.

With the aim of promoting the strengthening of the international border guard community and offering the opportunity for sharing best practices globally, in November 2013 Frontex organised the 21st International Border Police Conference. The event gathered top-executive-level participants from 60 countries. The 2013 IBPC concentrated on global challenges for future border security with regard to key aspects seen from the angles of society, migration and transnational crime.

This was the first time Frontex had organised the event, having taken it over from the Hungarian Police. A strategic decision was taken to revitalise the conference by increasing its relevance and appeal to third-country attendees. The discussion topics approached global challenges in a holistic way rather than focusing on issues of particular importance to Europe. The speakers, meanwhile, reflected the conference's international nature and wide scope of interest.

First International Border Police Conference organised by Frontex, November 2013

Frontex engaged with the European Asylum Support Office (EASO) in a technical assistance project aimed at familiarising Tunisia and Morocco with the work of both Agencies. The 18-month project, "Promoting the participation of Jordan in the work of EASO as well as the participation of Morocco and Tunisia in the work of EASO and Frontex" is funded by DG DEVCO. Frontex will focus on implementing awareness-raising activities in Morocco and Tunisia, laying the foundation for structured future cooperation.

The cooperation plan signed with EASO in 2013 addresses other important issues such as operations and capacity building. The first concrete step towards the implementation was made in the Frontex rapid-intervention exercise (REX 2013) in which EASO participated in the field operation. Two EASO experts were present during coordination meetings throughout the exercise. EASO representatives also participate in meetings of the Frontex Risk Analysis Network.

Cooperation with other JHA agencies, EU institutions and bodies as well as with international organisations was developed throughout the year. The coordination between Frontex and other EU Justice and Home Affairs agencies focused in 2013 on information exchange, training and relations with third country partners.

Specifically, Frontex and Eurojust signed a Memorandum of Understanding in December to enhance cooperation in the fight against serious cross-border crime, such as smuggling and trafficking in human beings.

Cooperation with Europol continued through joint operations, risk analysis and implementation of the EU information management strategy. Frontex has been actively contributing to the "Illegal Immigration" Operational Action Plan (OAP) managed by the Council Standing Committee on Operational Cooperation on Internal Security (COSI).

Frontex remains an active contributor to European Police College (CEPOL) training mainly related to the implementation of LETS — the Law Enforcement Training Scheme. In addition, Frontex cooperated with the European Maritime Safety Agency (EMSA) within the remit of Eurosur, in order to provide the European situational picture and the common application of surveillance tools.

The year 2013 also saw the successful conclusion of negotiations for a working arrangement with the European Agency for the operational management of large-scale IT systems in the area of freedom, security and justice (eu-LISA). The agreement is to be signed in early 2014.

Cooperation with Interpol, UNHCR and IOM covered, apart from sharing expertise, intensive operational cooperation and information exchange. In the last quarter of 2013, Frontex resumed negotiations on a working arrangement with the International Civil Aviation Organisation (ICAO).

3. Developments at Agency Level

Reinforcement of flexible operational support in the Mediterranean

Due to increased activity on migratory routes in the Mediterranean Sea, Frontex developed additional operational response activities and provided tailored support to Italy and Greece by extending and reinforcing joint maritime operations. In particular, after the tragedy near Lampedusa on 3 October with the death of a high number of migrants, reinforced border surveillance and contribution to search-and-rescue (SAR) capacity was implemented in the Central and Eastern Mediterranean regions. For this purpose an additional budgetary allocation was received from the Commission, internal reallocations were made and activities re-prioritised.

Frontex actively participated in the Task Force for the Mediterranean, established by the Commission, contributing with the proposal of reinforcing the existing European Patrols Network (EPN) to extend its reach across the length of the Mediterranean border to better control irregular migration and contribute to SAR activities coordinated by the Member States in the Mediterranean Sea.

The year was marked by an increase in irregular sea-border crossings and an unusually high death toll due to accidents involving overloaded and unseaworthy boats, in particular in the Central Mediterranean area. In the operational areas of Frontex-coordinated joint operations, there were 683 search-and-rescue incidents coordinated by Member States with more than 37 000 people rescued.

Targeted response to 'mother ships'

A new modus operandi of migrant-smugglers in the Central Mediterranean was discovered: the use of so-called 'mother ships' and trans-shipments. Large vessels, departing from Egypt and towing smaller boats used for later disembarkation, head towards Italy and while still in international waters migrants are transferred to the smaller boats that head to the final destination — overloaded and on their own with increased risk to the lives of migrants — while the 'mother ship' returns to the point of departure. Thanks to coordination of efforts among law-enforcement and other agencies it was possible to detect, track and intercept at least three such 'mother ships' as well as to arrest the suspected facilitators and to collect and record all necessary evidence for national authorities to proceed with the appropriate criminal processes.

Cross-Border Crime

In addition to detecting migrant-smuggling, maritime operations coordinated by Frontex in 2013 uncovered other types of illegal cross-border activities, including drug trafficking.

Return escorts learning how to evacuate returnees in case of emergency landing, March 2013

Cooperation was established for each joint operation with relevant EU Agencies, bodies and international organisations (e.g. Europol, EFCA, EMSA, CeCLAD(M), MAOC(N), Interpol, UNODC), which led to smooth information flow and exchange of best practices among partners responsible for fighting cross-border crime.

As a result, 458 people were arrested on suspicion of drug trafficking; the quantity of drugs seized was almost 50 tonnes, worth over EUR 115 million. Hashish constituted the lion's share of these seizures — over 43 tonnes, worth EUR 65.8 million. Substantial amounts of cocaine and heroin were also recovered — collectively 700 kg with a commercial value of almost EUR 42 million. In addition, five tonnes of raw cannabis was also seized, worth around EUR 7.5 million. Most of the drugs seizures were in the Western Mediterranean area.

Return activities

The 'rolling operational plan' procedure was consolidated during the year in order to provide Member States with the necessary operational support and to structure their needs for assistance. A stable level of 39 joint return operations was maintained in 2013. The number of returnees rose slightly to 2 152 from 2 110 in 2012 and 2 059 in 2011. Iceland acted as an organising country for the first time in 2013, with a joint return operation to Albania.

The so-called 'new way of return,' whereby a charter flight is organised by a third country to collect their own nationals in EU territory (previously only tested with Georgia), is becoming accepted as it shows good results and cost-efficiency. For the purpose of organising such return flights, the professional standards of third-country escorts and procedures are harmonised to EU standards.

Frontex made the Direct Contact Point network on return issues available for the

purposes of the EURINT Network — an EU-financed project for sharing experience and improving results in the field of acquisition of travel documents.

Code of Conduct for Joint Return Operations

The Agency adopted a *Code of Conduct for Joint Return Operations Coordinated by Frontex*, setting the highest standards for this sensitive area of Frontex activity.

As a guide to ethical behaviour for participants in joint return operations, the code of conduct gathers the rules and best practices for return flights and is intended to ensure that returns are conducted in a humane manner and with full respect for the fundamental rights of returnees. A chapter is dedicated to human-rights monitoring and specifies that monitors must have access to returnees and all relevant information, including travel documents and information about any special conditions such as pregnancy or illness. The code also states that medical personnel are required on every flight and, if the escorting officers are not able to communicate with the returnees, interpreters should also be on board. The code further stresses that the use of coercive measures should be avoided or limited to the minimum. All participants in Frontex joint operations are obliged to report any perceived violation of the new code. It also sets out clear procedures for the evaluation of return operations.

Extended deployment at land borders

Secondary migration from Greece significantly affected the number of illegal border crossings at the EU's external land borders with Western Balkan countries during 2013. This development, especially at the Hungarian-Serbian border since the beginning of the

Focal Points:

The host Member State, in cooperation with Frontex, establishes Focal Points for coordinating operational activities. The operational areas of this joint operation are border crossing points (BCPs) located on road and railway connections at the external land borders of Member States and in certain cases also at various points along the green border in between BCPs. A specific profile (permanent or temporary) can be established for each Focal Point in order to maintain the feasibility of the deployment: the areas identified as hot-spots at the external border host Permanent Focal Points while the Temporary Focal Points are an operational response during peak periods.

Based on the findings and the forecast of the Annual Risk Analysis (ARA), the vulnerabilities identified, combined with the requests from Member States (MS), led to the establishment of Focal Points not only as an operational response to the pressure of illegal migration but also as a coordinating and monitoring tool which supports other Frontex operational activities and Member States.

Coordination Points:

Coordination Points are similar to Focal Points but are conducted at the BCPs between third countries where EU experts are deployed as observers. Project Coordination Points 2013 was aimed at establishing an information-exchange system to provide relevant operational information to Frontex, Member States and third countries about the early detection of recent, current and future irregular migration trends towards the EU through the territory of a third country.

year, called for enhanced flexibility and coordination capability when a significant number of irregular migrants started to target Hungary and apply for asylum once in the country. Consequently, Hungarian Focal Points were reinforced with additional guest officers and equipment for border checks as well as for green-border surveillance.

The platform of Focal Points was also used for implementation of various regional operations and short-term operational activities including JO Poseidon Land 2013 (Greece, Bulgaria), JO Neptune 2013 (Slovenia), JO Jupiter 2013 (Finland, Estonia, Latvia, Lithuania, Poland, Slovakia, Hungary, Romania), and to facilitate cooperation with non-EU countries.

Joint Action Lusitania

Joint Action Lusitania, held at Lisbon Airport in September, was a unique initiative within the context of JO Meteor 2013 as it involved systematic use of the *Frontex Reference Manual* on travel documents by incorporating training on false travel documents, testing technology for improved detection of document forgery, and other support including the promotion of inter-agency cooperation.

Adopting a holistic approach, Portuguese authorities, Frontex, Europol and Interpol joined forces to organise simultaneous and multi-purpose actions in Portugal to provide coordination and to improve capabilities in the detection and identification of document fraud and performance of risk assessment.

As part of the event, Frontex, in cooperation with the Portuguese Immigration Service (SEF), the UK National Document Fraud Unit, the Dutch Royal Marechaussee, and the German Criminal Police, ran Document Challenge II**,** a two-week exercise in which 42 officers and seven automated systems were challenged to differentiate between genuine and false documents using a dataset of real travel documents. The purpose was to identify vulnerabilities in document inspection systems and first-line border control.

A preliminary analysis of the results showed important weaknesses in the performance of the equipment and highlighted the need to reinforce document inspection capabilities (both human and technological) in the first line of control.

JO Meteor 2013

JO Meteor 2013 was carried out at Lisbon Airport in Portugal in October 2013, targeting flights identified as high-risk for document fraud: namely from Accra (Ghana), Bamako (Mali), Bissau (Guinea-Bissau) and Dakar (Senegal). The joint operation sought not only to identify irregular migrants entering the EU, but also those embarking in the EU *en route* to the same destinations, who had overstayed the time limit of their conditions of entry or who were illegally present in the EU with no evidence of lawful entry or stay.

The use of the Advance Passenger Information system in cooperation with air carriers significantly contributed to strengthening Member State capabilities. Tailor-made deployments (10 EBGT officers took part in the activity) were made to cover identified needs to support the fight against various forms of cross-border crime.

In addition, there is a link between JO Focal Points 2013 Land and Project Coordination Points 2013 (deployment of EU Border Guard Teams to border crossing points between two non-EU countries). Third countries also deployed officers at Focal Points as observers with a view to later using them during the establishment of coordination points in third countries. Five new Focal Points were established in 2013, mainly in the Western Balkans region, bringing the total number to 36. In addition, six Coordination Points were activated in 2013, doubling the 2012 figure.

Furthermore, 2013 was the last year of implementation of two land border joint operations — Jupiter and Neptune. Both operations contributed for many years to the overall border security and operational coordination at eastern land borders and at the borders with Western Balkan countries. However, changes in migratory flows require more flexible deployment to maintain the same degree of effectiveness. JOs Jupiter and Neptune provided room for the development and testing of the Joint Border Control Teams concept, which will form the basis for operational activities in coming years and will be connected as a flexible mechanism of deployment and redeployment with the activation of Focal Points.

Improved flexibility and support at land border operations

Operational flexibility and prompt operational response were demonstrated as a reaction to the swiftly evolving migratory situation at the south-eastern EU external land borders with Turkey. Member States at the border facing increased and sustained migratory pressure (Greece and Bulgaria) implemented large-scale national measures which resulted in a series of changes to the areas affected by arrivals of irregular migrants. In particular, the increasing arrivals of migrants at Bulgarian-Turkish land borders, despite the

implementation of national measures in Bulgaria, led to the internal relocation within JO Poseidon Land of 60% of operational resources to the Bulgarian-Turkish land border and the relocation of the International Coordination Centre from Athens to Sofia.

Flexible operational modules at air borders

As part of Joint Operation Flexi Force 2013, between 4 April and 3 July 2013, two operational modules were carried out at different airports, involving the deployment of 62 officers: the first module was "Mizar I" focusing on document and visa fraud by 12 specific nationalities, while the second — "Mizar II" — focused on all third-country nationals subject to border control arriving at or departing from EU/Schengen external air borders and committing document fraud using a wide range of both EU and non-EU documents.

Flexi Force is designed to provide a more efficient operational response due to flexible implementation through several modules — joint operations and pilot projects — carried out back-to-back while also taking advantage of the flexible deployment nature of seconded guest officers.

In total, 23 Member States, 26 participating airports, seven non-EU countries and Europol took part in the implementation of Joint Operation Flexi Force 2013, achieving the objective of increasing the effectiveness of border checks at EU airports.

Post Visa-Liberalisation Monitoring Mechanism (PVLMM)

Frontex supported the European Commission by providing regular analytical updates in the context of the post visa-liberalisation monitoring mechanism. Altogether, 12 reports

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were produced in 2013 (and 36 since this reporting started in 2011). On several occasions the European Commission expressed that these reports were vital for the monitoring mechanisms and provided an excellent overview of relevant developments, allowing for more fact-based decision-making. Frontex was formally requested to continue providing this service in 2014.

Geographic Information Systems enhance analytical capacity

Important progress in enhancing the technical capacity for risk analysis was made through the deployment and customisation of the Frontex Risk Analysis Unit Geo-Portal. This portal provides users with a centralised platform for accessing, managing, creating and sharing geospatial content in a secure and private environment.

The Geo-Portal allows analysts to access geography-related content such as web maps, map services, tools and web mapping applications. It offers capabilities for the creation of map and web-map applications for staff with no experience or background in geographic information systems. The portal offers dynamic maps that can be shared with specified groups of collaborating users for data visualisation, analysis, improvement or feedback.

4. Eurosur

A high priority for Frontex during 2013 was the development and implementation of capabilities related to the European Border Surveillance System, Eurosur. This pan-European information-exchange platform became active with the entry into force of the Eurosur Regulation on 2 December 2013, entailing several new responsibilities for Frontex. The first phase of implementation saw 19 Schengen countries with external land or sea borders adopting the system. The network expansion went to schedule with all members participating actively. The network itself is the most visible part of Eurosur, and forms the interface between Europe's border authorities.

National Coordination Centres (NCCs) — the system's backbone — were created by those Member States actively using the system and comprising each country's border-control authorities and allied services. Each NCC is responsible for compiling all relevant data, analysing and interpreting it, deciding what to share and with whom and, perhaps most importantly, creating a coherent national picture for that Member State.

Frontex is responsible for enriching the overall picture with additional information, to which end the Agency has developed services to enhance the system's usability, including interactive weather services with both live coverage and forecasts, and other environmental information such as maritime conditions and commercial sea traffic, through cooperation with other EU Agencies. This is in addition to providing data from the joint operations the Agency coordinates.

Frontex compiles all the Member States' situational data and creates a European Situational Picture (ESP) and Common Pre-Frontier Intelligence Picture (CPIP) for the benefit of all members. In order to approach the creation of the ESP and CPIP as efficiently and in as coordinated a way as possible, Frontex established a framework called 'Frontex Fusion Services' enabling the provision of extended and customised information-exchange services to Member States/Schengen-Associated Countries and Frontex, based on their information needs pertaining to border surveillance. This service acquires and fuses stand-alone services from different sources into a single, combined and customised service that can be visualised in an interactive geographic information system and transferred to the Eurosur communication network in the form of an information layer.

© European Union

Italian Eurosur National Coordination Centre

Frontex Situation Centre

In addition, Frontex concluded a service level agreement with the European Maritime Safety Agency for developing tailored monitoring services, information products and tools. Data from EMSA's "integrated maritime data environment," including ship position reports and satellite images, will be provided to Frontex in the context of Eurosur to enhance the overview of activities at Europe's maritime borders.

The Eurosur Regulation lists multiple products and services which should form the analysis layer of the ESP/CPIP. Throughout 2013 Frontex generated and shared on an operational or pilot basis more than 320 products in the form of:

- Briefing notes and regional monitors
- Migrant profiles and route descriptions
- Facilitation analysis and key developments
- Reference imagery and Earth observation reports

One of the key elements of Eurosur is that borders are divided into sections classified by 'impact level' (the degree of risk associated with that section in terms of irregular migration, smuggling of goods and other cross-border crime) — low, medium or high. Identifying and classifying these border sections is one of Frontex's tasks, using specific methodology and in agreement with the Member State concerned. The main objective is to define the intensity of operational response that Member States should put in place.

The concepts and elements of the methodology defined during 2013 under the framework of the analysis-layer user group provide an environment that enables analysts from different backgrounds and working in different situations to approach this task in a harmonised way. The methodology also aims to support national decision-makers and to identify needs for Frontex support.

Frontex also developed additional analysis tools for Eurosur during 2013, foreseen in the Eurosur Regulation, required by the users and indispensable for exploiting data available in the Eurosur Network, and more specifically in the ESP and CPIP. Two key phases of this were concluded in 2013: an analysis of requirements and a follow-up feasibility study.

In addition, a tender procedure was completed for a new framework contract for the maintenance, further development and extension of the Eurosur Communication Network from 2013 to 2017. The security and performance aspects of the Eurosur Communication Network were also improved.

5. Building Capacity

Frontex capacity building activities in 2013 represented a consolidation and development of previous years' efforts to bring consistency and added value to European border management, in line with the Agency's mandate. The activities' objectives were set based on a thorough needs analysis and in accordance with the general key objectives, expected results and interdependencies assumed by Frontex in its Strategy and Multi-Annual Plan 2007-2013.

Significant developments were registered during 2013, enhancing Frontex's role in analysing future capability needs for the control of EU external borders as well as in supporting the Member States in their development of capabilities to fulfil those requirements.

In line with its mandate in the field of training, in the framework of three programmes comprising 17 projects, Frontex organised a total of 205 training and related activities in 2013, with the participation of 3 253 attendees. Stakeholders invested 12 457 staff-days in Frontex training activities, contributing to the development and implementation of European standards and training tools for border guard education.

In addition, in line with the mandate given by the Stockholm Programme to both Frontex and CEPOL for developing and implementing the European Law Enforcement Training Scheme (LETS), the Agency continued to further support the development and implementation of the LETS for law enforcement officers with border guard functions. Frontex also contributed to the development of the LETS in other fields of law enforcement in cooperation with other agencies by sharing relevant information on the Sectoral Qualification Framework (SQF) for border guarding and contributing its knowledge to the development processes of other Agencies (e.g. the European Defence Agency, CEPOL, EASO).

SQF for Border Guarding

Frontex launched the European Sectoral Qualifications Framework (SQF) for Border Guarding in 2013. The SQF creates the link between operational needs and border guard education and training, offering a comprehensive and flexible platform for competence-based curricula development that applies to all border guard education and training systems.

As a high-level set of common standards, the SQF is intended to support national integration of the common curricula by playing the role of 'translation tool' for the various national training programmes and qualifications in border guarding. This will facilitate mobility and development of exchange programmes for border guards, with the view of enhancing interoperability in joint

The launch of the European Sectoral Qualification Framework during ED4BG 2013

CCC mobility and exchange programmes

The design and implementation of the Common Core Curriculum in 2008 and its 2012 update brought a major breakthrough of standardisation and harmonisation in the field, followed by the launch of another valued project, the Teachers' Mobility Exercise, in 2010.

Consequently, in 2013, Frontex introduced a pilot project called the Students' Exchange. The exchange was devised to support use of the CCC, to uphold its sustainability and to promote international cooperation, mutual understanding, teamwork and interoperability among future border guards.

Through such exercises, border guard trainers from European academies have the opportunity to meet their counterparts from other countries, exchange expertise and material and discuss best practice in training, teaching and learning. At the same time, they are offered the possibility to observe Frontex joint operations and activities at Focal Points. There they experience-specific operational situations, circumstances and environments in preventing, deterring and combating cross-border crime, while experiencing first-hand the feeling of belonging to a European community.

The pilot project consisted of two exercises, which took place at two locations — Eschwege, Germany (the Federal Police Basic and Further Training Centre) and Oradea, Romania (Border Police Agents School). Using the Europass Mobility Certificate resulted in Europe-wide recognition of the added value both for the students and for participating institutions.

The exchange programme gave students a different perspective of border guarding and widened their horizons. It taught them to appreciate different cultures and alternative approaches. It also fostered confidence and open-mindedness in facing work-related situations in an international context. It strengthened their professional competences in the field of fundamental rights and improved their language and communication skills. It also engendered a sense of direction and motivation for their professional development and helped create valuable and lasting contacts and professional relationships.

It is expected that new generations of students and teachers will join the project and will contribute in the long run, through the knowledge and skills gained, to a more harmonious European border guard community and to achieving the aim of interoperability, which lies at the heart of all Frontex endeavours.

operations and encouraging a common EU border guard culture. The key concept of the SQF is "professional learning," which means that the training development is specifically focused on the needs of the job, and identifying knowledge, skills and competences that are relevant and job-specific.

'Erasmus-style' exchanges for students

In order to support the harmonised implementation of common standards, Frontex continued the implementation of its 'Erasmus-style' exchange activities as a solution to promote teachers' and students' cooperation, co-operability and information sharing.

After completing the first phase and developing the "teachers' mobility" component, the exchange concept was extended to student exchanges (mobility) in 2013. An exchange exercise for students was organised under the Common Core Curriculum (CCC) for EU Basic-Level Border Guard Training as a pilot activity. Students in the process of their educational programme to become border guard officers participated in this new mobility component.

European Joint Master's in Strategic Border Management

Frontex finalised the development of the Joint Master's Study Programme in 2013 in order to launch the accreditation process during the first semester of 2014. The European Joint Master's was created as a programme where the learning has practical application for Member State border guard organisations.

Contributing at the same time to enhanced cooperation of Member States at both operational and academic level, development of the Master's Programme is intended to

fill a gap in border guard education across the EU as there is currently no higher education programme focused on strategic border management for a specific group formed by mid- and high-level border guard officers.

In order to maximise the number of border guard officers trained, and considering the need to offer all Member States the possibility to benefit from the development of a European product, it is envisaged that all the modules of the Master's Programme will be offered as distinct courses to all the Member States for national integration.

Anti-Trafficking in Human Beings Training

Frontex continued the 'train the trainers' programme in the area of Trafficking in Human Beings (THB), and organised three sessions to train Member States' trainers on the use of the Frontex THB Training Manual, as well as an evaluation session. The training manuals were translated into 25 languages in order to facilitate local training. The manual was also used to train trainers and border guards of third countries. Frontex developed an update of the *Handbook on Risk Profiles on Trafficking in Human Beings*, covering seven profiles of priority third countries.

E-learning

The development of new e-learning components was initiated with a view to delivering some Frontex training components in a modern, cost-effective way. Eventually border guards will be able to make use of courses and training tools via the Internet before, during, after or even instead of being physically present on a course. The first e-learning provision to become available will be for Anti-THB training, scheduled for release in 2014. Efforts were also made to develop an e-learning tool

Fundamental rights training

Fundamental rights training has always been an integral part of the Common Core Curriculum (CCC). In 2013, a trainers' manual on fundamental rights for border guards was developed with the active participation of a multi-disciplinary team comprising Member State experts and experts from other EU agencies and international organisations.

The manual is intended to support trainers in their duty to prepare border guards on how to meet their fundamental rights obligations. The manual takes into consideration the complexity of the duties performed by border guards and demonstrates how fundamental rights permeate and advance their professional lives.

In drafting the manual, special care was taken to ensure that the contents reflect the latest European educational practice and is aligned with the SQF for border guarding. Particular attention was paid to groups needing special protection, such as people fleeing persecution, torture survivors, victims of trafficking, the elderly, pregnant women, and children.

The training package is structured on the core border guard functions, covering all the topics from the CCC. As Frontex has already developed a separate manual on anti-trafficking, trainers are encouraged to consult the other manual to complement any training on fundamental rights.

The trainers' manual is a modern and easy-to-use training package comprising five training modules. The modules may be used as a complete programme or selectively, according to needs. Each module has defined specific learning outcomes, training materials, references and tools. A separate toolkit is also provided. It contains background material such as video clips and ready-made training tools including PowerPoint presentations, scenarios and case studies which can be used in the training. It also contains suggested methods to assess the learning outcomes for each module.

Following recognised best practice, the manual uses learner-centred approaches to encourage cooperative and active learning, commitment to the subject and the learning process, creativity and self-esteem. For this purpose, the manual proposes the analysis of case law, international and regional legal instruments, case studies and scenarios based on real-life border guarding.

Fundamental rights training (cont.)

While the manual is designed to fully equip the trainer with the necessary key materials, the national trainers will have to adapt them to national legislation and conditions, the specific needs of the training programme and train-ees' experience.

As a next step, Frontex will facilitate the implementation of training at the national level by providing expert sup-port and training of national trainers based on the manual translated into their national languages.

on the application of the Schengen Borders Code, to allow all border guards in Europe to practise border checks in the context of a virtual simulation. This is also scheduled for launch in 2014.

Consular Training

Frontex developed and provided courses re-lated to the detection of falsified documents to the consular staff of EU-Member States' and Schengen-Associated Countries' (SACs) embassies and consulates in third countries. In 2013 the courses were provided to consu-lar staff stationed in Georgia and Morocco.

European Border Guard Team and Technical Equipment Pool

Efficient management of the human- and technical-resource pools is key for the Member States' ability to make availa-ble the required number and quality of resources for joint operations. The focus of attention in 2013 was on improving the quality of both the European Border Guard Teams (EBGT) pool and Technical Equip-ment Pool (TEP), creating a suitable soft-ware application to manage them and, in addition, developing the Seconded Guest Officer mechanism.

Over 2013, the EBGT pool saw an increase from 1 700 to approximately 2 500 regis-tered border guards matching at least one of the 13 defined profiles. With the mini-mum number of guest officers required be-ing set at 1 850 by the Management Board,

the number of EBGT pool registered mem-bers was more than sufficient to satisfy operational requirements. In order to en-hance the EBGT pool, and especially the re-action capability, Frontex contributed with 69 Seconded Guest Officers (SGOs) recruited after a selection procedure based on iden-tified profiles and operational needs. The successful candidates, selected by Frontex upon proposals put forward by the Mem-ber States, were deployed as of early May, providing the capacity to answer to the in-creased operational needs in a timely and flexible manner.

Additionally, a one-month rapid deployment exercise, REX 2013, was organised over the summer, upon the request of Hungary and Romania. The primary purpose of REX 2013 was to simulate a deployment in order to practise the mechanisms involved.

The Technical Equipment Pool was estab-lished at the beginning of 2013. Information contained in the TEP database relates to the availability, deployability, technical parame-ters and ownership status of the registered assets put at the Agency's disposal by Mem-ber States for joint operations. The main fo-cus of the pool relates to the maintenance and use of the Overall Minimum Number of Technical Equipment (OMNTE), as well as en-suring the availability of data for timely re-porting of the deployment of assets.

Throughout 2013, the main goal related to TEP was to ensure that the required cat-egories and quantities of technical equip-ment foreseen by OMNTE 2013 were indeed made available by the Member States for use in joint operations. Taking into account the Management Board-adopted criteria and comprehensive technical requirements de-veloped on the basis of operational experi-ence, the selection was carried out efficiently and contributed to the overall planning cy-cle of operational activities. The confirmed

results show coverage of 87% of the needs estimated in OMNTE.

The first step towards developing the Technical Equipment Pool with 'own assets' was achieved in 2013 through the launch of a procedure to establish a new form of equipment acquisition. As part of a pilot project, Frontex concluded a tender procedure for the acquisition of aerial surveillance services along the external EU land borders. The pilot project aims to deliver surveillance services, but will also provide an assessment to Frontex management of the operational effectiveness of the equipment and the cost-efficiency of the service provided. It will also propose the approach to be taken for the further development of Frontex's own operational capacity via the acquisition of technical assets and surveillance services.

Use of SGOs for debriefing

Debriefers are specialist interviewers trained to garner information on smuggling routes and the modi operandi of facilitators of illegal border crossing. For several years, a major identified weakness hindering the quality of intelligence gathered from debriefing was the scarcity of knowledgeable and experienced debriefing officers available for joint operations. The debriefing officers were guest officers deployed in joint operations as made available by Member States. With the implementation of the new Seconded Guest Officer mechanism, it became possible for Frontex to choose specific officers to be deployed as debriefers.

In contrast to regular EBGT deployments, Seconded Guest Officers must undergo a selection procedure prior to their deployment including interview by Frontex staff. The procedure guarantees that officers deployed to operational activities have the appropriate skills, training and professional background.

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Consular Staff Training Manual

Their deployments for longer periods also ensure the continuity and sustainability of activities and procedures. All these resulted in a better quality of fieldwork and intelligence input for analyses to be shared with stakeholders.

Seconded Guest Officer

Seconded Guest Officers (SGOs) are border guards from the Member States seconded to Frontex for a period of up to six months, during any 12-month period, and are entered into the European Border Guard Teams pool. Unlike regular Guest Officers, SGOs can be deployed to multiple locations and operations during their six-month deployment period, without the express consent of their national authority being required.

The SGO mechanism was officially established by Management Board Decision 25/2012 following extensive discussions both internally within Frontex and with the Member States regarding the most appropriate way to put into practice the provisions of the amended Frontex Regulation, which took effect in November 2011.

The first call for secondment for SGOs was issued in 2013 and Frontex, in compliance with the legal basis and clear selection criteria, engaged 69 SGOs. Some of these were subsequently deployed in operations.

EBGT members at work during Minerva 2013 joint operation

EBGT training

In order to ensure that all guest officers participating in Frontex-coordinated joint operations have received adequate training prior to their deployment, it was decided to merge the induction training with operational briefings and to develop a new pre-deployment briefing. This new briefing is a more cost-effective solution as it eliminates overlaps as well as focusing on fundamental rights.

In addition to the existing training provisions for EBGT members of various profiles, new profile training was developed for second-line airport officers. Having been successfully tested during pilot training, it will be implemented during 2014.

Opera

The Operational Resources Management Application (Opera) was introduced within Frontex on 1 May 2013. This software application, custom developed for Frontex, facilitates management of the EBGT pool and

Technical Equipment Pool, as well as the deployment of resources on almost all types of operational activity. The application has become a key tool for ensuring the quality of resources available to Frontex for operational deployment. It is also essential for creating detailed records and reports relating to deployed resources.

Opera enables both Member State and Frontex to allocate, maintain and deploy resources accurately and in real time, as well as to monitor the minimum quantities of resources required for the pools. Use of the application ensures compliance and consistency of the pooled resources with agreed requirements, that the data related to these resources is constantly updated and that the whole deployment process is carefully controlled while also enabling the generation of reports for a wide variety of needs.

Frontex supported the tool's implementation by end-users by providing training on the use of Opera to all Member States' National Frontex Points of Contact representatives. Additional key Frontex internal stakeholders were also trained on the application's use, leading to a total of 110 successful trainees that can support proper management of data and consequently of EBGT pool members.

Sustainable support for Greece and Bulgaria

Within the scope of Project Attica — to build Greece's capacity for return operations, including identification of migrants and persons in need of protection, which ran continuously in 2013 — 15 Member States and SACs participated by deploying screening experts. Interpreters were also deployed from the Netherlands, Romania and the United Kingdom.

Project Attica supported Greece in the process of screening irregular migrants in Athens and on the islands of Samos and Lesvos.

In reaction to changing routes of irregular migration flows, a similar objective was set to support Bulgaria in the screening of migrants in the region of the Bulgarian-Turkish land borders.

The parallel objective of Attica is to support Greece in building returns capacity, mainly advising on issues related to identification interviews at third-country embassies, and the organisation of return flights (commercial, national return operations and joint return operations).

Emergency Response Capacity

Rapid Intervention Exercise 2013 (REX 2013) was implemented during July and August at Hungarian-Serbian and Romanian-Serbian border sections, and was carried out in the same way as any other Frontex-coordinated operation, with the deployment of a large number of guest officers and technical equipment — a total of 31 border guards, five patrol cars, one thermo-vision vehicle and one van.

JO Focal Points 2013 Land supported the implementation of REX 2013; the Focal Points involved were integrated into the structure of the exercise in the first such operational merger of its type. Also for the first time, Frontex coordinated the exercise with two asylum support teams from the European Asylum Support Office. One Serbian observer also took part in the exercise, which was held during a period of intense pressure along this section of the EU-Serbian border.

Border Security Research Bridge

Frontex established an end-user driven advisory group on border security research consisting of representatives of 22 Member States and Schengen–Associated Countries. The aim was to improve the coordination

Briefing during the Rapid Intervention Exercise (REX 2013) in Romania

The advisory group, together with Frontex, prepared a report on border security challenges and research topics for the mid- and long-term perspectives with the concrete goal of providing input to the European Commission for shaping the EU research funding framework Horizon 2020.

Automated Border Control

In 2013, Frontex continued further identification and development of practices and guidelines with regard to Automated Border Control (ABC) in order to pursue harmonisation and standardisation for end-users in this area. In order to meet this goal, Frontex advanced with the work of the ABC working group and contributed to international organisations working on standards. A number of facilitation and dissemination activities were carried out to provide information to Member States and other stakeholders on the deployment of ABC systems in the EU and third countries, thus disseminating knowledge about ABC solutions and helping interested states overcome barriers. This included organisation of an ABC

workshop and the Second Global ABC Conference, both of which were accompanied by demonstrations of equipment. Furthermore, Frontex provided analytical support to the European Commission in the area of ABC, and supported Member States in the decision-making process for deploying such technology at their borders.

Document fraud and risk assessment

With the final objective of improving capabilities to detect document fraud in first–line border control, Frontex organised the second 'Document Challenge' exercise, together with the Portuguese immigration service, and experts from the UK National Document Fraud Unit, the Dutch Royal Marechaussee, and the German Criminal Police. The exercise was conducted in the framework of Joint Action Lusitania and saw 42 experts and seven automated document inspection systems challenged to correctly identify genuine and false travel documents. The aim was to assess the relative performance of machines and human experts and to study respective vulnerabilities and countermeasures.

In order to demonstrate technology that could help border guards in the first line to quickly identify passengers of interest, and to test it in an operational environment, an operational proof of concept trial was carried out into automated credibility assessment. The trial was organised in cooperation with the Romanian Border Police and saw the Avatar (Automated Virtual Agent for Truth Assessments in Real time), developed by the University of Arizona, conduct interviews with volunteering passengers at Bucharest International Airport.

Advance information

In a continued effort to close the roll-out gap of advance information systems in the EU, Frontex actively supported the Member States by providing advice on the development of national systems. At the same time analytical support was given to the European Commission on the implementation of the Advance Passenger Information and Passenger Name Record systems.

Best practices and guidelines

Frontex continued in 2013 its activities geared towards identifying and further developing guidelines in the areas of automated border control (ABC), land-border checks and Member States' implementation of the Visa Information System (VIS). Updates were produced for '*Best Practices Operational Guidelines*' and '*Best Practices Technical Guidelines on the ABC solutions*' and '*Good Practices in border checks at EU land BCPs*' while '*Good Practices for the practical implementation of the Visa Information System at EU borders*' was further developed, as was '*Best Practice Guidelines for processing third country nationals via ABC.*'

Enhancing border surveillance

Frontex strove to boost the Member States' awareness of new developments in the field of surveillance through sensors, platforms and advanced system solutions while also facilitating the trial deployment of new technologies for border surveillance in Member States and in the context of joint operations.

The objective of cataloguing existing practices and identifying areas where best practices could be developed in relation to land border surveillance was furthered by the establishment of the Land Border Surveillance Working Group, which conducted three workshops and site visits to operational areas. In order to support this working group, Frontex launched a call for papers, inviting industry to deliver white papers with detailed technical presentations of their latest achievements and technical solutions in this domain, as a result of which, 16 white papers were submitted.

In 2013, for the first time, industry presented manned aircraft with optional un-piloted capability for border surveillance in a Frontex operational environment during a border surveillance workshop and in test sessions in Alexandroupolis, Greece, and Almeria, Spain.

A Concept of Operations (CONOPS) was defined for the detection and tracking of small boats used for irregular migration and cross-border crime. The CONOPS provides analysis of operational and technical obstacles and identifies gaps and areas where appropriate technical solutions could be developed.
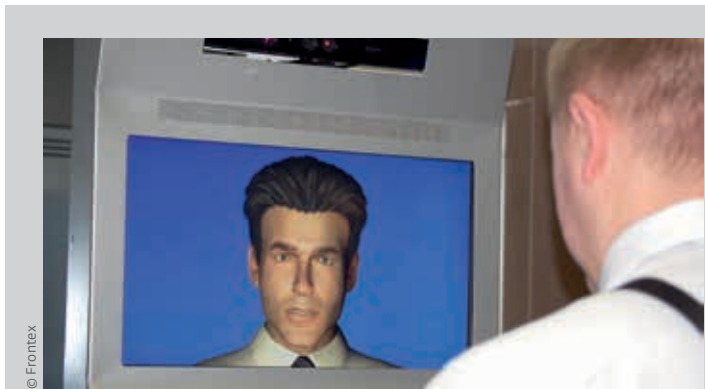
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Automated deception detection

The Avatar — a self-service passport control kiosk integrating document inspection, biometric verification, dynamic interviewing, and risk/credibility assessment, was field-tested in a simulation using volunteer passengers at Bucharest Airport, Romania. The machine, still under development at the University of Arizona, uses remote sensing technology to monitor eye movements, pupil dilation and other physiological indicators of deception such as voice quality and muscle rigidity. It also incorporates document verification technology with an interactive interface that asks 'yes/no' questions of the holder while monitoring key behavioural indicators.

With the support of the Romanian Border Police, Frontex facilitated a three-day exercise involving University of Arizona researchers, guest officers from the Netherlands, Latvia and Interpol and cadets from the Romanian Police Academy interacting with passengers and collecting their impressions of using the kiosk.

Although the technology was not sufficiently mature to be deployed in an operational setting, the exercise and the associated workshop, attended by 16 Member State representatives, demonstrated the technology's potential and a high level of public and media interest. The event was also an occasion for Frontex to engage in constructive discussions with participants about the future of border control.
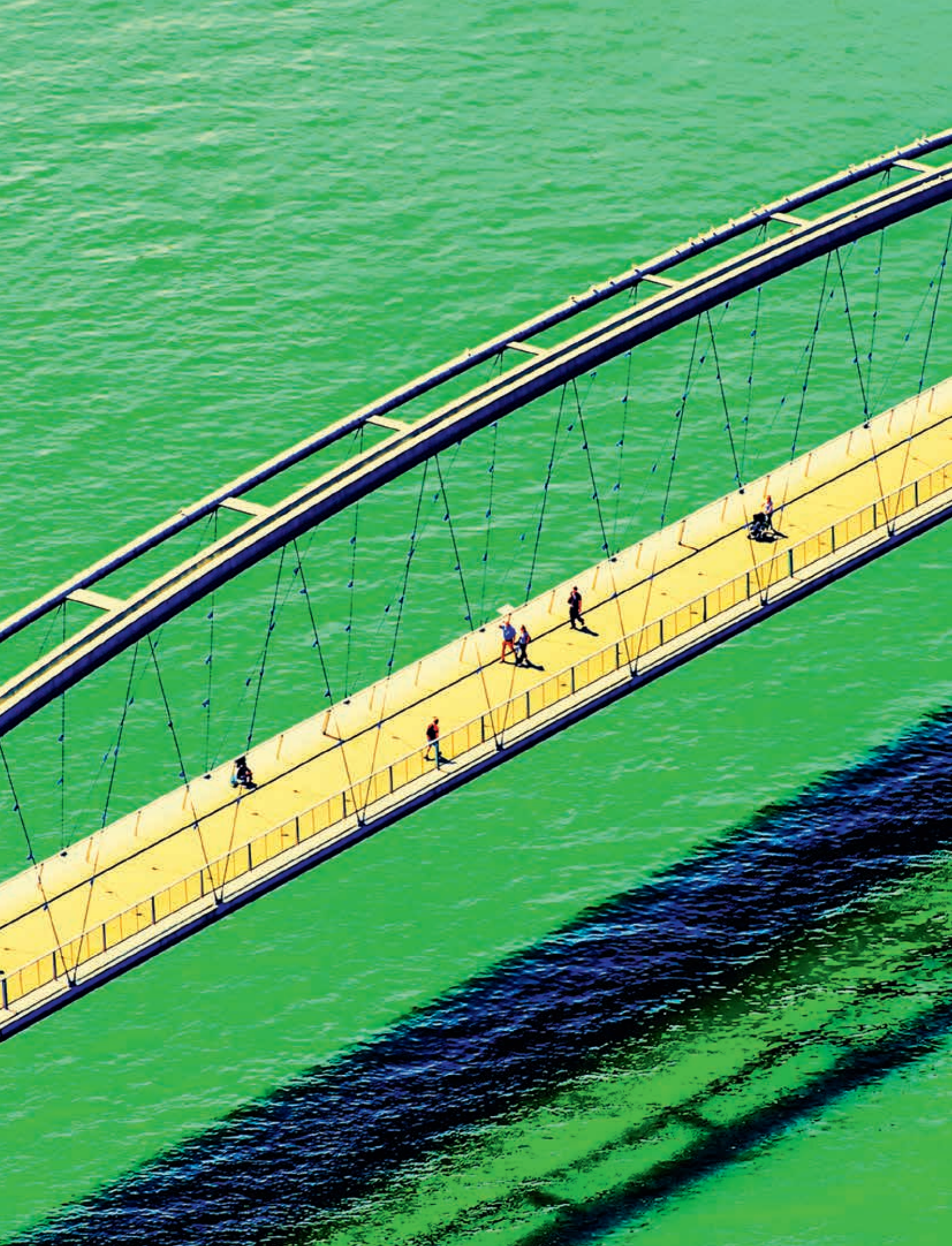
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6. Transparency and Access to Information

Providing information to the public

In 2013 journalists, citizens and civil society organisations regularly contacted Frontex to seek information about Frontex activities, specific operations and migratory trends. The Agency provided information, organised interviews and facilitated media visits to operational areas (in Bulgaria, Greece, Hungary, Italy and Spain) for international and European media outlets throughout the year. The interest of mass media reached its peak in the weeks following the Lampedusa tragedy at the beginning of October.

During the year media briefings were organised in Brussels, Paris and Warsaw; footage from Frontex-coordinated operations and photographs were provided to various TV stations and newspapers.

Contact with researchers

In 2013 there was high demand for information about Frontex activities not only from the media and citizens but also from a growing number of researchers and students. The Agency answered over 300 requests for information and held meetings with individual researchers and student groups. Many academic institutions, such as border guard and police academies, included study visits to Frontex in their curricula. More than 180 researchers and students visited Frontex to further their research and to learn about the Agency and its activities.

Outreach

The Border Post, a monthly publication for border practitioners on border control and current migration issues, continued to gain new readers among the border guard community in Europe and worldwide. More than 1 800 readers received The Border Post each month and it is available to around a further 60 000 through law-enforcement intranet in some Member States. The readership of this publication includes a growing number of international organisations and public service bodies.

In 2013 Frontex further improved its website, making it more user-friendly and comprehensive. The number of visits to the Frontex website stood at over 430 000, principally from Bulgaria, France, Germany, Greece, Italy, the Netherlands, Poland, Romania, Spain and the United Kingdom.

The Frontex YouTube channel was fed with new educational videos explaining joint return operations, research and development activities of the Agency as well as development of the Sectoral Qualification Framework and how Frontex operations are planned. Films posted on YouTube were watched by almost 6 500 viewers.

The annual event celebrating border guards from all Member States and Schengen Associated Countries gathered over 600 guests debating on border management in times of crisis, Eurosur, risk analysis and the balance between freedom and security.

European Day for Border Guards, May 2013

For the first time cadets of border academies took part in the discussion. Among the European Day for Border Guards (ED4BG) exhibitors there were all members of the Frontex Consultative Forum on Fundamental Rights.

The year 2013 saw the start of a new initiative related to the European Day for Border Guards (ED4BG)—two 'ED4BG on the road' interactive seminars were organised, in Gaeta and Lübeck, together with Frontex Partnership Academies. The first was devoted to technology in border management while the second focused on combating trafficking in human beings. Each seminar was attended by around 100 students who had the opportunity to learn more on a given subject and pose questions to Frontex experts. Additionally, the seminars were live-streamed on the ED4BG website with a chat function enabling the general public to participate actively in the discussion.

On the margins of the Europe's Day celebrations in Warsaw (Poland) Frontex organised a film review focusing on the complexities of border management and migration in Europe, followed by a debate with young members of the public. BORDEReview was prepared in association with the European Commission in Poland, European Parliament Information Office in Poland, Polish Robert Schuman Foundation, Radio Kampus and the Polish Border Guard.

Public Access to Documents

In 2013, Frontex received 26 applications for access to documents on the basis of Regulation (EC) No 1049/2001*. The requests concerned working arrangements with

* Regulation 1049/2001/ EC of the European parliament and of the Council regarding public access to European Parliament, Council and Commission documents.

third countries and international organisations, operational plans, Management Board decisions, relations with industry, the multi-annual plan, budget and procurement, violations of the Code of Conduct, and the Africa Frontex Intelligence Community report. The profiles of applicants ranged from students to researchers and non-governmental organisations.

Full access to the requested documents was granted to twenty one applicants, partial access was granted to four and one was rejected on the basis of protection of public interest as regards public security and international relations foreseen in Article 4.1 (a) of Regulation (EC) No 1049/2001. No confirmatory application was submitted in 2013.

7. Fundamental Rights

Fundamental Rights Officer

The year 2013 represented the first 12 months' work of the Frontex Fundamental Rights Officer (FRO) and therefore was a year of learning and performing needs assessment from the fundamental rights perspective. During the first year, the FRO was involved in a variety of matters in line with her mandate and tasks, with the objective of ensuring adequate protection and guarantees of fundamental rights during Frontex operations and activities. In 2013 the FRO focused her work in particular on three areas: monitoring and reporting, support to operations, and capacity building.

In the field of monitoring and reporting, the FRO supported the revision of internal monitoring and reporting procedures aiming to enhance the information gathered by Frontex on fundamental rights, such as the Standard Operating Procedure for Serious Incident Reports that applies to participants in joint operations. The FRO also monitored and followed up incidents of alleged fundamental rights violations reported during operations and provided an assessment of their

impact on fundamental rights, complementing other internal assessments (legal and operational). She started establishing a system for recording, updating and maintaining all information on alleged incidents and thus contributed to the establishment of a fundamental rights monitoring system within Frontex. The FRO also prepared a preliminary concept for a comprehensive monitoring system for discussion with stakeholders. Additionally the FRO established and implemented a system for regular reporting on a bi-monthly basis to the Management Board, Executive Director and Consultative Forum.

Regarding joint operations, the FRO supported the planning and preparation of operations through provision of fundamental rights assessments and suggestions to proposed joint operations and analysis of potential challenges and risks that could occur in the context of a joint operation and that could have a negative impact on fundamental rights. The FRO also undertook field visits to operations at sea, land and air borders as

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well as to joint return operations to gather information on fundamental rights concerns in each field. Furthermore, the FRO supported the risk analysis unit on fundamental rights-related matters.

In the field of capacity building, and particularly in training, the FRO supported work on the *Fundamental Rights Training Manual for Border Guards* (training of trainers) as well as the development and implementation of fundamental rights training for Frontex staff.

In performing her tasks, in the course of 2013 the FRO established good working relationships with members of the Consultative Forum and other relevant external bodies and organisations working on fundamental rights and migration, mainly with the United Nations Special Rapporteur on the Rights of Migrants, the Council of Europe and its specialised bodies, and other members of civil society working in the area of migration.

Finally, the Eurosur Regulation also gives a monitoring role to the FRO on fundamental rights matters. The FRO participated in the drafting of fundamental rights aspects of the handbook for Eurosur users with the cooperation of the European Union Agency for Fundamental Rights.

Consultative Forum

The year 2013 was the first of the existence, functioning and work of the Frontex Consultative Forum on Fundamental Rights (CF). The year was a challenging one as it marked the start of a long-term strategy of cooperation aiming to ensure that the promotion and protection of fundamental rights become a core priority for Frontex in all areas of its mandate and an essential part of integrated border management.

During this year, the Agency saw the direct involvement of the CF on various occasions. For internal strategic and planning processes, the Forum was consulted on the Frontex Programme of Work 2014, resulting in the inclusion of a number of recommendations. Furthermore, the CF contributed to the drafting of the new *Code of Conduct for Joint Return Operations*. Consultative Forum members visited joint operations in Greece and Bulgaria and gave recommendations on the inclusion of sensitive border management practices. They also supported Frontex activities.

8. Internal Communication, Ethics and Integrity

In 2013 Frontex continued promoting its values, mission and objectives at internal level, while progressing with activities aimed at sharing expertise and exchanging information across the Agency.

Putting emphasis on the values of humanity and teamwork, Frontex Internal Day contributed to the finishing of a newly constructed home for intellectually disabled people in Warsaw (Poland). Frontex staff members were involved in painting, cleaning and gardening.

The first pilot of a basic fundamental rights training course was organised in the spring of 2013. Twenty staff volunteers from Frontex headquarters tested the tool developing close cooperation with FRA and UNHCR. Following evaluation of the pilot, a further three sessions were held in 2013, conducted by external experts in fundamental rights.

In terms of learner outcomes, the training objectives were three-fold: knowledge, skills and attitude. Specifically, staff were expected to understand the basics and principles of human rights, to be able to apply a human-

rights perspective in their field of work or to put them into practice using a 'human-rights analysis tool,' and to accept them as being of integral relevance to their work. A presentation for newcomers to the Agency was prepared on the basis of the training. It was used for the first time in December.

Striving for effective internal communication, the Agency continued organising information sessions on vital topics (e.g. fundamental rights, Eurosur). At the peer to peer level Frontex experts shared their knowledge and experience during informal bi-weekly meetings, so called 'Brown Bag Luncheons'. During the summer months they were replaced with educational films and documentaries contributing to internal discussion on border control, migration, asylum and fundamental rights.

In the course of the year an electronic-only internal newsletter (FrontexINFORMER) was launched and became a regular monthly publication for all staff to keep up-to-date with policies, procedures, decisions and news affecting them as individuals or the Agency as a whole.

9. Summary of Budgetary and HR Issues 2013

Budget developments and use of appropriations

The initial budget of EUR 85.7 million for activities indicated in the 2013 Frontex Programme of Work was based on a year of zero growth in terms of both financial and human resources.

The Management Board adopted an amending budget (Budget 2013 N1) on 4 November for an additional EUR 8.2 million, hence the final budget for the year amounted to EUR 94.0 million. This budget amendment was based on the JHA Council's call for particular reinforcements in Frontex operational ac-tivities. This reinforcement in Frontex's 2013 budget was intended to extend and intensify operations at the southern sea border in response to increased migratory pressure and calls to reinforce search-and-rescue capacity, in particular in the Central Mediterranean.

Continuing the previous year's approach and efforts, the Agency managed by 31 December 2013 to commit 98% of appropriations and 64% of such appropriations were used for payments. The final actual utilisation of appropriations for 2013 will be higher as Frontex has the opportunity to make payments on carry-over appropriations until 31 December 2014.

Figure 1 **Budget developments 2009-2013**

Euro thousand / Year (% indicate year to year budget change)

Year	Budget	Change
2009	88 250	
2010	92 847	5.2%
2011	118 187	27.3%
2012	89 578	-24.2%
2013	93 950	4.9%
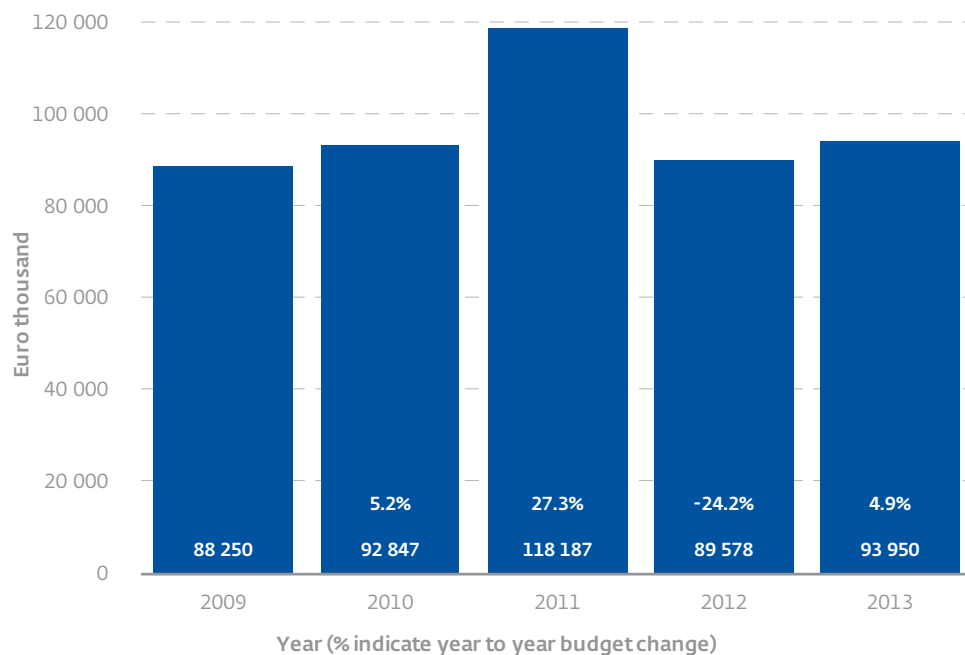
Figure 2 **Final Budget Distribution**

- Staff
- Other Administrative
- Operational Activities

Figure 3 **Final Operational Budget Distribution**

- Land Borders
- Sea borders
- Air borders
- Retur co-operation
- Risk analysis & Frontex Situation Centre
- Training
- Research & Development & Eurosur programme
- Pooled Resources & EBGT
- Misc. operational activities
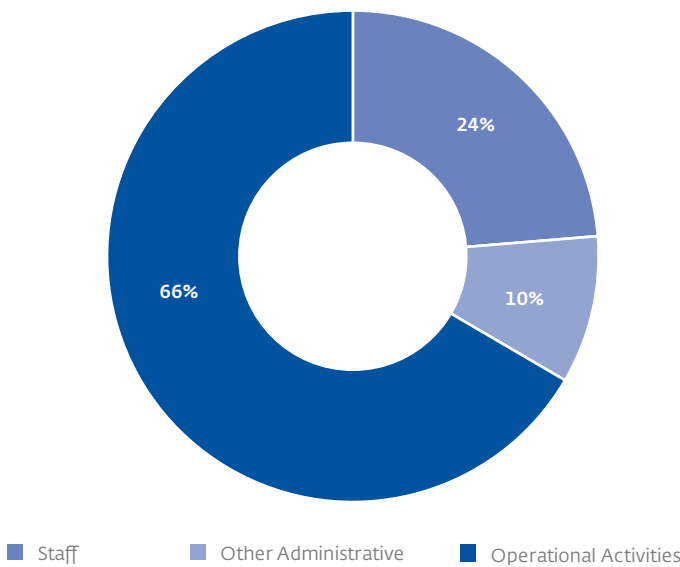
General budget

The distribution of the 2013 budget reflects the importance given to operational activities. There is a 66:34 distribution ratio between operational and administrative titles.

Operational budget

From the 2013 operational budget amounting to EUR 62.6 million, 75% of the available funds were committed for joint operations (land, sea, air borders and return cooperation) as indicated in the chart below. This allocation of funds is guided by the Frontex Programme of Work as adopted by the Frontex Management Board. Additionally, the budget amendment in November was allocated to the relevant lines in order to reinforce operational activities in the Southern and Central Mediterranean areas.

Use of 2012 appropriations carried forward to 2013

By the close of the 2013 financial year, Frontex had managed to use all the payment appropriations made in 2012. Of the total amount carried forward from 2012 to 2013, EUR 18.4 million was paid in 2013, while EUR 3.3 million needed to be cancelled. The main reasons for the cancellations were related to the non-implementation of contracts due to reasons beyond the control of the Agency or due to the fact that grant beneficiaries requested lower amounts than estimated at the beginning of an operational activity. Nevertheless, the total budget utilisation of the appropriations made available to Frontex in 2012 was close to 96%.

Recruitment

A total of 2 521 applications were received for vacant positions — temporary agents, contract agents and seconded national experts. Some

31 recruitment procedures were launched; 14 procedures initiated in 2012 were closed in 2013; 12 procedures initiated in 2013 will be finalised in 2014. Some 39 new staff members were recruited; 134 interviews were conducted for temporary and contract agents and 36 for seconded national expert posts. The total staffing figure at the end of 2013 was 302, from a total approved figure of 318. Two new Directors of Division (Administration and Capacity Building) were also selected for their positions. In addition, due to the resignation of the Frontex Executive Director, the European Commission launched the procedure for his replacement.

Breakdowns of staff by Frontex unit and the number of temporary agents are attached as Annexes J and K.

Staff Development and Training

Apart from language courses and seven ethics sessions, 73 training courses were organised:

18 general courses, e.g. 'mind mapping' and selection interview training, and 55 specific courses ranging from training in electronic identity documents to data visualisation and EU civil service law training. A total of 18 traineeships were taken up in 2013, from a pool of 200 applications, contributing greatly to the areas to which they were assigned.

Personnel Administration

The budget utilisation for Title 1 (staff-related expenditure) achieved 99% execution with all payments being made in a timely and correct manner.

Due to increased demand from the Frontex business areas, a contract was signed with an external company to provide interim HR services on a short-term basis. In 2013, the number of individuals providing services under this contract reached 15, working a total of 106 person-months.

10. Annexes

Annex A. List of Management Board Members

Country	Name	Positin/Rank	Institution
Austria	Mr Robert Strondl	Major General Head of Operations Department	Ministry of the Interior
Belgium	Mr Tony Mouton *replaced by*	Superintendent	Directorate of Administrative Police and Operations, Federal Police
	Mr Herbert Veyt	Chief Superintendent Director	
Bulgaria	Mr Zaharin Penov	General Commissioner Director	Chief Directorate "Border Police"
Croatia	Mr Zlatko Sokolar	Deputy of the General Police Director	Head of Border Police Directorate, Ministry of the Interior
Cyprus	Mr Glykerios Leontiou	Superintendent A, Commander of Aliens and Immigration Unit	Cyprus Police
Czech Rep.	Mr Tomáš Kužel *replaced by*	Director of Regional Police Headquarters Colonel	Czech Police Forces
	Mr Col. Tomáš Tuhý	Deputy Police President Colonel	
Denmark	Mr Richard Østerlund la Cour	Chief Superintendent	Danish National Police
Estonia	Mr Tõnu Hunt *replaced by*	Deputy Director General Border Guard Colonel	Police and Border Guard Board
	Mr Rando Kruusmaa	Deputy Director General Lieutenant Colonel	
Finland	Mr Jaakko Kaukanen *replaced by*	Chief of the Finnish Border Guard Lieutenant General	Finnish Border Guard
	Mr Matti Möttönen	Deputy Chief of the Finnish Border Guard Rear Admiral	
France	Mr François Lucas	Director of Immigration	Ministry of the Interior
Germany	Mr Ralf Göbel	Chairman of the Frontex Management Board Deputy Director General	Directorate General of the Federal Police Matters, Federal Ministry of Interior
Greece	Mr Elias Papaspiropoulos *replaced by*	Director of Aliens Division Brigadier General	Hellenic Police
	Mr Alexandros Denekos	Director of Aliens Division Police Brigadier General	
Hungary	Mr József Hatala *replaced by*	High Commissioner of the National Police Headquarters Lieutenant General	Hungarian National Police
	Mr Zsolt Halmosi	Director General in charge of policing Brigadier General	

Italy	**Mr Salvatore Guglielmino** *replaced by*	Director of the Border Police and Foreigners Service	Ministry of Interior
	Mr Giovanni Pinto	Central Director of Central Directorate for Immigration & Border Police	
Latvia	**Mr Normunds Garbars**	General	State Border Guard
Lithuania	**Mr Vainius Butinas**	Commander of the State Border Guard Service	State Border Guard Service
Luxembourg	**Mr Pascal Schumacher** *replaced by*	Justice and Home Affairs Counsellor	Répresentation du Luxembourg auprès del'union européenne
	Mr Thierry Fehr	Director	National Airport Police Unit
Malta	**Mr Neville Xuereb**	Superintendent	Malta Police Force, Special Branch
Netherlands	**Mr J.A.J Hans Leijtens**	Commander Lieutenant General	CINC Royal Marechausse
Poland	**Mr Dominik Tracz**	Commander-in-Chief of Border Guard General	Polish Border Guard
Portugal	**Mr Manuel Jarmela Palos**	National Director	Aliens and Border Service
Romania	**Mr Ioan Buda**	General Inspector	General Inspectorate of Romanian Border Police
Slovakia	**Mr Ľudovít Bíró**	Director of Bureau of Border and Alien Police	Presidium of Police Force
Slovenia	**Mr Marko Gaŝperlin**	Deputy Chairman of the Frontex Management Board Assistant Director Senior Police Superintendent	General Police Directorate Ministry of the Interior
Spain	**Mr Emilio Baos Arrabal**	General Commissioner	National Police Force
Sweden	**Mr Klas Friberg** *replaced by*	Head of the Swedish Criminal Police	Swedish Criminal Police
	Mr Sören Clerton	Deputy Commissioner Head of Division	National Bureau of Investigation/ Central Border Management Division
European Commission	**Mr Stefano Manservisi**	Director General	Directorate General Home Affairs, European Commission
	Ms Belinda Pyke	Director, Migration and Borders	
Iceland	**Ms Sigrídur Björk Gudjónsdóttir**	District Commissioner	Sudurnes Police District
Lichtenstein	**Mr Mario Büchel**	Head of Security and Traffic Division	National Police
Norway	**Mr Stein Ulrich**	Senior Adviser	National Police Directorate
Switzerland	**Mr Héribert Wider**	Operations Section Chief Lieutenant Colonel	Switzerland Border Guard
Ireland	**Mr John O`Driscoll**	Head of Bureau Detective Chief Superintendent	Garda National Immigration Bureau (GNIB)
UK	**Ms Jacqueline Luetchford** *replaced by*	Director	Border Force
	Mr Paul Morgan	Director for the South and Europe	

Annex B. List of Management Board Decisions taken in 2013

01	Decision on the adoption of the general figures related to the titles and chapters of Frontex preliminary budget 2014	01 March 2013
02	Decision by written procedure on the non-automatic carry-over of appropriations from 2012 to 2013	01 March 2013
03	Decision on the appointment of the interim accounting officer	01 March 2013
04	Decision on establishing measures for the application of the security principles relating to the processing of non-classified sensitive information	01 March 2013
05	Decision of the Management Board on the adoption of the rules relating to technical equipment and the minimum number to be deployed in Frontex coordinated activities in 2014	27 March 2013
06	Decision of the MB on the UKs request to participate in and contribute financially to Frontex operational activities in 2013	27 March 2013
07	Decision of the MB on the IE request to participate in and contribute financially to Frontex operational activities in 2013	27 March 2013
08	Decision of the Management Board on the adoption of the Frontex General Report 2012	27 March 2013
09	Decision of the Management Board on the establishment of a Drafting Committee for the preparation of the MB's analysis and assessment of the Annual Activity Report 2012	27 March 2013
10	Decision of the Management Board on the adoption of the amended Rules of Procedure of the Management Board	27 March 2013
11	Decision of the Management Board on the adoption of Frontex strategy and MAP 2014-2017	16 April 2013
12	Decision of the Management Board on the adoption of the Management Boards analysis and assessment of the Annual Activity Report 2012	24 May 2013
13	Decision of the Management Board on the adoption of the implementing rules on the responsibilities and recruitment of staff to middle management functions	24 May 2013
14	Decision of the Management Board on the establishment of an ad hoc working group on issues related to Frontex budget and accounts	24 May 2013
15	Decision of the Management Board on the establishment of a steering committee for accompanying the regular evaluation of Frontex including draft timeline, according to Frontex regulation Article 33	24 May 2013
16	Decision of the Management Board on the accounting officer and change of function group	13 June 2013
17	Decision of the Management Board on the adoption of the MB's opinion on the final accounts for 2012	18 June 2013
18	Decision of the Management Board on Frontex Operational Office in Piraeus, Greece	27 September 2013
19	Decision of the Management Board on the amendment of Frontex Programme of Work (N1) and Frontex Budget 2013 (N1)	25 November 2013
20	Decision on the adoption of the Frontex Multi Annual Staff Policy Plan 2014-2016	26 November 2013
21	Decision on re-election of the Chairperson	28 November 2013
22	Decision on re-election of the Deputy Chairperson	28 November 2013
23	Decision on the adoption of the general figures related to the titles and chapters of Frontex preliminary budget 2015	28 November 2013
24	Decision of 27 November 2013 amending the Management Board Decision No 22/2009 of 25 June 2009 laying down rules on the secondment of national experts (SNE) to Frontex	28 November 2013

Annex C. Situation at the external borders in 2013

Detections of illegal border crossing along the EU's external borders increased by 48% in 2013 against the 2012 figure — from 72 500 to 107 000 approximately. While the annual increase is significant, the 2013 level was comparable with the totals reported by Member States in 2009 and 2010 (104 600 and 104 000 respectively), and lower than the 141 000 reported during the 2011 'Arab Spring.'

Apart from this rising trend, 2013 was characterised by three phenomena: a huge increase in Syrian nationals on the Eastern Mediterranean route (to Greece and Bulgaria) and in the Central Mediterranean (to Italy); a steady flow of migrants departing from North Africa (Libya and Egypt) to cross the Mediterranean Sea, and a sharp increase, mostly between January and June, in detections reported by Hungary at its land border with Serbia.

Syrians, Eritreans, Afghans and Albanians together accounted for 52% of detections (55 400). At around 25 500, Syrians represented almost a quarter of that total. Their detections at the EU border tripled between 2012 and 2013, reflecting the situation in Syria and the plight of Syrian refugees. In many cases, border control personnel were the first authorities they encountered and received their requests for asylum, referring them to the appropriate asylum authorities.

Detections of Afghans fell sharply to about 9 500 in 2013 down from 13 200 in 2012 and nearly 26 000 in 2010. The decrease might be even more significant in light of the fact that many Afghans were detected twice: once on the Eastern Mediterranean route (mostly crossing the Aegean Sea to Greece), and then

again on the Western Balkan route at the Hungarian-Serbian land border.

In the Central Mediterranean area detections were low in the first quarter of 2013, but gradually increased from the second quarter to reach a peak in the third. Of the annual total of 40 300 detections, 75% were reported between July and October, with a peak recorded in September. This period of intense migrant flows from North Africa saw several major incidents of boats capsizing, resulting in massive loss of life, including many women and children. Most boats departed from Libya, where facilitators took advantage of weak government controls. Some migrants also departed from Egypt.

On the Eastern Mediterranean route, detections were at the lowest level reported since 2009 (24 800 in 2013), but this route still ranked second and accounted for nearly a quarter of all detections of illegal border crossing into the EU. Compared to 2011 and 2012, the areas of detection also changed considerably, with the highest number being made in the Aegean Sea, followed by detections along the Bulgarian-Turkish land border. Detections on the Eastern Mediterranean route peaked in October (at 4 934), but subsequently dropped off sharply.

Detections of illegal border crossing in the Black Sea were uncommon, but in 2013 Bulgaria reported one attempt of clandestine entry at Varna seaport in June, and Romania recorded four incidents resulting in the detection of 143 migrants attempting to reach the Romanian coast, aided by facilitating networks in Turkey. The migrants involved were

mostly Syrians and Afghans. These incidents constituted isolated cases, but reveal pressure of irregular migration from Turkey across the Black Sea, which may be on the rise.

Detections of illegal border crossing increased sharply on the Western Balkan route — typically onward movements by migrants who had already entered the EU via Greece — from about 6 400 in 2012 to 19 500 in 2013, reaching a record high since data collection began in 2008. Most of the detections were reported between February and July at the Hungarian-Serbian land border. Migrants apprehended for illegal border crossing during that period immediately applied for asylum and subsequently absconded to continue their journey to other Member States. In July, following amendments to Hungarian asylum policy, detections started to decrease, yet remained higher than in previous years.

In the Western Mediterranean area (towards Spain) and on the West African route (towards the Canary Islands) detections of illegal border crossing remained largely stable in 2013, with 6 800 and nearly 300 detections respectively. Most of the migrants detected were Algerians, Moroccans or sub-Saharan Africans having departed from Morocco or Algeria.

At the eastern land border, detections of illegal entry remained low, at 1 300, or 1.2% of the EU total. However, this border section saw a large increase between March and August in refusals of entry issued to Russian nationals of Chechen origin at the Polish-Belarusian land border. The migrants typically arrived without visas and then applied for asylum. Many also later applied for asylum in Germany.

While most refusals of entry were reported from land and air borders, in line with the distribution of passenger flows, the long-term trend indicates a rise at land borders due to a marked increase in passenger flows.

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Survivors covered with first aid blankets on board of Guardia Costiera boat. These thermal blankets are used to counter hyphotermia

In the Western Balkans, visa liberalisation granted to citizens of Serbia, Montenegro, Bosnia and Herzegovina, and Albania drove increases in both passenger flows and the number of refusals of entry. Refusals of entry issued to nationals of Western Balkan countries accounted for 18% of all refusals in the EU in 2013, while this proportion was only 9% in 2010, i.e. prior to visa liberalisation. This reflects the increasing workload of border control authorities.

About 345 000 cases of illegal stay were detected for the whole of the EU in 2013, representing a generally stable trend compared to the previous year. This is consistent with a stable, if slightly declining, long-term trend over the past five years.

The overall stable trends for illegal stay masked large differences between Member States. Germany continued to rank first and was also the Member State that reported the highest absolute annual increase. Most of that increase was due to higher detections of Russian and Syrian nationals. The second largest increase was reported by Bulgaria, where detections almost doubled in 2013, mostly of Syrians. However, several Member States also reported very large decreases,

notably Greece, where detections fell by 41% on 2012. A significant decline was also seen in Italy, where detections fell by 22%.

Between 2012 and 2013, detections of facilitators of illegal entry decreased by 11%, totalling about 6 900 in 2013. This decrease may be due in part to a widespread shift towards the abuse of legal channels and of using document fraud to enter the EU, which allows facilitators to operate remotely and inconspicuously rather than accompanying migrants during high-risk activities such as illegal crossing of green borders.

In 2013, there were around 9 800 detections of migrants using document fraud to attempt to enter the EU or Schengen area illegally, which represented an increase of nearly 24% on the year before and was the highest figure since systematic data collection began for this indicator in 2009.

There is general consensus within the EU Document Fraud (EDF) community and among Member State identity-fraud experts that the use of fraudulently obtained (rather than forged) documents is an increasingly common modus operandi at the border. This

is because modern documents are becoming more and more difficult to forge or tamper with. Indeed, according to EDF data, detections of fraudulently obtained passports doubled between 2012 and 2013, often involving passports issued by Mali, Syria and others that increase the chances of the holder gaining international protection.

During 2013 the number of asylum claims submitted in the EU continued to increase. Preliminary data indicate an overall increase of about 28%. Syrians were by far the most common nationality to request international protection, nearly doubling the already very high number of applications submitted in 2012 and representing an unprecedented influx of asylum seekers to the EU. More than two thirds of all Syrian applications were submitted in Sweden, Germany and Bulgaria.

In 2013 a stable number of about 159 000 third-country nationals were effectively returned to third countries. This total does not include effective returns between Member States. As in 2012, the UK and Greece were the Member States conducting the largest number of returns.

Annex D. List of Joint Operational Activities 2013

Air Borders

Name of the Project	Operational area	Length (days)	Participating MS and TC
JO Flexi Force 2013 Mizar Operational Module	Malaga, Amsterdam, Barcelona, Bergamo, Brussels, Bratislava, Budapest, Frankfurt, Paris Charles de Gaulle, Geneva, Helsinki, Madrid, Munich, Milan Malpensa, Paris Orly, Bucharest Otopeni, Prague, Riga, Tallinn, Vienna, Warsaw, Zurich	42	*Participating MS:* Austria, Belgium, Czech Republic, Estonia, Finland, France, Germany, Hungary, Italy, Latvia, Lithuania, the Netherlands, Poland, Romania, Slovakia, Spain, Switzerland, the United Kingdom; *Third Countries:* Albania, Bosnia and Herzegovina, Moldova, FYR of Macedonia, Serbia, Ukraine;
JO Flexi Force 2013 Mizar II Operational Module	Amsterdam, Barcelona, Amsterdam, Bergamo, Brussels, Budapest, Copenhagen, Rome Fiumicino, Geneva, Lisbon, Ljubljana, Madrid, Milan Malpensa, Paris Orly, Bucharest Otopeni, Prague, Riga, Tallinn, Vienna, Warsaw, Zurich	35	*Participating MS:* Austria, Belgium, Bulgaria, Czech Republic, Denmark, Finland, France, Germany, Hungary, Italy, Latvia, Malta, the Netherlands, Poland, Portugal, Romania, Slovenia, Spain, Switzerland; *Third Countries:* Albania, Georgia, Ukraine;
JO Focal Points 2013Air (incl. Jo Focal Points 2012 Air extension)	*27 EU Focal Points Air activated:* Amsterdam, Arlanda, Athens, Barcelona, Bergamo, Brussels, Budapest, Paris Chales de Gaulle, Dusseldorf, Rome Fiumicino, Frankfurt, Geneva, Helsinki, Ljubljana, Lisbon, Madrid, Munich, Milano Malpensa, Oslo, Bucharest, Prague, Riga, Sofia, Vienna, Vilnius, Warsaw, Zurich Airports *Five Coordination Point airports activated:* Skopje, Tirana, Belgrade, Kiev and Chisinau Airports	357 (permanent operation)	*Participating MS:* Austria, Belgium, Bulgaria, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Malta, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, Switzerland, the United Kingdom; *Third Countries:* Albania, Bosnia and Herzegovina, FYR of Macedonia, Moldova, Serbia, Turkey, Ukraine;
JO Meteor 2013	Lisbon Airport	12	*Participating MS:* Belgium, France, Italy, the Netherlands, Romania, Spain, Switzerland;

Land Borders

Name of the Project	Operational area	Length (days)	Participating MS and TC
JO Focal Points 2013 Land (incl. Jo Focal Points 2012 Land extension)	Designated border crossing points and green border area at EU external land border	365 (permanent operation)	*Host MS:* Bulgaria, Croatia, Estonia, Finland, Greece, Hungary, Latvia, Lithuania, Norway, Poland, Romania, Slovakia, Slovenia; *Participating MS:* Austria, Belgium, Bulgaria, Croatia, Czech Republic, Estonia, Finland, France, Germany, Hungary, Italy, Latvia, Lithuania, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, Switzerland; *Third Countries:* Albania, Croatia, Moldova, Ukraine;
JO Poseidon Land 2012 (extension)	South Eastern External land border	87	*Host MS:* Greece and Bulgaria *Participating MS:* Austria, Belgium, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Latvia, Lithuania, Malta, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Switzerland, the United Kingdom;
JO Poseidon Land 2013	South Eastern External land border	280	*Host MS:* Bulgaria, Greece *Participating MS:* Austria, Bulgaria, Croatia Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Italy, Latvia, Lithuania, Malta, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, Switzerland, the United Kingdom;
JO Neptune 2013	Western Balkan area and Croatian external border	29	*Host MS:* Croatia, Hungary *Participating MS:* Austria, Belgium, Czech Republic, Denmark, Germany, Estonia, France, Greece, Latvia, the Netherlands, Poland, Romania, Slovenia, Spain, Sweden, Switzerland; *Third Countries:* Albania, Bosnia and Herzegovina, former Yugoslav Republic of Macedonia, Serbia;
JO Jupiter 2013	Eastern land border	29	*Host MS:* Estonia, Finland, Hungary, Latvia, Lithuania, Poland, Romania Slovakia; *Participating MS:* Austria, Bulgaria, Denmark, Estonia, France, Finland, Germany, Hungary, Italy, Latvia, the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain; *Third Countries:* Ukraine, Moldova;
JO Coordination Points 2013	Designated border crossing points in Third Countries	245	*Host MS:* Albania, Croatia, FYR of Macedonia, Moldova, Ukraine; *Participating MS:* Austria, Estonia, France, Greece, Hungary, Latvia, the Netherlands, Poland, Romania, Slovakia, Slovenia;
REX 2013	Hungary-Serbia and Romania-Serbia external land border	28	*Host MS:* Hungary, Romania Participating MS: Austria, Belgium, Croatia, Czech Republic, Estonia, Germany, France, Finland, Latvia, Poland, Portugal, Slovakia, Slovenia, Spain, Sweden; *Third Country:* Russian Federation;

Sea Borders

Name of the Project	Operational area	Length (days)	Participating MS and TC
JO EPN Hermes 2012 extension	Central Mediterranean	31	*Host MS:* Italy
JO Poseidon Sea 2012 extension	Eastern Mediterranean	90	*Host MS:* Greece *Participating MS:* Latvia, the Netherlands, Romania, Spain;
JO EPN Hera 2013	Canary Islands and Western African coasts	92	*Host MS:* Spain *Participating MS:* Luxembourg;
JO EPN Indalo 2013	Western Mediterranean	169	*Host MS:* Spain *Participating MS:* Belgium, France, Finland, Iceland, Italy, Luxembourg, Portugal, Romania, Slovakia, the United Kingdom; *Third Country:* the United States;
JO EPN Minerva 2013	Western Mediterranean (seaports)	47	*Host MS:* Spain *Participating MS:* Belgium, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Italy, Latvia, the Netherlands, Norway, Poland, Portugal, Romania, Sweden, Switzerland; *Third Countries:* Moldova, Ukraine;
JO EPN Hermes 2013	Central Mediterranean	240	*Host MS:* Italy *Participating MS:* Austria, Belgium, Denmark, Finland, France, Germany, Greece, Hungary, Iceland, Luxembourg, Malta, Norway, Poland, Portugal, Romania, Spain, Sweden, Switzerland, the Netherlands and the United Kingdom; *Third Countries:* Georgia, Moldova, Ukraine;
JO EPN Aeneas 2013	Central Mediterranean	212	*Host MS:* Italy *Participating MS:* Austria, Denmark, Finland, France, Germany, Greece, Iceland, Luxemburg, Malta, Norway, Portugal, Romania, Spain, the United Kingdom; *Third Country:* Albania;
JO Poseidon Sea 2013	Eastern Mediterranean	275	*Host MS:* Greece *Participating MS:* Austria, Belgium, Germany, Denmark, Spain, France, Iceland, Italy, Luxembourg, Latvia, Malta, the Netherlands, Norway, Poland, Portugal, Romania, Sweden, the United Kingdom; *Third Country:* Albania
JO Focal Points Sea 2013	Border Crossing Points in six MS: Romania, Bulgaria, Spain, Portugal, Slovenia and Lithuania	167	*Host MS:* Bulgaria, Lithuania, Portugal, Romania, Slovenia Spain; *Participating MS:* Belgium, Bulgaria, Denmark, Estonia, Finland, France, Latvia, the Netherlands, Norway, Poland, Portugal, Romania, Slovenia, Spain, Sweden;

Returns

No.	Destination(s)	Organising Country	Participating states (with returnees)	Total no. of returnees
1	**Nigeria**	United Kingdom	Bulgaria, Ireland, Romania, Spain, the United Kingdom;	65
2	**Nigeria**	Austria	Austria, Bulgaria, Finland, Greece, Germany, Hungary;	25
3	**Colombia & Ecuador**	Spain	France, Spain;	110
4	**Nigeria**	Italy	Bulgaria, Greece, Italy;	38
5	**Georgia & Ukraine**	Spain	France, Germany, Greece, Hungary, Italy, Ireland, Poland, Spain;	54
6	**Nigeria**	Norway	Bulgaria, Germany, Norway, Spain Sweden;	43
7	**Georgia**	Austria	Austria, France, Germany, Greece, Sweden;	34
8	**Serbia & FYR of Macedonia**	Germany	Finland, Germany, Sweden;	112
9	**Colombia & Dominican Republic**	Spain	France, Spain;	98
10	**Nigeria**	Austria	Austria, Bulgaria, Denmark, Germany, Greece, Hungary, Malta, Norway, Romania, Sweden;	43
11	**Georgia**	Germany	Germany, Poland	8
12	**Serbia**	Germany	Germany, Spain, Sweden;	83
13	**Pakistan**	Spain	Bulgaria, France, Greece, Ireland, Norway, Poland, Portugal, Spain, Sweden, Switzerland;	71
14	**Nigeria**	the Netherlands	Finland, Germany, Ireland, the Netherlands, Portugal, Spain;	30
15	**Kosovo**	Germany	Austria, France, Germany, Sweden;	73
16	**Albania**	Ireland	Belgium, France, Ireland, Spain;	52
17	**Armenia & Georgia**	Austria	Austria, France, Germany, Hungary, the Netherlands, Spain, Sweden;	42
18	**Nigeria**	Austria	Austria, Bulgaria, Denmark, France, Germany, Sweden, Hungary, Ireland, Norway;	38
19	**Democratic Republic of Congo**	Belgium	Belgium, France, Germany, Ireland;	34
20	**FYR of Macedonia & Serbia**	Germany	Germany, Sweden;	67
21	**Colombia & Ecuador**	Spain	Spain	91
22	**Nigeria**	Italy	Bulgaria, Germany, Greece, Italy, Portugal;	46
23	**Serbia**	Germany	Germany, Ireland, Spain, Sweden;	66
24	**Nigeria**	Spain	Bulgaria, Finland, France, Germany, Hungary, Malta, Portugal, Slovenia, Spain, Sweden;	40
25	**Nigeria**	Italy	Bulgaria, Finland, France, Greece, Italy, Sweden;	47
26	**FYR of Macedonia & Serbia**	Germany	France, Germany, Iceland, Spain Sweden;	81
27	**Kosovo**	Sweden	Austria, France, Finland, Germany, Hungary, Norway, Sweden;	75
28	**Colombia & Ecuador**	Spain	Bulgaria, Spain, Italy;	84
29	**Nigeria**	the Netherlands	Bulgaria, Germany, the Netherlands, Slovenia, Spain;	18
30	**Albania**	France	Belgium, France, Iceland, Italy, the Netherlands Spain, Sweden;	62
31	**Serbia**	Germany	Germany, Sweden;	77
32	**Nigeria**	Austria	Austria, Bulgaria, Denmark, Germany, Greece;	31
33	**Pakistan**	Spain	Belgium, Bulgaria, Finland, France, Germany, Greece, Hungary, Norway, Poland, Romania, Spain;	45

No.	Destination(s)	Organising Country	Participating states (with returnees)	Total no. of returnees
34	**Nigeria**	Italy	Italy, Portugal;	44
35	**Georgia & Ukraine**	Spain	France, Germany, Greece, Portugal, Spain, Sweden, Switzerland;	41
36	**Georgia**	Germany	Bulgaria, France, Germany, Greece, Norway, Poland, Switzerland;	31
37	**Democratic Republic of Congo**	Belgium	Belgium, Germany;	23
38	**Colombia & Ecuador**	Spain	Italy, Spain;	93
39	**Albania**	Iceland	Belgium, France, Iceland;	37
TOTAL				**2152**

Annex E. Comparative analysis of Joint Operational Activities

At Air Borders

Due to the budget reduction, operational activity at the EU external air borders was limited and the number of officer-days of air border joint operations decreased from 7 325 in 2012 to 5 988 in 2013.

The number of officers deployed was 8% lower (241 in 2013 against 262 in 2012), but the duration of deployments, especially within JO Focal Points, was longer.

The number of participating MS/SACs remained high at 25, and an additional eight third countries took part in joint operations.

For the year as a whole, the Air Borders Sector's budget decreased to EUR 2 255 000 from EUR 2 450 000 in 2012.

At Land Borders

The intensity of activities at external land borders remained at approximately the same level as in 2012. In 2013, seven joint activities were carried out, the same as in 2012 (incl. REX 2013).

The centres of gravity were on the Greek-Turkish and Bulgarian-Turkish land borders, where Joint Operation Poseidon Land 2012 extension and Poseidon Land 2013 were implemented continuously throughout the year, and partly on the Hungarian–Serbian and Croatian–Serbian land borders, where Joint Operations Focal Points Land, Neptune and REX 2013 were implemented. The operations were focused on specialised green-border surveillance and debriefing activities.

The deployment of additional Hellenic Police officers along the Greek–Turkish land border within the framework of Greek national operation *Aspida* (Shield), along with the use of camps as temporary detention facilities, continued in 2013 while Bulgaria launched a similar large-scale national operation in November, leading to a sharp decrease in illegal border crossings at the Bulgarian-Turkish land border. The Bulgarian national operation was part of the overall operational response to increased detections at Bulgarian–Turkish land borders, which included Frontex relocating Member State resources from Greece to Bulgaria to a proportion of up to 65%, and the relocation of the International Coordination Centre of Joint Operation Poseidon Land 2013 from Athens to Sofia.

The number of hosting MS/SACs increased from 12 in 2012 to 13 in 2013, due to Croatia's accession to the EU, while the number of participating MS/SACs remained unchanged at 27. At the same time, the number of operational days increased from 849 in 2012 to 1 063 in 2013.

The number of experts deployed fell from 1 303 in 2012 to 1 044 in 2013. This decrease was due to the scaled-down deployment to JO Poseidon Land 2013 compared to the deployment level for the first six months of JO Poseidon Land 2012. The budget allocated for implementation of 2013 activities saw a slight decrease (EUR 10 420 000 in 2012 against EUR 9 300 000 in 2013).

Multiannual Programme Focal Points 2010-2013 continued to serve as a platform for the further development of cooperation with

third countries through the deployment of observers for the gaining of experience and exchange of best practices. Furthermore, the programme supported the implementation of other regional operations launched in the same operational areas and enabled reinforcement of those border sections affected by irregular migration.

At Sea Borders

With the aim of facilitating interoperability and flexible response to illegal border crossing and cross-border crime, seven joint maritime operations and seven tailored pilot projects were implemented in 2013 as well as coordination of national patrolling in predefined EPN areas.

The number of operational days in sea operations in 2013 was 13% down on 2012 (1 689 in 2013 against 1 941 in 2012), due to shorter operational periods of JOs EPN-Hera, EPN-Aeneas and Focal Points Sea.

The number of participating EU states in joint sea operations remained at 28, as in 2012. There were also five third countries involved in sea operations in 2013, again the same as the previous year.

With regard to financing of operational activities, the budget for 2013 increased by 16% to EUR 28 885 000 (2011 = EUR 24 965 000). However, the initial budget of EUR 20 050 000 was reinforced as of October-November by internal transfers and EUR 7 492 900 from the European Commission in order to provide operational response to increased migration flows in the Central Mediterranean area. The bulk of additional funds was allocated to the extensions of sea operations up to May 2014.

In view of budget restrictions during most of 2013, the scale of deployment of Frontex-financed technical assets was more limited

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German and Polish officers working at the border crossing point in Terespol (Polish-Belarusian border)

than in the previous year (26 590 patrolling hours in 2013 against 32 694 in 2012).

The number of experts fell from 324 in 2012 to 289 in 2013. Consequently they performed 15% fewer officer-days compared to 2012 level (11 404 compared to 13 352). The average duration of a single expert deployment in 2013 remained at the 2012 level and totalled 39 days. In addition, during maritime joint operations 1 164 crewmembers were deployed compared to 1 295 in 2012. They performed 27 300 officer-days compared to 40 255 in 2012.

In total, 53 758 migrants (approximately 147 migrants per day on average) were apprehended/rescued during joint sea operations in 2013, a significant increase on 2012 (18 064 migrants i.e. ~ 49 per day). Consequently, the volumes of migration flows almost returned to the level of the exceptional pressure stemming from the 'Arab Spring' of 2011 (approx. 168 migrants per day). Furthermore, 357 suspected facilitators were apprehended during joint maritime operations, representing an almost 40% increase on the previous year (2012 = 258).

In particular, a more than five-fold increase was noted in migrant flows in the Central

Mediterranean area, specifically in the operational area of JO EPN-Hermes 2013 (35 454 in 2013/6 616 in 2012), where the risk of fatalities was also considerably higher due to use of unseaworthy and overloaded boats.

Secondly, in the area of JO Poseidon Sea, the number of migrants detected more than doubled against the previous year (10 815 in 2013 / 4 726 in 2012).

Rescuing people in distress at sea was one of the key elements highlighted during 2013 maritime joint operations. Across all sea operations in 2013 there were 683 search-and-rescue cases and 37 036 migrants in distress were rescued, representing a six-fold increase on 2012 when 5 757 migrants were rescued in 169 cases.

This means that, on average, Frontex-coordinated assets were involved in saving more than 100 people per day.

In addition to migration control, some 458 suspected drug smugglers were apprehended. The amount of drugs seized was almost 50 tonnes, with a street value of over EUR 115 million. The majority of this was hashish — over 43 tonnes worth EUR 65.8 million. There was also a substantial amount of cocaine and heroin — a combined 700 kg, worth almost EUR 42 million. In addition, five tonnes of cannabis was recovered, with a value of EUR 7.5 million. Most of the drugs were seized in the Western Mediterranean area.

In addition, there were several cases of cigarette/tobacco smuggling detected in JOs Poseidon Sea, EPN-Indalo and EPN-Minerva. The intercepted contraband of 2.6 million packets of cigarettes was worth EUR 6 million.

Annex F. List of Research and Development Projects

IDCHECK 2013

The aim of the IDCHECK2013 project was to follow up and encourage research on countering identity and document fraud and on improving tactical and operational risk assessment in the first line of border checks. The general medium- to long-term objectives — to which 2013 activities contributed — were: (1) to improve capabilities in detecting identity and document fraud and to perform tactical and operational risk assessment in the first line of border checks; (2) to develop a method for assessing and improving the capacity of Member States to face upcoming challenges in identity and document fraud, and risk assessment; (3) to disseminate information on challenges and potential solutions to counter identity and document fraud and to assess risk at the border, and (4) to support the work of the EU Document Fraud Project, training in falsified documents and operational activities in the area of document fraud.

CheckBestPractices2013

The project CheckBestPractices2013 was part of a more general, multiannual undertaking aimed at identifying and developing best practices for border checks. Hence it was foreseen that the work initiated in 2013 will be continued under the 2014-2015 project cycles, in particular concerning air-border checks, and will be expanded to cover other thematic areas such as sea-border checks.

CheckBestPractices2013 focused on land-border checks. The aim was to explore how the different types of check carried out at those borders can be better coordinated, integrated and harmonised with a view to achieving the twin objectives of facilitating access and improving security.

Advance Risk management 2013

The "Advance Risk Management 2013" project was a continuation of the 2012 Advance Information project, and aimed to develop an advance risk management framework for identifying persons of interest using passenger information available within the existing legal framework for border control. It is

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a multiannual undertaking with the following objectives: (1) to develop an advance risk management model that can serve as guidance for Member States and regulatory decision-makers; (2) to test the concept in the field and to assist Member States in the roll-out and harmonisation of this capacity, and (3) to bridge the gap between facilitation of bona fide travel and advance risk management.

VIS 2013

This project built on the results of the VIS 2012. The overarching goal was to provide Member States implementing the Visa Information System (VIS) with tools to bet-

ter perform their tasks and to identify and gain value from EU-level synergies provided by use of the VIS system wherever possible. The project aimed to identify and agree on the main challenges; to identify and develop best practice guidelines for VIS implementation and its practical use in the operational context, and to further assess needs pertinent to operational implementation.

ABC 2013

The aim of the project was to develop knowledge and tools that Member States can use when making decisions on and implementing ABC systems at border crossing points.

ABC system in Lisbon

The key objective was further development and identification of best practice guidelines and capability tools (e.g. common procurement guidelines and a cost-benefit analysis tool among others) with regard to automated border control solutions for border checks. It supported the Commission in development of the 'Smart Borders Concept' and the Member States in addressing their needs as end-users. This overarching objective was broken down into three main groups of tasks: (1) facilitation and dissemination work on the roll-out of ABC systems; (2) development of capability tools to support their decisions when deploying ABC technology at the borders, and (3) their validation with internal and external subject-matter experts with a view to ensuring coordination in this area and to achieving greater harmonisation.

All Eyes 2013

The project was a follow-up to the Remote Sensing and Detection Technology project (2010, 2011) and the All Eyes 2012 project and covered current developments in sensors and platforms, broadband communication and data fusion systems, as well as integrated system solutions for border surveillance. One of the main objectives was to connect the activities so that they can be of use in Frontex Joint Operations (sea and land).

This project addressed the area of border surveillance and detection technologies, looking into the functionality, feasibility and capabilities of remotely piloted aircraft, radar and ground detection sensors as well as into the integration and exploitation of the data they collect with and within existing border control systems.

Border Security Research Bridge

The project aimed at establishing various instruments for bridging the gap between end-users and the research and development community, improving their communication, which, as a consequence, will also serve Frontex to streamline its research and development activities. The project also covered Frontex support to the European Commission in shaping Framework Programme 7 related to border security, in particular ensuring that the particular end-user needs are embraced in the form of concrete research topics.

Eurosur Network 2013

The work conducted on the Eurosur Network during the first half of 2013 was the final phase of the Eurosur Pilot programme. The main objective of the project was to provide the resources for Frontex to maintain and evolve the Eurosur Network following user requirements and the Eurosur legislation until the end of the pilot project and handover of the network to Frontex ICT unit.

Annex G. Fundamental Rights Progress Report

Introduction

Art. 1, paragraph 2 of the amended Frontex Regulation explicitly indicates that the Agency, when implementing its mandate, shall always act in full compliance with the EU Charter of Fundamental Rights, relevant obligations and principles of international law. The Frontex Fundamental Rights Strategy, adopted in March 2011, together with its Action Plan, refer to the Fundamental Rights Progress Report (Par 37 and Action 18, respectively). Following the structure of the strategy, the current progress report aims to provide an overview of the current state of play and progress made by Frontex in 2013 as regards the implementation of the Fundamental Rights Strategy and Action Plan in particular in the areas of joint operations, risk analysis and capacity building. Article 1 paragraph 2 of the Frontex Regulation further states that the Agency shall take into consideration the reports of the Consultative Forum in accordance with Art. 26(a) of the Regulation. The Consultative Forum prepares a specific annual and public report of its activities.

The present progress report covers the period from January to December 2013, and coincides with the first year of effective establishment of the Consultative Forum and the Fundamental Rights Officer, two of the main tools to mainstream and ensure respect of fundamental rights in all the activities of the Agency.

I. Operations

a) Joint Operations

1. Strengthen fundamental rights aspects in operational plans (OPlan)

In 2013, further steps were taken to enhance compliance with the obligation to mainstream fundamental rights during operational activities. The insertion of a specific obligation in all plans to refer persons in need of international protection or seeking asylum to the competent national authorities is of special importance.

The standard operating procedure (SOP) in place to report serious incidents, especially those related to allegations of violations of fundamental rights, was subject to an extensive internal revision by all relevant stakeholders within Frontex. The SOP is the reporting mechanism that obliges all participants in Frontex activities to report any serious incident that they witnessed or became aware of. The revision was intended to improve the existing internal processes and reporting procedures, thus contributing at the same time to putting in place an effective monitoring system within Frontex. The consultation resulted in a procedure with clearer responsibilities, the inclusion of other violations of the Frontex Code of Conduct in the system and a strengthened follow-up mechanism (SIR Coordinator) in case of allegations reported by participants in operations coordinated by Frontex. The document is expected to be signed in early 2014.

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During 2013, a new concept of operational plans was developed aiming to improve the efficiency of business processes and utilisation of human resources, facilitate the verification and approval process, simplify the practical handling of the document and collect updates from all Frontex internal entities. It is structured in three parts:
i) the main part (specific per JO),
ii) annexes (package specific per JO),
iii) a handbook (specific per operational sector — land/sea/air/return).

While the main part and annexes provide specific operational information for implementation in each JO, the Handbook includes more general and comprehensive information applicable to all JOs per operational sector, such as information on debriefing and screening, and activities on fundamental rights.

The obligation to create an effective fundamental rights monitoring system was also discussed at length within Frontex and presented by the FRO to both the Management Board and Consultative Forum at the end of 2013. Further activities of the monitoring concept will be implemented and further revised during 2014.

2. Joint Return Operations

In 2013, and as required by article 9 of the Regulation, a new Code of Conduct was developed for joint return operations compiling rules and best practices for return flights to ensure that joint return operations coordinated by the Agency are conducted humanely and that the fundamental rights of returnees are respected at all times. The code includes a section on human-rights monitoring and stresses the obligation of participants to report any breaches. Also, a strong focus is placed on promoting the establishment of an effective forced return monitoring system in all Member States and efforts were made for all Frontex-coordinated forced return flights to ensure the physical presence of a human rights monitor provided by the Member States.

In this respect, Frontex also increased activities in sharing its technical expertise on the organisation of this type of operation and has become an observer in an ICMPD's EU-funded project aimed at providing monitoring capacity to Member States in need.

3. Development of the VEGA Children Handbook

During 2013, Frontex pursued the development of an operational handbook for border guards on indentifying procedural gaps and challenges concerning children at risk at external air borders. The handbook collects and depicts best practices on child protection, and establishes the groundwork for awareness raising and enhancing tailored inter-agency cooperation at national and international level. The development of this handbook was supported by FRO, NGOs and international organisations with a child-protection focus and experience in providing legal and psychological support to children. Several Consultative Forum members, such as FRA, UNHCR, IOM and the Red Cross contributed to this work. The handbook will be field-tested and published in 2014.

4. Participation of partner organisations in operational activities

Priority was given in 2013 to strengthening operational cooperation with the Frontex Consultative Forum in order for its members to observe the reality of operational activities in the field and to provide Frontex and its Management Board with more realistic and tailored recommendations to ensure further compliance with fundamental rights in all its activities. The recommendations will be incorporated in the CF Annual Report.

In March 2013, the EU Fundamental Rights Agency published its first report on the situation of third country nationals at the EU southern sea borders after having visited JO

Poseidon and EPN Indalo in 2012. The report, which is the first of a series of similar research activities conducted at air and land borders, includes a number of recommendations for Frontex and the Member States on how to better protect fundamental rights during sea operations. Those recommendations will be considered for upcoming JOs.

b) Risk Analysis

Throughout 2013, a document establishing the guidelines for debriefers participating in Frontex-coordinated operations was revised on several occasions and by different actors, including the FRO and CF. The guidelines contain important provisions and fundamental rights safeguards, in particular regarding protection measures for migrants and provision of information on the right of access to protection procedures in the host MS, where the operation is taking place. The document, which will form an annex to 2014 operational plans, is intended to be a 'living document' and to assess implementation and incorporate lessons learnt at a later stage.

II. Capacity Building

a) Fundamental Rights for border guards: training for trainers

Fundamental rights training was already an integral part of the Common Core Curriculum (CCC) for the use of national education schemes for border guards. In 2013, a trainers' manual on fundamental rights for border guards was published with the active participation of a multi-disciplinary team comprising Member State experts and experts from other EU agencies and international organisations, including FRA, EASO, IOM, ODIHR, OHCHR and UNHCR. The manual is intended to support trainers in their duty to instruct border guards at the national level on how to meet their fundamental rights obligations. The manual takes into consideration the complexity of
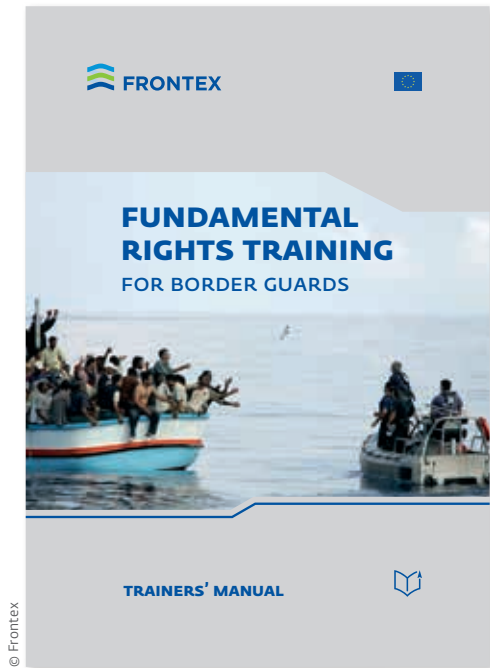
© Frontex
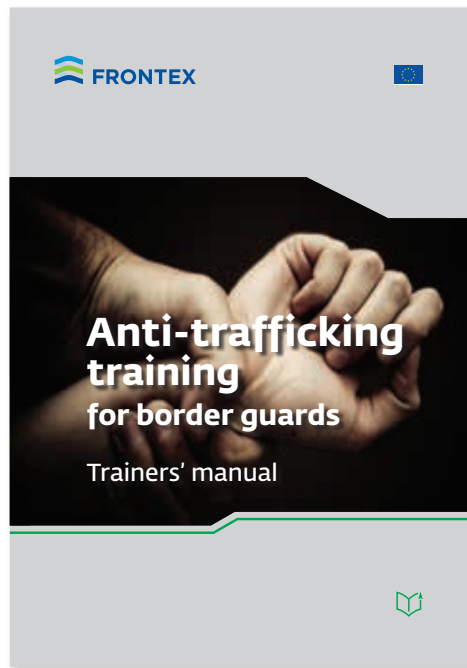
the duties performed by border guards and demonstrates how fundamental rights can easily be integrated into their practices and procedures. It is designed for first- and second-line border guard officers in air, land and sea border operations. In drafting the manual, particular attention was paid to groups in need of protection, such as people fleeing persecution, torture survivors, victims of trafficking, the elderly, pregnant women, and children. The training package is structured on the core border-guard functions, covering all the topics from the CCC. The manual is designed to fully equip the trainer with the necessary key materials, while the national trainers will have to adapt them to national legislation and conditions, the specific needs of the training programme and the Member States' needs, as well as the trainees' experience.

b) Anti-Trafficking in Human Beings Training

Frontex continued the 'train the trainers' programme in the area of Trafficking in Human Beings (THB), and organised three sessions to train Member States' trainers on the use of the *Frontex THB Training Manual*, as well as an evaluation session. The training manuals were translated into 25 languages in order to facilitate local training. The manual was also used to train trainers and border guards of third countries. Frontex developed an update of the *Handbook on Risk Profiles on Trafficking in Human Beings*, covering seven profiles of potential victims coming from priority third countries.

c) *CCC Mobility and Exchange Programmes*

The design and implementation of the Common Core Curriculum in 2008 and its 2012 update brought a major breakthrough of standardisation and harmonisation in the field, followed by the launch of another valued project, the Teachers' Mobility Exercise in 2010. Consequently, in 2013, Frontex introduced a pilot project called the Students' Exchange. The exchange was devised to support use of the CCC, to uphold its sustainability and

to promote international cooperation, mutual understanding, teamwork and interoperability among future border guards at the European level. Through such exercises, border guard trainers from European academies have the opportunity to meet their counterparts from other countries, exchange expertise and material and discuss best practice in training, teaching and learning. The exchange programme gave students the opportunity to learn about different perspectives of border guarding and widened their horizons. It also strengthened their professional competences in the field of fundamental rights and improved their language and communication skills.

d) Fundamental Rights Training for Frontex Staff

Basic fundamental-rights training is now mandatory for all Frontex staff. A basic-level three-day introductory course, derived from the Frontex Fundamental Rights Strategy and developed in close cooperation with FRA and the UNHCR, was road-tested in April. The first pilot session was organised using 20 staff volunteers at the Frontex headquarters in the presence of two observers from FRA and UNHCR. Following evaluation of the pilot, a further three sessions were held during 2013. All sessions were delivered by two external experts in fundamental rights and with experience in delivering training to law enforcement officials.

In terms of learner outcomes, the training objectives were three-fold: knowledge, skills and attitude. Specifically, Frontex staff were expected to understand the basic principles of human rights, to be able to apply a human-rights perspective in their field of work, to put them into practice using a 'human-rights analysis tool,' and to learn how they are ac-

tually an integral part of their work. The following phase of the staff policy development in this field will include specialised fundamental rights training for operational and administrative staff separately.

An additional fundamental rights presentation was also developed for inclusion in the staff induction training, which is compulsory for all newly arrived staff, and was implemented for the first time in December 2013.

III. External Relations with Third Countries

The FRO provided regular briefings on the Fundamental Rights Strategy and the tools that the Agency has available for enhancing compliance with fundamental rights in all its activities to visitors and delegations from third countries to the Agency.

IV. Other fundamental rights issues

The European Ombudsman closed its own-initiative inquiry into Frontex in November with a positive assessment of compliance and tools available within the Agency to ensure the highest adherence to fundamental rights within all its activities.

The Ombudsman also issued a Special Report* and further recommended that Frontex establish an individual complaints mechanism, handled by the FRO, for persons that might be affected by Frontex-coordinated operations. Following that recommendation, Frontex is considering possible scenarios and the most efficient way to gradually ensure access of individuals to the mechanisms established by Frontex to monitor compliance of fundamental rights within all its activities.

Annex H. Annual Report on Access to Documents

Initial requests:	
26	Initial applications received
Results:	
21	Access granted
4	Partial access
1	Access refused
Confirmatory requests:	
(−)	Confirmatory applications received
Refusal by exception applied:	
1	Article 4.1 (a) Protection of the public interest as regards public security, defense and military matters, international relations, the financial, monetary or economic policy of the Community or a member State

Annex I. Appropriations 2013

Budget item (amounts in EUR 1 000)	Original Budget 2013	Amended Budget 2013 n[1]	Transfer of appropriations		Available appropriations	Commitments		Payments		To be Carried Forward					Unused	
										(C2)[2]	(C5)	(C8)[3]	Total			
	(A)	(B)	(C)		(D)[1]	(E)	(E)/(D)	(F)	(F)/(D)	(G)	(H)	(I)	(I)=(G)+(H)	(I)/(E)	(J)[4]	
Title 1 Staff	21 641	0	621	3%	22 262	20 458	92%	20 321	91%	0	0	138	138	1%	1 804	8%
Title 2 Other Administrative	9 758	0	-621	-6%	9 137	8 949	98%	6 551	72%	0	4	2 398	2 402	26%	188	2%
Title 3 Operational Activities	54 308	8 243	0	0%	62 551	62 431	100%	33 242	53%	0	14	29 210	29 224	47%	119	0%
Grand total regular budget	**85707**	**8 243**	**0**		**93 950**	**91 839**	**98%**	**960 114**	**64%**	**0**	**18**	**31 746**	**31 746**	**34%**	**2 111**	**2%**
Breakdown of appropriation in Title 3																
30 Operations	41 739	7 493	-2 100	-5%	47 132	47 129	100%	25 876	55%	0	11	21 269	21 281	45%	3	0%
3000 Land Borders	9 400	0	-1 758	-19%	7 642	7 642	100%	4 927	64%	0	2	2 720	2 721	36%	0	0%
3010 Sea borders	20 050	7 493	1 342	7%	28 885	28 885	100%	13 290	46%	0	10	15 606	15 615	54%	0	0%
3020 Air borders	2 289	0	-34	-1%	2 255	2 252	100%	1 499	66%	0	0	754	754	33%	3	0%
3050 Return co-operation	10 000	0	-1 650	-17%	8 350	8 350	100%	6 160	74%	0	0	2 190	2 190	26%	0	0%
310 Risk analysis	1 445	0	-400	-28%	1 045	1 038	99%	793	76%	0	0	246	246	24%	7	1%
311 Frontex Situation Centre	1 380	750	2 340	170%	4 470	4 469	100%	1 603	36%	0	0	2 867	2 867	64%	1	0%
320 Training	4 500	0	465	10%	4 965	4 965	100%	3 167	64%	0	0	1 801	1 801	36%	0	0%
330 Research & Development	1 200	0	-330	-28%	870	832	96%	428	49%	0	0	404	404	46%	38	4%
331 Eurosur programme	2 244	0	-564	-25%	1 680	1 678	100%	147	9%	0	0	1 531	1 531	91%	2	0%
340 Pooled Resources	1 000	0	225	23%	1 225	1 219	100%	612	50%	0	3	607	610	50%	6	0%
341 EBGT	0	0	0	0%	0	0	0%	0	0%	0	0	0	0	0%	0	0%
350 Misc. operational activities	150	0	0	0%	150	150	100%	109	73%	0	0	41	41	27%	0	0%
351 Operational IT projects	0	0	364	0%	364	364	100%	150	41%	0	0	214	214	59%	0	0%
352 European Day for Border Guards	400	0	-60	-15%	340	309	91%	275	81%	0	0	35	35	10%	31	9%
353 Int'l Border Police Conference	250	0	60	24%	310	278	90%	82	26%	0	0	196	196	63%	32	10%

[1] (D) = (A)+(B)+(C)

[2] Non-automatic (C2)

[3] Automatic (C8)

[4] (J) = (D)−(E)−(G)

Annex J. Breakdown of Staff by Unit as on 31 December 2013

Unit	2007				2008			2009			2010			2011			2012			2013		
	AA	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE	CA	TA	SNE
Joint Operations Unit	0	1	8	33	7	12	32	10	19	33	11	23	35	11	23	35	11	23	34	11	25	30
2Administrative Services	3	7	10	0	20	18	0	26	20	0	33	25	0									
Human Resources Services														26	11	0	28	10	0	26	12	1
ICT														6	17	0	6	16	0	6	17	0
Risk Analysis	1	1	5	12	2	13	17	3	12	14	6	17	18	8	17	18	8	17	21	7	15	19
Executive Support	0	2	6	3	3	8	3	3	10	5	6	14	4	6	14	5	6	15	5	8	16	5
Finance and Procurement	1	3	7	0	3	9	0	5	9	0	6	13	0	7	10	0	5	11	0	6	11	0
Training	0	1	2	6	2	4	5	2	5	4	3	8	7	3	9	7	3	8	7	3	9	7
Frontex Situation Centre	0	0	1	0	3	1	2	4	6	3	5	11	3	9	11	4	8	11	7	8	10	6
Pooled Resources	0	0	2	3	0	2	3	1	2	4	1	5	5	1	5	5	1	5	4	1	5	5
R&D	0	1	2	4	1	1	3	1	7	2	1	12	2	1	12	1	1	11	2	1	11	1
Legal Affairs	0	1	1	0	1	2	2	1	3	0	1	3	1	1	3	1	1	2	1	1	2	1
Internal Audit/Quality Management	0	0	1	0	2	1	0	1	2	0	3	2	0	3	2	0	3	2	0	2	2	0
Directorate	0	0	2	0	0	5	0	3	5	1	3	6	1	3	7	2	3	6	2	2	7	1
Total	5	17	47	61	44	76	67	60	100	66	79	139	76	85	141	78	84	137	83	82	142	76

Annex K. Breakdown of Temporary Agents as on 31 December 2013

Function group and grade	2012				2013			
	Authorised under the EU Budget		Filled as of 31/12/2012		Authorised under the EU Budget		Filled as of 31/12/2013	
	Permanent posts	Temporary Posts	Permanent posts	Temporary Posts	Permanent posts	Temporary Posts	Permanent posts	Temporary Posts
AD 16	-	-	-	-	-		-	
AD 15	-	1	-	1	-	1	-	1
AD 14	-	1	-	1	-	1	-	1
AD 13	-	3	-	4	-	4	-	4
AD 12	-	8	-	10	-	11	-	9
AD 11	-	9	-	8	-	8	-	8
AD 10	-	8	-	5	-	6	-	5
AD 9	-	1	-	6	-	8	-	8
AD 8	-	45	-	39	-	43	-	39
AD 7	-	2	-	2	-	8	-	5
AD 6	-	6	-	6	-	6	-	6
AD 5	-	3	-	1	-	2	-	2
AD total	-	87	-	83	-	98	-	88
AST 11	-	-	-	-	-	-	-	-
AST 10	-	-	-	-	-	-	-	-
AST 9	-	-	-	-	-	-	-	-
AST 8	-	5	-	6	-	5	-	5
AST 7	-	12	-	11	-	11	-	10
AST 6	-	10	-	14	-	14	-	14
AST 5	-	20	-	16	-	17	-	17
AST 4	-	5	-	4	-	4	-	4
AST 3	-	4	-	3	-	4	-	4
AST 2	-	-	-	-	-	-	-	-
AST 1	-	-	-	-	-	-	-	-
AST total		56	-	54	-	55	-	54
TOTAL		**143**	**-**	**137**	**-**	**153**	**-**	**142**

Abbreviations used in General Report 2013

ABC	Automated Border Control
AFIC	Africa-Frontex Intelligence Community
BCP	Border Crossing Point
BG	Border Guards
BSCF	Black Sea Cooperation Forum
BSRBCC	Baltic Sea Region Border Control Cooperation
CeCLAD(M)	Coordination Centre for the Fight against Drugs (in the Mediterranean) (Centre de Coordination de la Lutte Anti-Drogue (en Méditerranée))
CEPOL	European Police College
CF	Consultative Forum
CMPD	Centre for Migration Policy Development
CONOPS	Concept of Operations
COSI	Standing Committee on Operational Cooperation on Internal Security
CPIP	Common Pre-frontier Intelligence Picture
CRM	Crew Resource Management
CSDP	Common Security and Defence Policy
DG DEVCO	Directorate General Development and Cooperation (European Commission)
ED4BG	European Day for Border Guards
EASO	European Asylum Support Office
EBGT	European Border Guard Team
EEAS	European External Action Service
EFCA	European Fisheries Control Agency
EMSA	European Maritime Safety Agency
ENLETS	European Network of Law Enforcement Technology Services
EO	Electro-Optical
EPN	European Patrols Network
EQF	European Qualification Framework
ESP	European Situational Picture
EUBAM	EU Border Assistance Mission (to Moldova and Ukraine)
EULEX	European Union Rule of Law Mission (Kosovo)
EURINT	Experience-sharing project on acquisition of travel documents (EU-financed)
EUROMED	EU funded regional project with European Neighbourhood Southern Partners
FLIR	Forward-Looking Infra-Red
FRA	Fundamental Rights Agency
GIS	Geographic Information System
HHO	Helicopter Hoist Operation
HoLeg	Head of Legal Affairs Unit
HoTRU	Head of Training Unit
HR	Human Resources
IAP	Interoperability Assessment Programme
IBM	Integrated Border Management
IBPC	International Border Police Conference
ICAO	International Civil Aviation Organization
ICMPD	International Centre for Migration Policy Development
ICT	Information and Communications Technology (Frontex unit)
IMDatE	Integrated Maritime Data Environment

IOM	International Organisation for Migration
IT	Information Technology
JAIEX	(JHA-External Relations) an information and cooperation group to strengthen external relations between the Justice and Home Affairs Council area and external relations at all levels
JO	Joint Operation
JORA	Joint Operational Reporting Application
JRO	Joint Return Operation
LETS	(European) Law Enforcement Training Scheme
MAOC(N)	Maritime Analysis and Operations Centre (Narcotics)
MIA	Ministry of Internal Affairs
MLC	Mid-level Course
MO	Mountainous Operations
MS	Member State
NFPOC	National Frontex point of Contact
NGO	Non-Governmental Organisation
NVG	Night Vision Goggles
ODIHR	Office for Democratic Institutions and Human Rights
OHCHR	Office of the High Commissioner for Human Rights (UN)
OLAF	European Anti-Fraud Office
OMNTE	Overall Minimum Number of Technical Equipment
OSC	Operational Search and Rescue Course
PC	Partnership Country
PC	Partner (Third) Countries
FPU	Finance and Procurement Unit
PVLMM	Post Visa-Liberalisation Monitoring Mechanism
RAU	Risk Analysis Unit
REX	Rapid Intervention Exercise (2013)
SAC	Schengen Associated Country
SAR	Search and Rescue
SAR	Search and Rescue
SEF	Portuguese Immigration Service
SEM	Schengen Evaluation Mechanism
SGO	Seconded Guest Officer
SIR	Serious Incident Report
SOCTA	Serious and Organised Crime Threat Assessment
SOP	Standard Operating Procedure
SQF	Sectoral Qualifications Framework for Border Guarding
THB	Trafficking in Human Beings
UNHCR	UN High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime
V-Aula	Virtual Aula — an online management tool for training courses
VIS	Visa Information System
WA	Working Arrangement
WAC	Working Arrangement (Third) Countries
WB-RAN	West Balkans Risk Analysis Network
WG	Working Group

FRONTEX

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