FRONTEX

General Report 2012

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Foreword from the Chairman of the Management Board

The year 2012 brought both operational and administrative challenges for the Agency and the Member States. The situation at the EU's external borders was highly affected by the reinforced border management at the Greek-Turkish land border, resulting in a major reduction in illegal entries. At the same time, the Management Board and the Agency carried out the many new provisions of the amended Frontex Regulation without receiving any new funding to do so.

The debate over Schengen showed how protecting the EU's external borders is crucial to ensuring the freedom of movement within Europe. While the Member States are directly responsible for protecting the external borders, Frontex is assuming an ever more important role.

Public interest in the activities of the Agency and the Member States continues to grow, and the Agency and Management Board have been glad to respond. Under its new logo, Frontex informed numerous EU-wide media, NGOs and the interested public about its activities, specific operations and migration trends and responded to informed criticism. We are striving to make the Agency's activities as transparent as possible and to publicise the efforts and achievements of the Agency and of the Member States within the Agency's mandate.

Establishing the Consultative Forum on Fundamental Rights and appointing an expert and independent Fundamental Rights Officer represented additional steps in developing the Agency's Fundamental Rights Strategy. The Agency offers many training courses and seminars as well as basic documents on standardization in order to harmonize the common border management culture among the Member States at the high level of human and fundamental rights demanded by Europe as a community of values.

Here I would like to express my special gratitude to the Member States in particular: with their flexible support and solidarity in the form of operational forces, technical equipment and expertise, even in times of scarce resources, they have helped ensure the success and continuing progress of joint and integrated border management.

I would also like to thank the members of the Management Board for their active and constructive contribution to the Agency's carefully targeted development.

In addition, with their outstanding and service-oriented support and expertise, the executive director, deputy executive director and the rest of the Agency staff have firmly established Frontex, and thus the overall management of the external EU borders, as crucial to the European area of freedom, security and justice.

Ralf Göbel
Chair of the Management Board

Foreword from the Executive Director

The year 2012 was something of a watershed year for Frontex. After six years of sustained budgetary growth, the Agency entered what might be seen in retrospect as a consolidation period. If the previous year will be remembered for the Arab Spring and the operational challenges those events presented for Frontex, 2012 was marked by new budgetary constraints and the very real challenges that such changes bring. But the stricter financial environment also came within the context of new roles and responsibilities. I am proud to report that Frontex not only managed to meet its new responsibilities but exceeded them and in effect achieved more with less.

The amended Frontex regulation, which came into force in late 2011, saw its main implementation phase during 2012. The establishment of a Consultative Forum on Fundamental Rights, the appointment of a Fundamental Rights Officer and the renewed commitments those developments entailed were perhaps the most visible changes within the Agency at structural level. And this was an important leap in the implementation of Frontex's Fundamental Rights strategy. However, behind the scenes much adjustment and fine-tuning was necessitated. This enabled operations to not only continue but to improve efficiency in 2012 despite zero growth in terms of human and financial resources. This entailed unprecedented redeployment of staff and prioritisation of activities.

Despite the demanding circumstances, the Agency managed to serve the Member States and other shareholders with higher quality in its core activities. At the same time Frontex once again proved its ability to react to the changing situation at the EU's external borders. Here Frontex maintained a strong operational presence, particularly at the southern land and sea borders and increasingly in multi-purpose operations, in which the bar was raised to new heights in terms of detecting cross-border crime, particularly smuggling of drugs and other contraband.

Looking ahead, development of the Eurosur programme will be remembered as one of the key advancements of 2012. This innovative project is set to be launched in 2013 and will revolutionise European border control bringing for the first time a fully pan-European dimension to situational awareness of the real-time state of play at the continent's frontiers. This important tool will enable information sharing and cooperation between Member States' border authorities, adding value both to their combined capability to react to events as they happen and to plan ahead with greater certainty. It will also enable development of a more strategic framework for effective coordination and allocation of resources going forward.

Ilkka Laitinen
Executive Director

1. Introduction

1.1. Frontex in general

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 keep up with their responsibilities.

Frontex applies the concept of Integrated Border Management and promotes the 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.

Frontex supports, coordinates and develops European border management in line with the Charter of Fundamental Rights of the EU.

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 way. 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.

1.2. Purpose of the report

Frontex General Report 2012 takes the Programme of Work 2012 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 2012, 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 as well as budgetary and human resources details. Some information is repeated between chapters to provide context.

The 2012 General Report, alongside the customary sections, contains the following new elements:
- A new chapter on the European surveillance system (Eurosur),
- 2012 Report on Public Access to Documents,
- A sub-chapter on data protection,
- A list of Management Board decisions taken in 2012,
- 2012 Fundamental Rights Progress Report.

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

** Council Regulation (EC) No 2007/2004 of 26 October 2004 establishing a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union amended by: the Regulation (EC) No 863/2007 of the European Parliament and of the Council of 11 July 2007 and the Regulation (EC) No 1168/2011 of the European Parliament and of the Council of 25 October 2011.

2. Developments

2.1. Situation
at the external borders in 2012

Illegal border crossings along the EU external borders dropped sharply in 2012 to about 72 500 detections, i.e. half the number reported in 2011. This was the first time since systematic data collection began in 2008 that annual detections have fallen below 100 000. The decrease was largely due to enhanced surveillance at the Greek-Turkish land border in the second half of 2012.

In the last four years, considerable numbers of migrants had been detected illegally crossing the border between Turkey and Greece, along the so-called Eastern Mediterranean route. The situation changed dramatically in August 2012 when the Greek authorities mobilised unprecedented resources at their land border with Turkey, including the deployment of 1 800 additional police officers. The number of detected illegal border crossings rapidly dropped from about 2 000 in the first week of August to below 10 per week in October 2012.

Enhanced controls along the Greek-Turkish land border led to a moderate increase in detections of illegal border crossings in the Aegean Sea and at the land border between Bulgaria and Turkey, but simultaneous mitigation efforts in Turkey and Bulgaria have contained the displacements. There have been reports of many migrants waiting in Istanbul for the conclusion of the Greek operations, and thus the risk of a resurgence of illegal border crossings on the Eastern Mediterranean route remains. At the EU level, since September 2012 a small increase in detections of passengers using fraudulent documents on flights departing from Istanbul has been observed, indicating that migrants stranded in Turkey are resorting to more sophisticated modus operandi in order to enter the EU.

Many migrants who cross the border illegally into Greece continue to other EU Member States, either utilising the land route across the Western Balkans, or through sea connections to Italy or by air to other Schengen Member States. Contrary to the decrease at the Greek-Turkish land border, there was no decrease in detections of illegal border crossing on the Western Balkan route.

The large and sudden increase of detections in 2011 in the Central Mediterranean, in the wake of the 'Arab Spring' and subsequent departures from Tunisia and Libya, had been reduced by the end of the year. However throughout 2012 detections steadily increased and by the end of the year reached more than 15 000 cases. As of the last quarter of 2012, detections on the Central Mediterranean route ranked first compared to other routes. Most migrants were from sub-Saharan countries, departing from Libya.

In the Western Mediterranean area between North Africa and Spain, detections of illegal border-crossing decreased by nearly a quarter compared to 2011, but remained above the levels recorded in previous years. Most migrants on this route were Algerian and sub-

Saharan nationals departing from Morocco and Algeria.

In 2012, Afghans remained the most detected national group in terms of illegal border crossing at the EU level, but their number considerably dropped compared to 2011. Indeed, most Afghans crossing the border illegally into the EU transited through Turkey and were directly affected by enhanced surveillance on the Eastern Mediterranean route.

Syrians also stand out, with a large increase in the number of detected illegal border crossings compared to 2011. Many Syrians applied for asylum in the EU, fleeing continued violence in their country.

Following a diplomatic dispute between the EU and Belarus, in March 2012 the Belarusian authorities apparently relaxed their border surveillance, resulting in increased detections of illegal border crossing into Lithuania and Poland. Compared to 2011, detections increased by about 60% along the eastern land border, totalling about 1 700, however this represents only about 2% of all detections in the EU.

There were also large increases in refusals of entry at the Polish land borders with Be-

larus (due to an increase in refusals of entry issued to Georgians, which peaked in October) and Ukraine. However, these increases were offset by a decrease in refusals of entry issued at other border sections, resulting in a stable total at the EU level compared to 2011 (−3%, 115 000 refusals of entry).

Detections of persons staying illegally in the EU, which totalled about 350 000 in 2012, have shown a stable but slightly declining trend since 2008. The vast majority of migrants were detected within the EU rather than at the borders, and so are presumed to have been long-term overstayers, as they were making no attempt to leave. The second most common location of detections was on exit at the air borders, followed by the land borders, where illegally staying migrants were attempting to exit the EU. Most detections of migrants staying illegally were reported from Germany, Sweden, Greece, France and Spain, with detections in Germany and Sweden showing a steadily increasing trend since early 2011. Most migrants detected illegally staying in the EU were from Afghanistan or Morocco.

Despite a 10% increase between 2011 and 2012, detections of facilitators of irregular migration have been steadily falling since 2008, totalling about 7 700 in 2012. This long-term decline may be in part due to a widespread shift towards the abuse of legal channels and document fraud to mimic legal entry into the EU, which results in facilitators being able to operate remotely and inconspicuously rather than accompanying migrants during high-risk activities such as illegal border-crossing along the green (land) border.

In 2012 there were around 8 000 detections of migrants using fraudulent documents to attempt to illegally enter the EU or Schengen area, which was the highest number since systematic data collection began in 2009. Two factors contributed to this in-

crease: first, overseen by the European Union Document-Fraud (EDF) project, Member States have steadily increased the scope, detail and efficacy of their reporting protocols, and second, there has been a significant increase in the detection of counterfeit border-crossing stamps used by Albanian nationals (who since 2011 have not needed a visa to enter the EU) to fabricate travel histories and extend periods of stay. The migrants most associated with document fraud were from Albania, Morocco, Syria, Ukraine, Nigeria, Pakistan and Iran, with the biggest increase being registered for migrants from Syria, who now rank second at the EU level for document fraud.

Preliminary data on asylum applications indicate an overall increase of about 7% compared to the previous year. While Afghans continue to account for the largest national group of applicants, much of the increase compared to the previous year was due to an increasing number of applications submitted by Syrian and Serbian nationals. Syrians were distinguishable from other asylum seekers, usually young single males, as fleeing violent fights in their country they were travelling in family groups. The number of asylum applications submitted in the EU by Western Balkan citizens, mostly Serbians, remained unchanged in 2012. Consequently, following the implementation of the Visa Liberalisation Agreement with five Western Balkan countries that came into effect at the end of 2009, there are now discussions in the EU regarding the possible reintroduction of the visa regime.

In 2012 there was a steady trend of about 150 000 third-country nationals effectively returned to third countries. This total does not include effective returns between Member States. As in 2011, the UK was the Member State who conducted the largest number of returns. However, Greece reported the largest number of returns for a single nationality,

with more than 7 000 Albanian migrants illegally staying in Greece returned to Albania.

2.2. Developments at Policy Level

The focus of the Agency in 2012 remained first and foremost the implementation of the Frontex revised mandate following the entry into force in December 2011 of the amended Frontex Regulation. The future development of the Agency was also being shaped however in the negotiations on the Eurosur regulation that is to provide the legal framework for a European border surveillance system. Negotiating efforts in 2012 brought the actors of the legislative process close to an agreement on the legal text, which should materialise for formal adoption in the course of 2013.

As part of EU Policy developments in the field of border management in 2012 discussions on technical amendments to the Schengen Border Code, proposed by the Commission in 2011, advanced significantly. In September, the European Court of Justice annulled the Council Decision (EU) 252 / 2010 supplementing the Schengen Border Code on the surveillance of the external sea borders in Frontex-coordinated Joint Operations, which will lead to a new proposal from the European Commission in 2013. However, the Court ruled that the effects of the Decision remain in force until a new Council Decision is adopted. Therefore, Frontex and the Member States apply the provisions of the Decision in Frontex-coordinated joint sea operations.

Another major milestone affecting the functioning of the Schengen area was the successful completion of the testing of SIS II, which should lead to the start of operations of the new information system early in 2013. Even before this, by the end of 2012 the new European Agency for the operational management of large-scale IT systems (eu-LISA)

in the area of freedom, security and justice has also started to operate.

The revised Greek Action Plan on Asylum and Immigration of 2012 took note of progress in the support provided to Greece by EU Agencies (EASO and Frontex) in the field of migration and asylum management. A major political milestone in this field was the agreement reached by the JHA Council in April 2012 on 'EU Action on Migratory Pressures – A Strategic response', a roadmap to increase the coherence of EU actions in reducing and comprehensively addressing irregular migration phenomena. Furthermore, important progress was made regarding some of the most critical instruments of the package establishing a Common European Asylum System (CEAS), (e.g. Dublin Regulation), coupled with the gaining of speed of the newly established EASO.

The EU Policy Cycle in the fight against organised crime, set up back in 2011, was for the first time properly operationalised in 2012 with the implementation of Operational Action Plans addressing various strategic priorities as defined by the Council. The EU Member States, with the support of the EU JHA Agencies under the strategic guidance of the EU Council Standing Committee on Internal Security (COSI) have been leading the implementation.

One of the strategic priorities in this field is the fight against Trafficking in Human Beings (THB). In June the European Commission adopted the Communication 'EU Strategy towards the Eradication of Trafficking in Human Beings (2012–2016)', followed by Council conclusions on the matter adopted in October. The implementation of the strategy has been undertaken with the leading role given to the EU Anti-Trafficking Coordinator.

The external dimension in the field of JHA was influenced in 2012 by the ongoing dialogue on migration, mobility and security with the southern Mediterranean countries (i.e. Tunisia, Morocco) and Jordan. Frontex was active in developing contacts with the competent authorities of these countries and looking to initiate formal negotiations to conclude working arrangements where appropriate.

The ongoing negotiations with Turkey for an EU Readmission Agreement, as well as EU Visa Facilitation Agreements with priority third countries and further deployment of the Visa Information System (VIS) to new regions (Middle East and Gulf Region), also shaped the JHA external dimension.

In this context, as a result of a long and complex negotiation process, Frontex signed a Memorandum of Understanding (MoU) with the Ministry of Foreign Affairs of the Republic of Turkey, thus enabling the establishment of a formal, flexible framework that would allow the development of operational co-operation with the competent Turkish authorities. The implementation of the MoU has already started in the field of risk analysis. In the meantime, Hellenic and Turkish authorities established operational contact points at the common land and sea borders and have regular meetings that are also attended by representatives of the Frontex Operational Office (FOO).

Developing its third countries' partners network, Frontex concluded working arrangements in 2012 with the Immigration Service of Nigeria and the National Security Council of Armenia. A working arrangement with the Azerbaijan border management authority was initialled and adopted by the Frontex Management Board with the intention to sign it. The Agency established direct contacts with the competent authorities of the United Arab Emirates, Thailand and Hong Kong, where important airport hubs with direct connections to Europe are located, in order to explore practical cooperation avenues in the area of air-border management.

Within the framework of working arrangements signed with third-country authorities so far, operational cooperation on border-management related matters was further enhanced, with a view to developing mutually beneficial and sustainable partnerships. Tangible results were achieved particularly in the fields of information sharing, training and joint operational activities.

In terms of cooperation with other EU Agencies in 2012, Frontex chaired the EU JHA Agencies Contact Group, which aims to enhance multilateral cooperation and to discuss common topics of interest such as strategic planning, external relations, data protection and THB. Within this framework, Frontex organised several coordination meetings, an experts' conference on data protection and the annual meeting of the Heads of JHA Agencies* and representatives of DG Home Affairs, DG Justice, the Council Secretariat, the Cypriot Presidency and the incoming Irish Presidency. To complete these activities, Frontex updated and presented, within the framework of COSI, the EU JHA Agencies' Scorecard, containing cooperation strands such as the implementation of the financial instruments and regulations, fundamental rights tool boxes and training, awareness-raising and communication of the work of the Agencies and joint training for National Law Enforcement Communities.

Particularly on the topic of Trafficking in Human Beings, Frontex has made considerable progress in implementing the Joint Statement the Agency adhered to on the occasion of the EU Anti-Trafficking Day 2011. Following the joint statement, the European Commission, in cooperation with the JHA Agencies, prepared a Joint Report detailing the activities of the JHA Agencies, which was first presented by Frontex during the EU Anti-Trafficking Day 2012 in Brussels and later on in COSI. Frontex actively

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Working Arrangement signature between the Immigration Service of Nigeria and Frontex, 19 January 2012

participated in the Operational Action Plan against THB and developed several capacity building and Intelligence and Research products with all JHA Agencies, in particular Europol, CEPOL and Eurojust. The Agency also nominated a Frontex THB-coordinator that meets regularly with representatives of other Agencies and the EU Anti-Trafficking Coordinator to discuss progress and to coordinate activities for the implementation of the 'EU Strategy towards the Eradication of Trafficking in Human Beings (2012–2016)' and the Joint Statement.

In terms of bilateral cooperation, Frontex further developed collaboration with different Agencies and International organisations, focusing both on the fight against organised crime as well as migration and asylum. A working arrangement with the European Asylum Support Office (EASO) was signed in the last quarter of 2012. Cooperation with EASO will focus, among other tasks`, on assessments and operational responses, the development of methods to better identify those in need of international protection in the context of mixed migration flows, the exchange of information on the profiles and the composition of expert pools, sharing best practices on the functioning of expert pools and on methodologies for data collection and exchange.

* CEPOL, EASO, EIGE, EMCDDA, EUROJUST, EUROPOL, FRA, eu-LISA

The Agency also signed a working arrangement with the United Nations Office on Drugs and Crime (UNODC), foreseeing cooperation in the fields of risk analysis, capacity building, training and information exchange. UNODC specialises in the global fight against illicit drugs and transnational organised crime.

Regarding the European Anti-Fraud Office (OLAF), the first steps were made towards operational cooperation, in particular on risk analysis and data exchange on cross-border crime and customs. As for the International Civil Aviation Organisation (ICAO), Frontex participated in ICAO activities and contributed to the development of different manuals. Since the EU signed a Memorandum of Cooperation (MoC) with ICAO in September 2011, official partnership with ICAO is of particular strategic importance. In the context of Eurosur, two Service Level Agreements are being discussed with the European Maritime Safety Agency (EMSA) and the European Union Satellite Centre (EUSC).

Furthermore, Frontex contributed to the preparatory activities undertaken and coordinated by the European External Action Service (Crisis Management and Planning Directorate) aimed at launching a civilian Common Security and Defence Policy mission to Libya on border security. In this context, the Agency participated in an EEAS-led fact finding mission to Tripoli, with the purpose of identifying possible action to be carried out in Libya to support the local authorities in developing an efficient border management system.

Frontex continued to work with other international and EU partners (e.g. FRA, UNHCR) on capacity building and Fundamental Rights aspects of border control.

At the wider EU external relations policy level, Frontex was closely involved in key EU migration and border management initiatives and political dialogues such as the Mobility Partnership, Eastern Partnership, Building Migration Partnership, as well as other projects with third countries (the U.S., Russian Federation and Western Balkans countries). In 2012 the Agency provided support to EU regional programmes, projects and missions in third countries (EUROMED, EU-BAM, EULEX, BSRBCC, BSCF) and to Member States involved in cooperation initiatives with third countries.

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Working Arrangement signature between EASO and Frontex, 27 September 2012

2.3. Developments at Agency Level

Frontex's mandate and tasks were changed by means of the Regulation (EU) 1168/2011 that entered into force on 12 December 2011. In the year 2012 the Agency took many administrative and operational steps in order to implement the provisions of the Regulation. The most important changes from an operational perspective were:
- The establishment of the European Border Guard Teams (EBGTs) and the introduction of the Seconded Guest Officer concept,

- The establishment of the Technical Equipment Pools (TEPs) with the overall minimum number of assets provided by the Member States for joint operations,
- Provision of assistance to the development and operation of the European border surveillance system (Eurosur),
- Strengthening of the legal value of operational plans and introduction of the Coordinating Officer function for joint operations,
- Introduction of a rolling operational plan for returns,
- Possibility given to deploy Frontex liaison officers to, and launch technical assistance projects in, third countries,
- The establishment of the Consultative Forum,
- The appointment of a Fundamental Rights Officer.

There were many new concepts and procedures created and adopted at the Management Board level (see Annex B) and at the Executive Director level in order to put the provisions of the amended Frontex regulation into effect. As of 31 December 2012, there were a few provisions of the Regulation that were still being worked on, as they require a comprehensive approach, analysis or cooperation with the Consultative Forum that started working only at the end of the year.

2.3.1 Operations

Frontex Operational Office

The Frontex Management Board extended the duration of the Pilot Project Frontex Operational Office (FOO) in Piraeus, Greece, until 31 December 2013. The Management Board acknowledged the progress that had been made, noted the achievements of the FOO and decided on continuation of this decentralised support provided to Member States in the Eastern and Central Mediterranean, in particular Greece.

Cost-effectiveness

Addressing Frontex's strategic objective of improving cost-effectiveness, the Agency developed strategic guidelines for the reimbursement of costs for participation in Frontex-coordinated joint operations.

The guidelines focus, inter alia, on monitoring potential overlaps of different EU funding instruments, eligible costs for Frontex joint operations and the importance of operational objectives and effectiveness in decision-making on the level of reimbursement. The ground rule used in creation of the document was the principle of operational solidarity between Frontex and the Member States.

Agreed guidelines will provide orientation for all partners on the most effective way to use financial means, and thus ensure that the coordination of operational activities will be continued in a more efficient way, providing benefits for all partners and EU tax-payers.

European Border Guard Teams and Technical Equipment

The former Frontex Joint Support Teams (FJST) and Rapid Border Intervention Teams (RABIT) pools were merged into a single European Border Guard Team (EBGT) pool that contains, on the one hand, the operational human resources made available by the Member States for deployment to joint operations and pilot projects including rapid interventions and, on the other, Seconded Guest Officers (SGOs) contributed to the pool by Frontex.

In 2012, the EBGT Pool was established in accordance with the provisions of the amended Frontex Regulation, whereby only officers ap-

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pointed by their respective Member States as part of the Pool can be deployed to Frontex-coordinated activities. Since the Frontex Management Board had to adopt the profiles and the overall number of the pool first, Frontex was tasked to develop a set of profiles in cooperation with all internal and external stakeholders. In total, 13 profiles were defined in compliance with the operational needs of the Agency and the necessary overall number of pool members was assessed to be 1 850. In due consideration of the requirements of internal and external stakeholders, Frontex started to develop a methodology for the establishment and use of the EBGT Pool. Subsequently, the Member States were invited to select their experts in accordance with the 13 profiles given and to nominate them to the EBGT Pool through use of OPERA, a comprehensive database system used as a platform for the management of pooled resources (human resources and technical equipment) developed by the Agency in close cooperation with the Member States. Frontex will contribute to the EBGT Pool with Seconded Guest Officers (SGOs). They will be seconded to Frontex for a maximum of six months with the purpose of being deployed to joint operation(s) as Guest Officers. They cannot be deployed to Frontex Headquarters, its operational offices or to their home Member State.

The establishment of the SGO mechanism plays a crucial role in the overall process of setting up the EBGT pool. In 2012 it represented a common effort at different levels within Frontex, in close coordination with the Member States, to determine a complete scenario regarding the possible options for maximising flexibility and operational efficiency. In parallel with working on the conceptual component of the SGO mechanism, a pilot phase was carried out in order to test and define all practicalities. During the pilot phase, 13 pilot SGOs were selected for joint operations coordinated at land and sea borders. The findings of the pilot were taken into consideration while drafting the rules for SGOs, which were approved by the Management Board in November 2012. The first official Call for Secondment of SGOs in 2013 was sent to all Member States in December 2012.

From 2013 only officers from the pool will be deployed to Frontex-coordinated activities. The establishment of the EBGT Pool marks a cornerstone in the process of implementing the amended Frontex Regulation.

Strong grounds were established for the setup of the Technical Equipment Pool (TEP), with all data from the former Centralised Record of Technical Equipment (CRATE) revised and transformed into the TEP by making use of the OPERA database.

The Management Board took a decision in September 2012 on the Overall Minimum Numbers of Technical Equipment (OMNTE) to be fully financed and used for 2013 operations. The OMNTE can be seen as the volume of means that ensures effective EU support for MS border management; however the general mechanism of planning remains flexible in order to respond to exceptional situations and needs going beyond those originally foreseen. In order for Frontex to develop its own technical resources, a pilot project for leasing equipment to be deployed in operations will be launched in 2013.

Risk Analysis

In the field of risk analysis, and with the aim of further strengthening the analytical capabilities of Frontex, the comprehensively updated Common Integrated Risk Analysis Model (CIRAM 2.0), which was produced by Frontex together with the analytical experts of Member States, was rolled out on a continuous basis. With this development, which included the translation of key elements of the model into selected EU languages and the production of a digitalised version, Frontex enhanced the work within the Frontex Risk Analysis Network (FRAN) EU border analytical community and modernised one of the fundaments of effective border management for the future.

Frontex also started to develop a concept for processing personal data, and regulations for its protection during processing for analytical purposes, including transmission to Europol.

In 2012 the Agency enhanced cooperation both with Member States, through the development of a new network and related information exchange on European Union Document Fraud, and also with third countries, especially within the framework of the African Frontex Intelligence Community (AFIC), established with West African countries, with its first joint report issued in 2012. Additionally, following the signing of a Memorandum of Understanding with Turkey, the foundations for intensified cooperation with the Turkish border authorities were laid in a series of meetings and a technical workshop on definitions and templates used in Frontex risk analysis networks.

Under the budgetary constraints that affected operational activities, especially at air borders, the role of intelligence collection and analysis has been vital to enable adequate operational responses. With this ob-

jective in mind, the weekly operational data collection from EU airports called PULSAR was enhanced, and is currently estimated to cover up to 90% of all data on irregular migration at air borders. The weekly PULSAR reports, distributed to the participating airports, are considered to provide the most up-to-date picture possible of the situation at the external air borders and allow Frontex to detect sudden changes in migration patterns that require EU-level action coordinated by Frontex.

Operational Activities

The year 2012 saw a decrease in sea operations compared to 2011 with 5% fewer operational days, a 48% budget cut and 23% fewer man-days. Despite these constraints, Search and Rescue (SAR) operations were among the key activities run with the border-control assets deployed, with 5 575 migrants saved.

The centre of gravity for land border joint operations remained the Greek-Turkish and Bulgarian-Turkish borders. The number of experts deployed was significantly lower (24% fewer than in 2011) mainly due to the massive deployment of Greek officers to the land border within the framework of operation 'Aspida' (Shield).
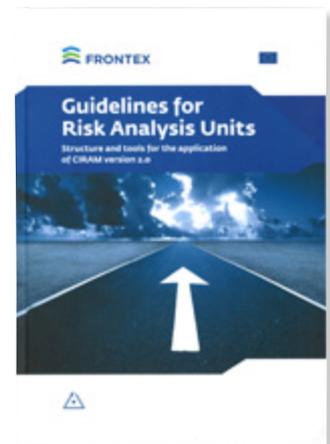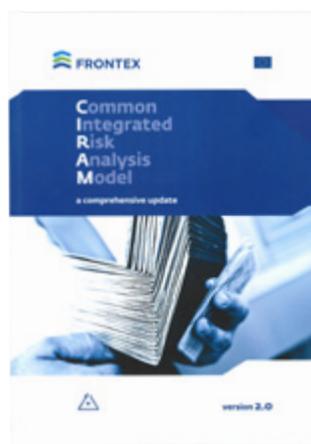
Despite a budget 17% lower than 2011 for air-border joint operations, Frontex managed to increase the number of operational days by 13.3% compared to 2011.

The development of the migration situation at the south and south-eastern EU external borders turned out to be a remarkable challenge in terms of operational flexibility and coordination capability. Changes to routes, the composition of migration groups, and the increase of flows until summer 2012, required adjusted risk analysis and changes to the deployment of experts and assets that were implemented with the contributions of MS authorities demonstrating high levels of flexibility.

This situation was particularly noticeable at the borders between Greece, Bulgaria and Turkey, which showed a significant change compared to previous years. In addition, the Syria crisis posed a challenge in terms of providing knowledge of the situation and likely developments at strategic and operational levels. There was demand for advice on the adequate operational reaction and preparedness for possible arrivals of mixed migration flows with higher numbers of persons in need of international protection. At the same time, implementation of the Greek operations "Aspida" (Shield) and "Xenios Zeus", as from the beginning of August 2012, additionally re-quired a flexible operational response at the adjacent border sections, for instance at the border between Bulgaria and Turkey as well as at the maritime border between Greece and Turkey, where immediate displacement effects were noticed.

In more illustrative terms, the following measures were carried out during the second half of 2012. The temporary deployment of 1 881 additional Greek police officers and technical equipment to the Evros region strengthened border control in the area where JO Poseidon Land 2012 had been implemented. Enhanced surveillance and patrolling activities at the Greek-Turkish land border, implemented since the first week of August 2012, resulted in a drastic drop in the number of apprehended migrants to an almost negligible level. However, detections of illegal border crossing at the Greek sea border with Turkey and at the land border between Bulgaria and Turkey began to increase, indicating a weak displacement effect from the Greek-Turkish land border.

These effects on the migration flows allowed for the scaling-down of deployments from EU MSs / SACs to the Greek-Turkish land border after September 2012 and required a shift of experts and technical equipment to adjacent border areas, particularly the Greek Islands and the Bulgarian-Turkish land border.

In parallel to this, the summer of 2012 saw a significant increase in migratory flows from Turkey directly to the Italian mainland, and also in the form of secondary movements from Greece to that region. In summary, this unexpected increased need for operational responses in several areas could not feasibly be covered by the regular Frontex budget. The Agency therefore requested in August 2012 for the release of EUR 4.5 million from the budgetary reserve, meaning 50% of the reserve that the budgetary authorities had put in place in order to respond to such ex-

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ceptional operational needs. The EU budgetary authorities finally approved the release, and the reserve amount was effectively used for the urgent reinforcement of joint operations at sea and land border sections.

Mass Sport Events – Eurocup 2012

In 2012 the Agency could add a new element to its list of joint operations organised during mass sporting events: Winter Olympic Games 2006 in Italy, FIFA World Cup 2006 in Germany, UEFA European Football Championship 2008 in Austria and Switzerland and finally the European Football Championship in Poland and Ukraine 2012.

Frontex, from as early as the beginning of 2011, was involved in planning for reinforced border control measures related to this mass sports event. Joint operations under the 'Eurocup 2012' umbrella were planned and carried out to support the hosting MS, Poland, at the land border, and to coordinate the deployment of Ukrainian observers to several MS airports to gain experience of border management according to the Schengen Acquis. In addition, a good number of border control officers, including document experts, were deployed to Ukrainian airports to facilitate the smooth implementation of border checks and to monitor the movement of football supporters coming from the EU. The main objective of JO 'Eurocup 2012' was to strengthen border security measures related to the football matches.

In order to rationalise the deployment of human resources to operational needs at air borders, Frontex introduced an almost fully flexible deployment concept called the 'Flexi Force mechanism'. In practical terms, during this joint operation, the deployment and redeployment of officers between airports was based on the daily results of matches and followed the movement of football fans.

From the beginning of June, Frontex deployed 130 officers from 23 EU Member States to the Polish-Ukrainian border to assist with border checks and border surveillance. At the same time, border guards from several Member States and third countries were working at key airports in Poland and Ukraine as well as at other major EU airports.

The operational activities are judged to have been very effective as no major migration-related incidents occurred, and in general the passenger flows related to EURO 2012 were managed smoothly. It is worth noting that the sharing of good practices on border control, including specific measures during mass sporting events, as developed by Frontex with the Argonauts handbook, provided added value and strengthened cooperation with the border authorities of Ukraine.

2.3.2 Eurosur

In February 2008, the European Commission launched the Eurosur initiative. The political priority given to Eurosur has subsequently been confirmed on several occasions, in particular in the Stockholm Programme, the Commission's Communication on Internal Security Strategy, and in the conclusions of the European Council on 23–24 June 2011.

The idea of Eurosur is to establish an information-sharing and cooperation mechanism

enabling Member State authorities carrying out border surveillance activities and Frontex to collaborate at tactical, operational and strategic levels. The aim is to:
- Increase the internal security of the EU by preventing cross-border crime,
- Reduce the number of irregular migrants entering the Schengen area undetected,
- Considerably reduce the unacceptable death toll of migrants at sea.

Eurosur is intended to provide Member States with an operational and technical framework that increases their situational awareness and improves the reaction capability of national authorities controlling the external borders of the EU Member States. Eurosur should also facilitate cooperation between national law enforcement authorities inside and between Member States (e.g. border guards, police, customs, coast guards) for internal security purposes.

The objective of the Frontex Eurosur Programme is to prepare Frontex and the Member States for the entry into force of the Eurosur Regulation, thereby also supporting the development of the legislation. The work on Eurosur is conducted in very close collaboration with the European Commission and the Member States, especially with the National Coordination Centres (NCCs).

The key components of the Eurosur technical framework are the following:
- A national coordination centre (NCC), to be set up by each Member State, coordinating 24/7 the activities of all national authorities carrying out external border surveillance tasks and exchanging information with other NCCs and Frontex. The NCCs form the backbone of Eurosur,
- Frontex provides the NCCs with services such as the European Situational Picture (ESP) and the Common Pre-Frontier Intelligence Picture (CPIP)*,

- Frontex provides the NCCs with services for the common application of surveillance tools at the EU level,
- The Eurosur network, encompassing nodes in NCCs and at Frontex, provides communication tools and enables the exchange of data between the NCCs and Frontex,
- Frontex contributes to building the capacity of Member States for appropriate operational reaction according to the situational pictures and their impact on border security.

Eurosur Network

The Eurosur Network has been in use since December 2011. Since March 2012, the Network has been used to exchange operational information. During 2012, the Network was expanded from the original six countries (Spain, France, Italy, Slovakia, Poland and Finland) to 18 (Portugal, Spain, France, Italy, Malta, Slovenia, Greece, Cyprus, Bulgaria, Romania, Hungary, Slovakia, Poland, Lithuania, Latvia, Estonia, Finland and Norway).

In all these countries, NCCs have been formed in accordance with the draft regulation. The Network is inherently operational on a 24/7 basis. The nodes deployed to the NCCs and forming the network are equipped with a suite of tools that enable the users to exploit the shared information. Five updates to the suite of applications supporting the Network were delivered in 2012. In 2013 there will be further development of the analytical tools. The technologies and solutions to be implemented will provide users with the tools to effectively exploit available information and generate analytical content for strategic and/or operational use.

The fact that the number of nodes in the Network tripled, and the number of irregular-migration and related border-crime events and documents exchanged doubled between the first and second half of 2012, can be seen as

* At this stage of the work on the Eurosur Regulation, ESP and CPIP can be defined as information and analysis relevant for the purpose of detecting illegal border crossing and fighting cross-border crime at the external EU borders; information might include data provided by the MSs, Frontex, liaison officers, European and International Organisations, third country partners etc.

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two good measures of the success of the Eurosur Network.

European Situational Picture (ESP) and Common Pre-frontier Intelligence Picture (CPIP)

While the Member State NCCs insert incidents taking place outside of joint operations, Frontex enters information regarding incidents and other data on irregular migration and cross-border crime in the operational areas of joint operations. This was previously done manually on a regular basis, but from February 2013 it will be done through a semi-automated data link from the Joint Operation Reporting Application (JORA) which was developed by Frontex during 2012. Frontex also populates the ESP Operational Layer with Situational Reports, Operational Areas and Operational Plans. During 2012, over 4 500 inputs were introduced into the Eurosur system by Frontex.

At the same time, Frontex worked on widening the scope of targeted services to be delivered to the Member States, pro-actively and on request, through Eurosur. This concerns the Frontex Positioning System (FPS), which gives the position of assets such as aircraft and ships, and the Frontex Compatible Operational Image (FCOI), which enables video footage to be transmitted from operational assets, as well as a variety of other data such as satellite imagery, space-based Automatic Identification System, weather forecasts and current weather conditions, anomaly detections and environmental data.

This is done according to the principle of a Frontex 'single point of entry and exit' where fusion of the required data takes place in order to allow Member States to request and receive real, fully-fledged information services covering their specific needs.

The analysis layer is being increasingly populated and during 2012 Frontex generated

and shared a total of 270 products of various types: briefing notes, regional monitors, routes, route descriptions, facilitation analysis, migrant profiles, key developments and risk rating maps.

Common surveillance tools

During 2012, much of Frontex's work with Common Surveillance Tools was focused on reaching Service Level Agreements with the European Maritime Safety Agency (EMSA) and the EU Satellite Centre (EUSC) regarding ship reporting systems and satellite imagery, and on expanding the Concept of Operations that was developed in 2011 with a focus on the detection of small boats.

Furthermore, Frontex started to develop technical capabilities to transfer data from surveillance tools through the fusion of services and to further display the combined services, tailored to needs, in the Eurosur system, as well as procedures allowing Member States to take advantage of the abovementioned developments most effectively.

Impact levels and reaction

According to the provisions of the draft regulation, an important part of Eurosur is to connect surveillance information with operational response. Based on the Agency's risk

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analysis, and in agreement with the Member State concerned, the Agency shall attribute or change the impact levels to each of the external land and sea border sections of Member States. The Agency visualises the impact levels attributed to the external borders in the European situational picture.

The development of impact levels started in the Analysis Layer Users Group (ALUG). A first version of impact levels developed during 2012 will be tested starting in the second quarter of 2013 and implemented at entry into force. However, the methodology for assigning impact levels – including cross-border crime – will be further developed in the years to come. Also procedures for responding to Member State requests will be developed and tested in 2013.

2.3.3 Building Capacity

Frontex acts as a custodian of best practices on border management. One of its key objectives is to strengthen the border management capacity of Member States by using all available tools – operational, training or research. The assistance brought to MS by agency can take many different forms such as common risk analysis models, curricula, development of information exchange frameworks and tailored capacity building projects

such as Attica, focused on the development of training capacity (see Annex D).

Training

In 2012, the successful implementation of the Agency's mandate related to training continued despite a budget decrease of approximately 20% compared to 2011. As stated in the Programme of Work 2012, the intensity of some 2012 training activities was reduced in order to accommodate the budget constraints and the challenges deriving from the amended Frontex Regulation (developing and providing European Border Guard Teams (EBGT) training).

During 2012, within the framework of three programmes comprising 19 projects, Frontex organised 207 training activities with the participation of 2 980 attendees. A total of about 13 300 man-days were invested by the stakeholders in training activities, which can be compared to 12 900 in 2011.

Within career-path education for border guard officers, Frontex finalised the development of the Sectoral Qualifications Framework for Border Guarding (SQF), the first of its kind in the EU. This is an overarching framework for border guard education and training, with special emphasis on the integration of the principles of Fundamental Rights. The SQF follows the educational standards set at the EU level in the Copenhagen and Bologna processes (see Chapter 4).

Based on the relevant standards of the SQF, the Joint Degree Study Programme (JDSP) was further developed. Together with eight partners, all of them higher education institutions, Frontex will form a consortium with the aim of delivering the European Joint Master Degree in Strategic Border Management. The European Joint Validation Panel will be created in order to accredit the JDSP, thus enabling all partners to award the master's degree jointly. The curriculum is being developed

by a group of experts from over 20 Member States and several partner organisations such as EASO, OSCE, UNHCR and ODHIR.

The Stockholm Programme gives Frontex, together with CEPOL, a mandate to develop and implement the European Training Scheme (ETS). In 2012 Frontex was actively involved in the development of the ETS and its four strands* to ensure a harmonised approach within this process. Frontex will continue to guarantee the further development and implementation of the ETS in line with the spirit of the Stockholm Programme.

In May 2012 the updated Common Core Curriculum for basic level Border Guard Training was launched for national implementation. The updated version takes into consideration developments stemming from the Lisbon Treaty and the Stockholm Programme, and was reviewed focusing on the integration of Fundamental Rights principles. The whole updating process was carried out and led by Frontex, together with experts from the Member States and Schengen Associated Countries as well as experts from Agencies and NGOs with expertise in the relevant fields.

A career path for EUBG canine teams was also designed in 2012 and the Common Core Curriculum for EUBG canine teams' instructors was endorsed and published. The curriculum aims at establishing a common certification system based on training standards that should bring high performance canine teams to Frontex-coordinated joint operations.

A new element introduced in the amended Frontex regulation is the European Border Guard Team (EBGT) mechanism. To address the new requirements, Frontex has evaluated the content and methodology of the RABIT training and developed a new concept for training EBGT members to ensure successful Frontex-coordinated joint operations. The

EBGT training activities started in 2012 and will be further developed in 2013. (see Chapter 4)

The development of a manual on Fundamental Rights for trainers of first- and second-line border guard officers progressed to its final stage. The package comprises the manual and a trainer's toolkit. The implementation will start as soon as the translation is finalised and will follow the philosophy of 'training the trainers' to reach all relevant border guard officers with the same content in their own mother tongue.

Support for the escort officers deployed during joint return flights will be facilitated as of 2012 thanks to a special curriculum developed with MS experts in the field. While gathering common standards, focus was placed especially on ensuring the individual rights of returnees, strengthening the security of return flights and the harmonisation of return officers' competences among the Member States.

Within the further training and specialisation of border guards, Frontex launched the development of an advanced level training tool for the detection of stolen vehicles (ADESVET). ADESVET is a modern training tool that can also be used in the field. It offers a full range of theoretical information, from the situational picture, modus operandi and general

* The European Training Scheme is meant to: (I) clearly define what the basic competences are for all law enforcement officials working in cross border matters and what should be the specific competences for specifically pre-defined target groups, (II) become the European component of the general and specific education that should be received by law enforcement officials apt to operate on cross-border matters, (III) provide training which adds to or is integrated into existing law enforcement education, both at national level and at to EU level, (IV) aiming to improving knowledge, skills and values.
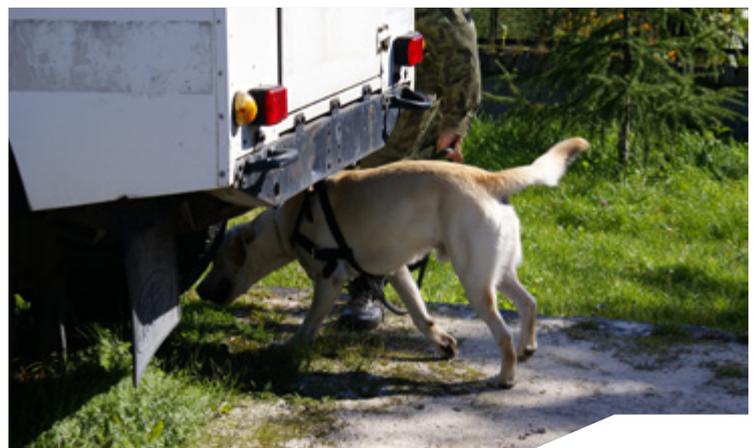
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information on vehicle registration including documents, to detailed information on specific vehicles (see Chapter 4).

Frontex started the development of e-learning components for the implementation of training activities. This will allow for the more modern and cost-effective delivery of elements of Frontex training. Eventually border guards will be able to attend lectures and use training tools via the Internet, before, during, after, or in some cases even instead of, physically attending a course. Further efforts were made to develop an e-learning tool on the Schengen Borders Code, which will allow border guards to practise border checks in the context of a virtual simulation.

In the field of training, 2012 also saw the development of a mid-level English-language training tool for border guards at airports and the publication of a trainers' manual on anti-trafficking in human beings (developed in 2011). The latter was translated into 14 national languages.

Research

In 2012 Frontex continued to play a major role in European security research, working in close conjunction with the European Commission and also with representatives of the research and technology community.

Frontex continued to follow and contribute to research relevant for the control and surveillance of external borders. At the core of its research and development activities is the exploration of the potential offered by new border management technologies to meet the dual objectives of enhancing security and facilitating travel.

Within the framework of two programmes run by the Agency – Border Checks and Border Surveillance – there were several projects implemented resulting in the production of, among others, nine reports and studies.

The Border Checks Programme has been actively driving the process of the harmonisation and development of standards, both operational and technical, for border checks.

In 2012, under the leadership of Frontex, the Automated Border Control (ABC) Working Group elaborated 'ABC Best Practice Operational Guidelines' and 'ABC Best Practice Technical Guidelines'. The two documents present a compendium of best practice guidelines on the design, deployment and operation of ABC systems and are targeted at different expert groups (project managers, technicians and operators, etc.).

Furthermore, Frontex and the European Commission co-hosted the First Global Conference on Automated Border Control – Border Crossing as Easy as ABC – in Warsaw in October 2012. The objective of the conference was to provide a platform to launch an international dialogue on ABC-related issues among all relevant stakeholders and to foster discussion on a comprehensive way forward (see Chapter 4).

The Frontex-led Advance Information (AI) Working Group has been working on an 'API (Advanced Passenger Information) Starter's Kit' conceived to facilitate the rollout of such systems. Two products have already been issued: the 'Cost Benefit Analysis for Supporting the Decision-Making Process' and the 'Guidance Document Covering the Use of External Borders Fund for Supporting Decision-Making Process'. In the institutional dimension, targeted support was given to Member States and third countries who requested Frontex support on AI matters, both technical and operational. Along the same lines, Frontex also contributed to a study on the implementation of the API directive commissioned by the European Commission.

Finally, the development of the Virtual Border concept towards shaping the future of

border checks was concluded, and is now ready to undergo peer review and validation. The key aim of the Virtual Border is to enable the risk-based end-to-end facilitation of travellers by: (1) verifying travellers' identity early and reliably, (2) carrying out checks in advance, and (3) providing facilitation during the travel process. The Virtual Border refers to a broad management approach that enables a number of facilitation services, security benefits and cost effectiveness for the different stakeholders involved.

Within the framework of the IDCHECK project, Frontex facilitated the exchange of information between the Agency, EU Member States and the United States Department of Homeland Security on the use of biometrics at the border through the joint organisation of specialised workshops in Warsaw and Washington D.C.

Furthermore, Frontex organised a 'Document Challenge' exercise, together with the UK National Document Fraud Unit. During the exercise the performance of 26 document experts was checked against 10 automated document inspection systems in quickly identifying genuine or false 'real' documents.

Another simulation exercise was set up to understand how border guards take decisions in the first line of border checks and how a machine performs in assessing credibility, and whether border guards can make better decisions with the assistance of the machine. The exercise pitted the skills of border guard experts from 14 Schengen Member States against the AVATAR (Automated Virtual Agent for Truth Assessments in Real time), developed by the University of Arizona in performing spotting, first- and second-line checks. The exercise resulted in the development of the 'Technical Report on Simulation on Passenger Risk Assessment, Joint Operation Champions League 2012'.

Within the context of the Research & Development Forum Project, Frontex continued to facilitate the Working Group (WG) composed of experts from Member States with external land borders, with a view to accomplishing a two-fold objective: 1) to draw an inventory of border check practices at land Border Crossing Points (BCPs), and 2) to identify, where possible, a number of 'good practices' implemented in the Member States on certain aspects of the checking process. The results of this investigation were outlined in a report on 'Good Practices in border checks at EU land BCPs' (forthcoming in the first quarter of 2013).

The Visa Information System (VIS) Project, through its Member States Working Group, successfully developed a document entitled 'Good Practices in practical implementation of the Visa Information System at borders'.

The focus of the second programme, Border Surveillance, was on the ongoing development of aerial and ground system solutions for border surveillance.

The ALL EYES 2012 Project achieved its objectives of keeping Member States informed concerning new technological developments in the field of remote sensing and detection technologies while also facilitating the deployment (try-out) of new technologies for

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border surveillance in Member States and in the context of Joint Operations organised by Frontex. The objective of providing opportunities for end-users and industry to exchange views, experience and needs was achieved by organising conferences and workshops such as 'the Remotely Piloted Aircraft Systems (RPAS) Border Surveillance Workshop' arranged in cooperation with the Chief Directorate Border Police of Bulgaria.

In 2012, for the first time, industry presented technologies for land border surveillance in a Frontex Joint Operation operational environment during a green border surveillance workshop and demonstration in Alexandroupolis, Greece. The technologies included aerial systems with live video streaming, unattended ground sensors (UGS) (seismic, magnetic, passive infrared, pressure etc.), sensors for movement detection, surveillance solutions (consisting of UGS and surveillance cameras or radars in conjunction with surveillance cameras), a transportable surveillance tower, and various new technologies for supplying energy for sensors placed in remote locations. The systems were demonstrated both during daylight hours and at night.

As a result of the same project, a 'Study on Remotely Piloted Aircraft Systems (RPAS) de-

ployment for European border surveillance' was prepared. The study provides technical, operational, and market information concerning various categories of RPASs, as well as an analysis of performance and cost-efficiency related to the use of RPAS.

Another project under the Border Surveillance Programme, 'Intelligence and Communication', explores solutions to advance the processes of border security-related information gathering, dissemination and sharing across Member States. In 2012 Frontex developed the Frontex Real-time News Event Extraction Framework, capable of extracting structured information on a wide range of border security-related events from online media in eight major languages. Extracted information is then connected to the Eurosur pilot information exchange network for explorative purposes to populate the system with open source information on border-related incidents.

Frontex also managed to develop the first version of BorderTechNet, a web-based platform for sharing, exchanging and disseminating information in the field of research and development in the border-security domain. The platform was developed using solely open source software in order to maintain the high cost-efficiency of the activity.

2.3.4 Administration

The administration services of the Agency continued to support the core business of Frontex in a flexible and agile manner. Human Resources ensured that the staffing requirements for 2012, within the constraints of a zero-growth policy, were met. The Finance Unit ensured that programmes, projects and services were allocated sufficient financial means. Frontex's administration provided assistance and support to the everyday operations of the Agency, whether at

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the HQ in Warsaw, the Frontex Liaison Office in Brussels or Frontex Operational Office in Piraeus, Greece.

In addition, the tendering process for new premises for the Frontex HQ, initiated in 2011, was successfully completed in 2012. The Frontex Executive Director signed a lease contract with the winning tenderer in mid-December 2012 for the provision of office space for the new premises. The new premises are to be ready by the end of 2014 with the Agency starting its operations in the new location as from January 2015.

2.3.5 Transparency and Access to Information

Frontex Visual Identity

In March 2012 Frontex adopted a new logo, easier to read and more cost-effective to reproduce, combining an image of interconnected bridges in different colours, representing – following the rationale of the old logo – the three different borders (air, land, sea), with Frontex displayed in a new font. The logo is endorsed by the European Union flag to underline that Frontex is an EU agency.

The call for a new logo came with the start of the process of amending the Frontex Regulation back in 2010, which foresaw a new direction for Frontex once the new Regulation was in force. It became apparent that a new visual presentation of Frontex was needed not only to better reflect what the Agency is and how it operates, but also to standardise Frontex communication, by projecting an image that creates instant recognition.

Providing Information to the Public

In 2012 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 for over 100 media outlets in Europe and beyond. As in previous years, the developments at the Greek-Turkish border drew most interest. Consequently, Frontex activities and information about migration provided by Frontex publications appeared across a wide range of media throughout Europe.

In 2012 there was a 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 200 requests for information and held some 30 meetings with individual researchers and student groups. Many academic institutions, such as border guard and police academies, included study visits to Frontex in their curriculum.

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.

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In 2012 Frontex realigned its website, making it more user-friendly and comprehensive. The new website now has Audio-Visual content, with short videos and a variety of photos illustrating Frontex activities uploaded on a regular basis. A new video, "Fair play at the border", showed how European border guards worked together during the Euro 2012 football championship.

The annual European Day for Border Guards (ED4BG) event was held in May, attracting more than 600 border guards from EU and Schengen-Associated countries.

Access to Frontex documents in 2012

In 2012 Frontex received sixteen applications for access to documents on the basis of Regulation (EC) No 1049/2001.

Eleven applications concerned Frontex Working Arrangements with third countries and international organisations, two concerned Frontex training materials, one concerned Frontex operational plans, one concerned Frontex relations with industry and the last one concerned access to the Frontex risk analysis handbook.

The profiles of the applicants ranged from students to researchers and non-governmental organisations.

Full access to the requested documents was granted to eleven applicants, partial access was granted to four applicants and there was one rejection.

The reason for refusing an application was for the protection of public interest as regards public security foreseen in Article 4.1(a) of Regulation (EC) No 1049/2001.

There was no confirmatory application submitted and no complaint lodged to the European Ombudsman.

Sharing information is very important to Frontex; one of the Agency's objectives is to provide sound information about its activities in border management to all stakeholders, including the general public (see Annex G).

2.3.6 Data Protection

Frontex attaches particular importance to data protection issues. Frontex's Data Protection Officer (DPO) assures continuous supervision over data protection processing in the Agency, ensuring its compliance with the European data protection framework. Increasing data protection awareness within Frontex resulted in reinforcing the DPO with a Deputy DPO, who was appointed by the Executive Director in September 2012.

The DPO continued to actively participate in the coordination of Frontex's day-to-day data processing, attaching utmost importance to staff-related issues and processing related to the core business of the Agency. The DPO supported Frontex internal data controllers in preparing data protection notifications, both through individual consultations and by preparing a Handbook for Data Controllers containing guidelines and practical procedures developed to ensure high data-processing standards. The DPO was involved in organising the EU Justice and Home Affairs Agencies Expert Data Protection Conference that was held at the Frontex premises in September 2012.

Frontex has maintained its cooperation with the European Data Protection Supervisor (EDPS) in implementing suggestions and opinions issued by the EDPS, in particular with reference to previously made prior-check notifications. Taking into account the EDPS's recommendations, the DPO further developed internal rules, policies and procedures relating to data processing in order to achieve a higher level of compliance with the

EU data protection framework, in particular with Regulation (EU) No 45 / 2001.

2.3.7 Fundamental Rights

The respect for and promotion of fundamental rights in all Frontex activities remains a high priority for the Agency. Hence Frontex has been active in the implementation of the Fundamental Rights Strategy and provisions of the amended Frontex Regulation. The latter foresaw the establishment of the Consultative Forum (CF) assisting the Executive Director and the Management Board in fundamental rights matters. In September 2012, following an open call for expression, 6 specialised organisations (international organisations and EU Agencies) and 9 civil society organisations formed the Consultative Forum. Pursuant to the Regulation an independent Fundamental Rights Officer (reporting directly to the Management Board and to the Consultative Forum) was designated by the Management Board to contribute to the mechanism for monitoring fundamental rights.

Operational activities also saw a development in the form of the strengthening of the fundamental rights aspect of the Operational Plan template and adoption of a Standard Operational Procedure to ensure the respect for fundamental rights in Frontex activities (joint operations and pilot projects). Apart from the 'Frontex Code of Conduct for all Persons Participating in Frontex Activities', a new Code of Conduct for joint return operations was drafted and submitted to the CF for consultation.

In the area of training a full palette of new instruments and training manuals was developed in 2012. This started with the update of the Common Core Curriculum, and expanded through the development of the Fundamental Rights Training Manual, Traf-

ficking in Human Beings for Border Guards, and Fundamental Rights Training Courses for EBGTs and Frontex staff.

The year 2012 was particularly marked by the start-up of structural official cooperation with civil society organisations active in the field of migration and fundamental rights. Now the Agency has a complete toolbox to mainstream and ensure respect of fundamental rights that will be further developed, refined and revised in 2013 and the following years (see Annex F).

2.3.8 Ethics & Integrity

In 2012, the Agency adopted 'the Frontex Staff Code of Conduct' merging several existing codes into one comprehensive set of principles and rules guiding the conduct of Frontex staff members. The Code reflects all provisions of 'the European Code of Good Administrative Behaviour' developed by the European Ombudsman.

The Frontex Staff Code of Conduct helps the staff of the Agency to understand and implement public service principles and guides readers on how to deal with inquiries and how to carry out their duties independently and impartially. The Code also addresses the issue of conflicts of interest, complementing other internal rules and guidance on the matter, and gives guidance on how to comply with statutory obligations with respect to gifts and hospitality offers.

The Code is complemented by 'the Frontex Code of Conduct for Persons Participating in Frontex Activities'.

As a complementary action, the Agency organised compulsory training for all staff on ethics and integrity in order to raise awareness and refresh the savoir-faire in relation to ethics and conflicts of interest.

3. Summary of Budgetary and Staff Issues 2012

3.1. Budgetary Developments

2012 can be described as a year of zero growth both in terms of financial and human resources (initial budget EUR 85 million) for activities as indicated in the Frontex Programme of Work 2012, which provided many challenges to keep activities up and running particularly when viewed within the context of the amended Frontex Regulation.

Frontex Management Board adopted on 19 March 2012 an amending Budget 2012 N1 for additional staffing requirements (eight Temporary Agent posts) to implement the extra tasks expected from the Agency as a result of the amended Frontex Regulation but on a budget neutral basis. This amending Budget 2012 N1 did not materialise; therefore the European Commission included some of the posts requested in the Frontex Budget 2013.

The Management Board adopted on 31 October 2012 a second budget amendment (Budget 2012 N2) for an additional EUR 4.6 million which was requested and the budgetary authority adopted this amendment in November 2012. Thus the final budget for 2012 amounted to EUR 89.6M. This budget amendment was based on a partial release of a EUR 9 million reserve fund put into place by the Budgetary Authority when adopting the Frontex budget for 2012; it was linked to the following conditions "The appropriations put into the reserve or parts of it shall be released in case this is necessary for the Agency to ensure the continuation of operations in the Mediterranean and at the border between Turkey and Greece".

Comparing the final budgets of the past years, it may be noted that the budget in-

creased steadily until 2011. In 2011 additional funds of EUR 31.8 million were allocated to respond to the North African crisis. In 2012, the budgetary allocation was higher than the initial budget from 2011 before the amendment.

A concerted approach and effort was taken by the Agency leading to a situation where by 31 December 2012, 99% of appropriations were committed and 75% of such appropriations were used for payments. The use of payment appropriations as a percentage of the regular budget increased by 9 percentage points compared with 2011. This marks an improved budget execution for the Agency from previous years. The final actual utilisation of appropriations will be higher as Frontex has the opportunity to make payments on carry-over appropriations until 31 December 2013.

Figure 1: **Budget development**

Euro thousands

Year (% indicate year-to-year budget change)
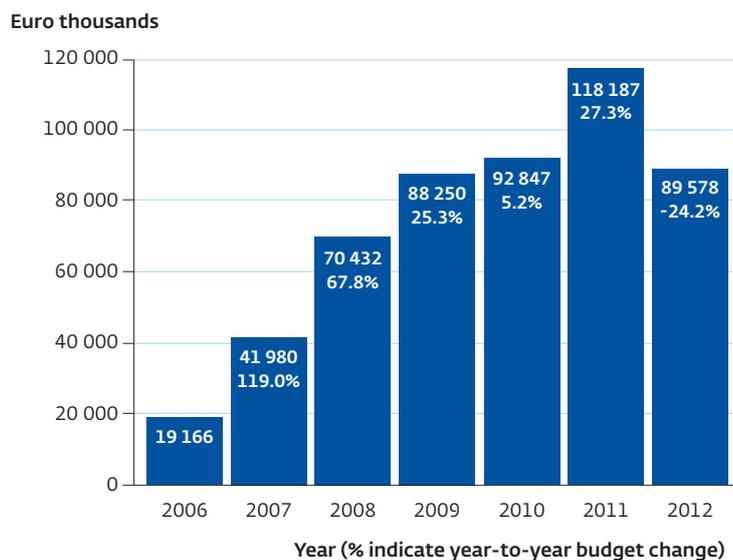
Figure 2: **Final Budget Distribution**

- Staff
- Other Administrative
- Operational Activities
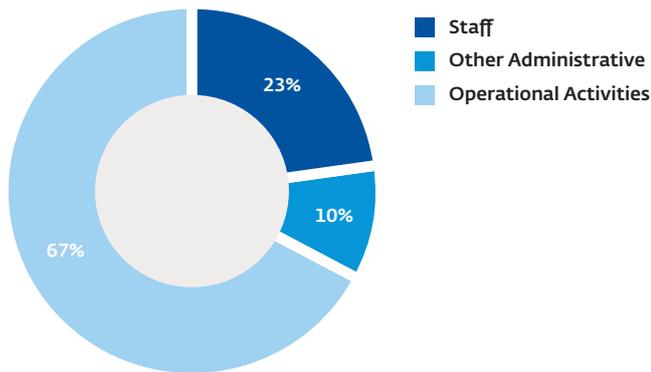
3.1.1. General Budget

In the chart above, the distribution of the 2012 budget reflects the importance given to operational activities: there is a 67:33 distribution ratio between operational and administrative titles.

3.1.2. Operational Budget

From the 2012 operational budget of EUR 59.8 million, 80% of the available funds were committed for Joint Operations (Land, Sea, Air borders and Return Cooperation)

Figure 3: **Operational Budget Distribution**

- Land Borders
- Sea Borders
- Air Borders
- Return co-operation
- Risk analysis & Frontex Situation Centre
- Training
- Research & Development & Eurosur programme
- Pooled Resources & RABIT deployment
- Misc. operational activities
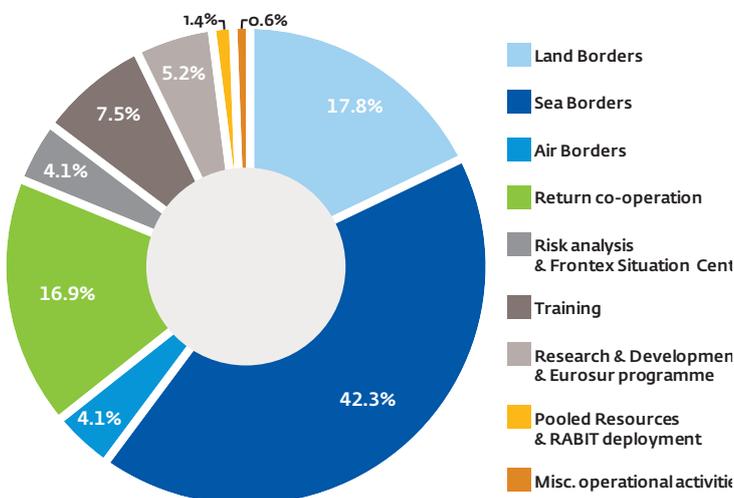
as indicated in the chart below. This allocation of funds is based on the Frontex Multi-annual and Annual Programmes of Work as adopted by the Frontex Management Board.

3.2. Use of appropriations 2011 carried forward to 2012

At the close of the 2012 financial year Frontex ascertained the total use of payment appropriations received in 2011. Of the total amount carried forward from 2011 to 2012, € 31.7 million was paid in 2012, while € 7.1 million needed to be cancelled; the main reason for the cancellations are related to the fact that the 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 2011 was 93%.

3.3. Human Resources

The year 2012 brought many challenges to the Frontex Human Resources area, all of which were dealt with efficiently and successfully. The Human Resources Sector contributed to the management of personnel in three main areas: Recruitment and Selection, Staff Development, and Training and Personnel Administration. In addition, a standardisation of job descriptions across the Agency was completed as was the second Annual Staff Survey, which showed a much improved response rate.

3.3.1 Recruitment

In all, 1812 applications were received for vacant positions – Temporary Agents, Contract Agents and Seconded National Experts. Thirty-two recruitment procedures (37 persons recruited) were launched, with a further 16 initiated to be finalised in 2013. 114 interviews were carried out. The total staffing

	Total number of staff on 31 December 2011	Establishment Plan 2011	New posts 2012 recruited in 2012	Posts vacant in 2012	(Replacements) recruited in 2012	Total number of staff on 31 December 2012	Establishment Plan 2012
TA	141	143	0	13	9	137	143
CA	85	88	0	10	9	84	87
SNE	78	83	0	14	19	82	83
Total	304	314	0	37	37	303	313

Figure 4: **Recruitment figures 2012**

figure at the end of 2012 was 303 of a total approved figure of 313.

A breakdown of staff by Frontex Unit and number of Temporary Agents is attached as Annexe I and Annex J.

3.3.2 Staff Development and Training

In the reporting period 290 staff attended 76 training courses (21 general and 55 specific). Additionally, 20 language courses and 8 ethics training sessions were carried out.

A Memorandum of Understanding between Frontex and DG DIGIT (European Commission), which will widen the training possibilities for Frontex staff, is under preparation for signature in early 2013.

The online staff appraisal, as introduced in 2010, has been improved based on feedback received from staff and a reclassification exercise was carried out resulting in 5 staff members being promoted.

26 internships, from a pool of 300 applications, were taken up in 2012, contributing greatly to the areas where they were assigned.

The contract renewal policy was modified and standardised to take into consideration experience gained from the process in 2011.

3.3.3 Personnel Administration

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

The human resources database and leave management applications were further developed, providing improved efficiency to the sector.

Based on increased demands from the Frontex business areas, a contract was signed with an external company to provide interim HR services on a short-term basis. To date, this has resulted in eight 'interim' external staff being recruited.

4. Achievements

European Union Document-Fraud (EDF) network established

Document fraud is widely acknowledged by members of the EU border-guard community to be important for several reasons. Firstly, document fraud allows migrants in irregular or unlawful situations to enter the territory of a Member State, and potentially also to move freely within the Schengen area. Secondly, individuals assuming a bogus identity and operating within black markets seriously affect internal security, and undermine international criminal investigations as well national social systems and the ability of any state to effectively manage and protect its legitimate communities. Finally, document fraud profits and progressively demands closer and stronger links to organised crime groups as modern documents require more skilled and expensive techniques to produce quality forgeries.

However, until recently there was no regular or consolidated information exchange among Member States and thus no overall analysis of trends in the field of document fraud at the EU level. To address this information deficit, and following on from the success of the Tailored Risk Analysis on document fraud in 2010, the European Union Document-Fraud Risk Analysis Network (EDF-RAN) was formed in early 2012 to serve as a platform for information exchange among Member States.

Overseen by Frontex, during 2012 some 28 Member States / SACs met and exchanged information on three separate occasions, including at a Presidency event hosted by the Cypriot authorities. This network also instigated and maintained a detailed and complex monthly data-exchange programme covering all detections of document fraud at the external borders and on all international flights. This data exchange was underpinned by tight definitions and guidelines which all Member States / SACs signed up to. In May 2012, these data were used by the Risk Analysis Unit to produce the first EDF Annual Risk Analysis (EDF-ARA), which significantly increased the situational awareness of the extent and nature of document fraud used to illegally enter the EU / Schengen Associated Countries.

PULSAR data collection provides added value for situational awareness

Taking into account the limited number of operational activities at the external air borders in 2012, the information exchange independent of operational activities become of growing importance. Pulsar is a weekly data collection mechanism that obtains irregular migration data from over 110 airports in the EU, and some third countries, across a range of parameters. The data are collected and analysed in a weekly report distributed to all participating countries. Such reports currently provide the most up-to-date available situational picture of activity at the external air borders of the European Union.

Data collected matches irregular migration phenomena to both routes and airlines, enabling both Member States and Fr ontex to concentrate operational activity on particular flights identified as being of risk.

2012 saw an improved use of software analysis tools to provide a clearer and more accurate picture. More importantly, this provided a trend alert system that allows information concerning emerging phenomena identified across the EU's airports to be communicated to Member States in a timely manner.

Frontex Positioning System

Frontex Positioning System (FPS) is a single, integrated, real-time, automated system for tracking assets deployed in Frontex-coor-

dinated Joint Operations (JO) and displaying the position of assets in real time. It also calculates the running costs of those assets, thus providing for automated procedures for assimilating and reporting financial data within JOs. It will also become a tool contributing to the Eurosur operational layer by providing information on assets deployed in JOs.

For this purpose, all assets deployed in JOs must be equipped with a portable GPS / satellite transceiver to be installed on board the asset.

Information regarding the assets (time, position, speed, course, height, type) sent via portable equipment is received in the ICC / NCC or another location defined in the Operational Plan and is displayed on the screen of the portable operational module in real or near real time. In this way it can increase the awareness of resources and provide the responsible persons with timely, accurate and complete information on which they can base daily decisions; facilitating the operational cycle of JOs. It will also contribute to the more effective involvement of these assets in Search-And-Rescue operations when relevant.

The system's software enables the automatic calculation of costs related to the assets, thus facilitating the financial management of JOs.

The scope of the first phase of the Pilot Project was to create a prototype of the tracking system with a financial module to facilitate the operational and financial management of Frontex coordinated JOs, and this was accomplished.

The scope of the second phase of the Pilot Project is to continue to work on the already existing prototype of the FPS in order to verify its full operational capability and its ad-

equacy and suitability for Frontex JOs and other activities.

Frontex Compatible Operational Image

The core idea of the Frontex Compatible Operational Image (FCOI) is to implement a secure transmission of the Operational Image from the deployed technical resource, within the framework of Frontex Joint Operations, to coordination centres in real time. It will provide the areas of decision making, planning of personnel and reaction capability with a more complete situational awareness picture and, therefore, reduce the loss of lives at sea and the number of irregular migrants who enter the EU undetected.

The main aim of the Pilot Project is to study and later develop a platform that can bring together all the data collected by the assets deployed and to broadcast that in real time to Coordination Centre(s) on a regional or national level.

During the pilot phase in 2012, the FCOI was implemented in order to verify its full operational capability and its suitability for Frontex JOs. In parallel to this, the possibilities to facilitate the exchange of operational information and intelligence on incidents with the real-time operational picture provision to Eurosur, the European Situational Picture and / or National Situational Picture is still under investigation and intensive efforts will be made in this direction.

The selected Member States participating in Frontex-coordinated Joint Operations provided their own technical equipment, which allowed for the secure transfer of the Operational Image from the deployed unit to a ground receiver and then, using data security equipment provided by Frontex, to the Coordination Centre.

Training for EBGT members: EBGT Induction Training and Profile Training

The concept of European Border Guard Teams (EBGTs) was introduced in the amended Frontex regulation. The EBGTs will increase the quality of the joint operations and all guest officers deployed to joint operations shall be members of this pool. To ensure that appropriate training can be provided to the officers, Frontex has developed induction training for all officers as well as specialised training for some of the 13 profiles of the EBGT pool (see Figure 5: EBGT Profiles – p.41).

EBGT Induction Training

The EBGT Induction Training aims to ensure a consistently high standard of the knowledge and skills required from European border guards to carry out their work effectively as members of European Border Guard Teams.

It provides the officers with training in relevant Union and international law, including fundamental rights and access to international protection and guidelines for the purpose of identifying persons seeking protection and directing them towards the appropriate facilities. According to the Regulation they are required to have this knowledge before their participation in operational activities. Furthermore, the induction training prepares the officers for the practical work involved in the joint operations.

The training is diverse and demanding, covering a broad range of topics – from Fundamental rights and Trafficking in Human Beings (THB), to the Operational Plan, deployment readiness, Frontex Code of Conduct and risk awareness. This EBGT Induction Training is open to all EBGT members regardless of their specialist profile.

The training development started in November 2011 and at the end of May 2012 the first training was conducted as a pilot. Within the following six months, 259 members of the EBGT pool were trained and equipped with knowledge to perform their duties in joint border operations in Europe.

Profile training for EBGT members

In addition to EBGT Induction Training, Frontex provides EBGT members with profile training for selected profiles. This kind of training is conceived to address particular operational needs and matches the competence requirements with the currently offered proficiency. Profile training covers the complete scope of specialised expertise, facilitates the application of best practices for the defined job competence and could also inspire the implementation of certain profiles at the national level.

Since 2011, Frontex has organised the following specialised training courses: Debriefing Experts (55 experts from 19 countries trained); Screening experts (78 experts from 24 countries trained); Second-line Interview Experts (47 experts from 19 countries trained).

Since 2012, all three fields of training are considered specialised profile training for EBGT members. To facilitate the fast, complete and

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cost-effective preparation of experts, each of the mentioned profile training courses is followed by an EBGT update session.

Sectoral Qualifications Framework for Border Guarding

Last year Frontex, together with a group of 40 training and operational experts from the Member States and Schengen Associated Countries, developed the Sectoral Qualifications Framework (SQF) for border guards, a first of-its-kind in the EU law enforcement field.

Their objective was to build a framework that would facilitate the national integration of Frontex common training standards and would promote European best practice in training design and training development, in line with the Bologna and Copenhagen principles.

The SQF is a European reference framework for all border guard learning requirements and occupational standards. The SQF encompasses all levels of qualifications acquired in vocational and academic education, as well as training, in the field of border guarding. In order to close the gap between learning and practice the creators of the SQF mapped all known border-guarding tasks, which will en-

sure that all training courses developed in the future, and based on the SQF, will be operationally relevant.

Sectoral frameworks are among the main tools introduced by the Bologna process to achieve harmonisation and mobility of learning within various professional sectors. The SQF for Border Guarding clearly delimits the scope of border guard training, education and occupational standards regardless of other organisational responsibilities. It creates a possibility to accredit and validate all training courses and provide training certificates that may be recognised by all European countries and national education systems.

On development or review, all Frontex training products (e.g. curricula, courses, manuals) will be aligned to the SQF.

Automated Border Control (ABC)

Frontex and the European Commission co-hosted the first global conference on Automated Border Control (ABC) – 'Border Crossing as Easy as ABC' – in Warsaw on 25–26 October. The two-day event gathered more than 200 representatives of Member States and Agencies, third countries, 10 international organisations and standardisation bodies, 21 technology providers and 11 research bodies to discuss operational and practical challenges and risks linked to the use of automation, the need for and benefits of global interoperability and the ways in which this can be achieved and promoted. Speakers came from as far as Australia, Canada, Hong Kong, New Zealand, the Russian Federation, Saudi Arabia and the United States to share their experience and practices with a view to finding common solutions and ways forward.

The Global ABC Conference was the first initiative on a global scale to foster discussion on the harmonisation and interoperability

needs for ABC solutions worldwide. A number of topics stood out as unifying themes for the conference. In terms of harmonisation, standardisation, and interoperability, the need for a single global body was uniformly voiced. In the area of exchanging best practice and practical cooperation, Frontex was identified as the only body acting as such a forum and driving harmonisation from the user perspective. Frontex was encouraged to continue playing this role and to work in this area.

The Conference received outstanding reviews and feedback from participants, who expressed a wish for a follow-up event and for it to be made an annual event. As a result, Frontex plans to organise the next ABC Global Conference in November 2013.

ADESVET: Advanced Detection of Stolen Vehicle Training

More than 1.2 million motor vehicles are stolen each year in the EU. A significant proportion of these vehicles are stolen by organised criminals and converted and transported abroad.

In order to promote the fight against this form of organised crime, Frontex launched the development of an advanced level training tool for the detection of stolen vehicles (ADESVET). ADESVET is a modern training tool that can also be used in operations. It offers a full range of theoretical information, from situational picture, modus operandi and general information on vehicle registration, including documents, to detailed information on specific vehicles.

The training tool was developed through an extensive engagement of national experts in strategy workshops, expert group meetings and field-tests. ADESVET provides border guard officers with easily accessible in-depth information needed to identify sto-

len vehicles. The tool promotes coherence in educational practices by aligning trainer's education, instructional material and assessment practices.

The Advanced Detection of Stolen Vehicles Training Program is generic in nature and suited to adaptation to varied national contexts to target specific local problems. The new training tool opens new ways of learning (e-learning) for many border guard officers through interactive menus, audio, video and 3D images of vehicles. The system supports sequential and hierarchical links between modules and sections and is supported and updated via the Internet. ADESVET provides many additional opportunities for browsing the training material compared to traditional manuals and PowerPoint presentations.

The tool is primarily designed for training purposes but can be used independently in field operations and as reference material by national experts, and was deliberately developed in a generic format and modular fashion to facilitate translation and adaptation to local and national contexts. The implementation process involves contextualisation, translation, validation and end-users training.

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Consultative Forum inaugural meeting at Frontex HQ, October 2012

Establishment of the Consultative Forum on Fundamental Rights

While six specialised organisations (international organisations and EU Agencies) were invited to the committee directly by the MB decision of 23 May, an additional nine civil society organisations were selected by a specially created drafting committee in July following an open call for expressions of interest in May. The committee also established a reserve list and a registry of organisations, which could be called upon as ad hoc experts when discussing specific agenda items.

It was important to limit the number of members of the CF in order to make its work more efficient. Thus the participation of European or internationally active civil society organisations which themselves could ideally represent more than one organisation (umbrella organisations) was favoured in

the selection process. The members of the Frontex Consultative Forum on Fundamental Rights are:

- Amnesty International European Institutions Office,
- Caritas Europa,
- Churches' Commission for Migrants in Europe,
- Council of Europe,
- European Asylum Support Office,
- European Council for Refugees and Exiles,
- European Union Agency for Fundamental Rights,
- International Catholic Migration Commission,
- International Commission of Jurists,
- International Organisation for Migration,
- Jesuit Refugee Service,
- OSCE Office for Democratic Institutions and Human Rights,
- Platform for International Cooperation on Undocumented Migrants,
- Red Cross EU Office,
- United Nations High Commissioner for Refugees.

The Working Methods and Modalities for the Transmission of Information (WM) to the CF were discussed with the CF members at a preliminary meeting on 5 September 2012 and, following their input, were adopted by the Frontex Management Board on 27 September 2012.

The Consultative Forum officially started its work after the inaugural meeting in Warsaw on 16 October 2012.

Figure 5: **EBGT Profiles**

Debriefing Expert

An officer who interviews a person having crossed, or having attempted to cross, an external border irregularly, in order to collect information for raising operational awareness or for analytical purposes.

Screening Expert

An officer who interviews an undocumented person having crossed or having attempted to cross an external border irregularly and establishes assumptions on that person's most probable nationality.

Second-Line Interview Expert

An officer who interviews third country nationals in the second line of a border crossing point as part of entry or exit checks and, during this activity, also collects information for intelligence purposes.

Frontex Support Officer (FSO) for Deployment and Logistics

An officer who supports Frontex in deploying and managing operational resources (experts and / or technical means) in the framework of a rapid intervention or a joint operation either at the headquarters, or in the operational area.

Second-Line Airport Officer

An officer who carries out second-line border checks at airports and who has experience of border control at the external air borders.

First-Line Officer

An officer who has experience in carrying out first-line border checks at border crossing points, or spot-checks within the territory of a MS, in order to ensure that persons, including their means of transport and the objects in their possession, may be authorised to enter or leave the territory.

Advanced-Level Document Expert

An officer who has experience in carrying out thorough examinations of all kinds of border-related documents and who provides support to first-line officers.

Border Surveillance Officer

An officer who carries out border surveillance duties at the external borders or within the territory of a MS in order to prevent unauthorised border crossings, to counter cross-border crime and to take appropriate measures.

Frontex Support Officer FSC

An officer who has the skills to support the FSC Duty Officer in performing the following duties:

(i) Processing operational information and producing operational reports

(ii) Using surveillance tools provided within the framework of Eurosur and coordinating internal and external stakeholders, managing the activation of these tools and processing the information obtained.

Frontex Support Officer

An officer who assists Frontex in the performance of its duties and who is deployed at the operational location from where the most efficient support can be provided in order to ensure the effective implementation of operational activities.

Mobile Operational Unit Officer

An officer who supports the national authorities of the Host Member State in collecting information upon the apprehension of irregular migrants, with the aim of identifying those suspected of being involved in the facilitation of irregular migration, human trafficking and other cross-border crimes.

Stolen Vehicles Detection Officer

An officer who has experience in the thorough verification of vehicles and their documents in order to establish whether or not they have been stolen.

Field Press Coordinator

An officer who facilitates the work of journalists covering Frontex coordinated operations on site and liaises with the Frontex press office. The FPC will be requested for operations that attract high media interest, such as rapid interventions.

5. Annexes

Annex A. List of Management Board Members

Country	Name	Position / Rank	Institution
Austria	**Mr Robert Strondl**	Chairman of Frontex Management Board till 25 Apr 2012, Major General, Head of the "Operational Matters" Department	Ministry of Interior
Belgium	**Mr Peter Muyshondt** *replaced by*	Chief Superintendent	Directorate of Administrative Police and Operations, Federal Police
	Mr Tony Muton *as of 1 May 2012*	Superintendent	Directorate of Administrative Police and Operations, Federal Police
Bulgaria	**Mr Zaharin Penov**	Senior Commissioner, Director	Chief Directorate "Border Police"
Cyprus	**Mr Emilios Lambrou** *replaced by*	Chief Superintendent	Cyprus Police
	Mr Glykerios Leontiou *as of 2 Apr 2012*	Superintendent A	Cyprus Police
Czech Rep.	**Mr Vladislav Husák** *replaced by*	Colonel, Director	Directorate of Alien Police Service
	Mr Milan Majer *as of 17 Aug 2012*	Colonel, Director	Directorate of Alien Police Service
Denmark	**Mr Ole Andersen** *replaced by*	Assistant National Commissioner	Danish National Police
	Mr Richard Østerlund la Cour *as of 14 Nov 2012*	Chief Superintendent	Danish National Police
Estonia	**Mr Tõnu Hunt**	Deputy Director General, Border Guard Colonel	Police and Border Guard Board
Finland	**Mr Jaakko Kaukanen**	Chief of the Finnish Border Guard, Lieutenant-General	Finnish Border Guard
France	**Mr François Lucas**	Immigration Director	Ministry of Immigration, Integration, National Identity and Solidarity Development
Germany	**Mr Ralf Göbel**	Chairman of Frontex Management Board as of 26 Apr 2012, Deputy Director General	Federal Ministry of Interior, Directorate General of the Federal Police Matters
Greece	**Mr Vasileios Kousoutis** *replaced by*	Brigadier General	Hellenic Police Headquarters / Aliens Division
	Mr Elias Papaspiropoulos *as of 14 Sept 2012*	Brigadier General	Hellenic Police Headquarters / Aliens Division
Hungary	**Mr József Hatala**	High Commissioner of the National Police Headquarters, Lieutenant General	Hungarian National Police
Italy	**Mr Salvatore Guglielmino**	Director of the Border Police and Foreigners Service	Ministry of Interior
Latvia	**Mr Normunds Garbars**	Colonel, Chief of the State Border Guard	Border Guard
Lithuania	**Mr Vainius Butinas**	Commander of the State Border Guard Service	State Border Guard Service, Ministry of Interior
Luxembourg	**Mr Pascal Schumacher**	Justice and Home Affairs Counsellor	Représentation du Luxembourg auprès de l'Union européenne
Malta	**Mr Neville Xuereb**	Superintendent	Malta Police Force, Special Branch

Country	Name	Position / Rank	Institution
Netherlands	**Mr Dick Van Putten** *replaced by*	Lieutenant General	CINC Royal Marechausse
	Mr J.A.J Hans Leijtens *as of 1 Feb 2012*	Major General,	CINC Royal Marechausse
Poland	**Mr Leszek Elas** *replaced by*	Brigadier General, Commander-in-Chief of Border Guard	Polish Border Guard
	Mr Dominik Tracz *as of 22 May 2012*	General, Commander-in-Chief of Border Guard	Polish Border Guard
Portugal	**Mr Manuel Jarmela Palos**	Deputy Chairman of Frontex Management Board till 14 Feb 2012, National Director of the Immigration and Borders Service	Aliens and Border Service
Romania	**Mr Ioan Buda**	General Inspector	General Inspectorate of Romanian Border Police
Slovakia	**Mr Ľudovít Biro**	Director of the Border and Alien Police	Ministry of Interior of the Slovak Republic
Slovenia	**Mr Marko Gaŝperlin**	Deputy Chairman of Frontex Management Board as of 15 Feb 2012, Senior Police Superintendent, Deputy Director	Ministry of Interior, General Police Directorate
Spain	**Mr Juan Enrique Taborda Alvarez** *replaced by*	General Commissioner of Aliens and Borders	National Police Force
	Mr Emilio Baos Arrabal *as of 13 Jan 2012*	General Commissioner of Aliens and Borders	National Police Force
Sweden	**Mr Klas Friberg**	Head of the Swedish Criminal Police	Swedish Criminal Police
European Commission	**Mr Stefano Manservisi**	Director General, Home Affairs	European Commission
	Ms Belinda Pyke	Director, Migration and Borders, DG Home Affairs	European Commission
Ireland	**Mr John O`Driscoll**	Head of Bureau, Chief Superintendent	Garda National Immigration Bureau
UK	**Mr Tom Dowdall** *replaced by*	Director	Border Force
	Ms Jacqueline Luetchford *as of 25 Oct 2012*	Director	Border Force
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 to the National Commissioner of Police – International Affairs	National Police Directorate
Switzerland	**Mr Héribert Wider**	Operations Sections Chief	Swiss Border Guard

Annex B. List of Management Board Decisions taken in 2012

01	Decision of the Management Board on carrying over appropriations from Budget 2011 to Budget 2012	08 Feb 2012
02	Decision of the Management Board on the adoption of the Annual Request of Ireland for 2012	16 Mar 2012
03	Decision of the Management Board on the adoption of the Annual Request of the UK for 2012	16 Mar 2012
04	Decision of the Management Board on the adoption of amendment no 1 to the Programme of Work 2012 and the Budget 2013	19 Mar 2012
05	Decision of the Management Board on the adoption of Frontex preliminary Programme of Work 2013	19 Mar 2012
06	Decision of the Management Board on the adoption of Draft Revenue and Expenditure 2013	19 Mar 2012
07	Decision of the Management Board on the Pilot project Frontex Operational Office	20 Mar 2012
08	Decision of the Management Board on the adoption of General Report 2011	20 Mar 2012
09	Decision of the Management Board on the establishment of the Drafting Committee for the preparation of the MB's analysis and assessment on the Annual Risk Assessment 2011	20 Mar 2012
10	Decision of the Management Board on the adoption of the Frontex Strategy and Multi Annual Plan 2013–2016	16 Apr 2012
11	Decision of the Management Board on establishing the profiles and overall number of border guards to be made available to the European Border Guard Teams	23 May 2012
12	Decision of the Management Board on the establishment and composition of Frontex Consultative Forum	23 May 2012
13	Decision of the Management Board creation and upgrading the post of Head of Unit	23 May 2012
14	Decision of the Management Board on Memorandum of Understanding with Turkey	23 May 2012
15	Decision of the Management Board on the adoption of the analysis and assessment of the Authorising Officer's Report on the previous financial year (annual activity report 2011)	25 Jun 2012
16	Decision of the Management Board on the adoption of Management Board's opinion on the final accounts for 2011	28 Jun 2012
17	Decision of the Management Board on the designation of the Fundamental Rights Officer	26 Sept 2012
18	Decision of the Management Board on the working methods of the Frontex Consultative Forum and the modalities of the transmission of information to Frontex Consultative Forum	26 Sept 2012
19	Decision of the Management Board establishing the procedures for taking decisions related to the operational tasks of the Agency by the Executive Director	26 Sept 2012
20	Decision of the Management Board establishing the rules related to the Technical Equipment to be deployed for Frontex coordinated operational activities in 2013	27 Sept 2012
21	Decision of the Management Board adopting the content and the modus operandi of the rolling operational plan for Joint Return Operations	27 Sept 2012
22	Decision of the Management Board on the adoption of the plan of dates for the Management Board Meetings in 2013	27 Sept 2012
23	Decision of the Management Board adopting Frontex disciplinary procedure	27 Sept 2012
24	Decision of the Management Board on the adoption of the amendment No.2 to the Programme of Work 2012 and the Budget 2012	31 Oct 2012
25	Decision of the Management Board laying down rules on the secondment of national experts with the tasks and powers of the guest officers to Frontex	28 Nov 2012
26	Decision of the Management Board on the rules concerning the costs of the members of the European Border Guard Teams	28 Nov 2012
27	Decision of the Management Board on the adoption of the working arrangement with Azerbaijan	28 Nov 2012
28	Decision of the Management Board on the adoption of the Programme of Work 2013 and the Budget 2013	21 Dec 2012

Annex C. List of Joint Operational Activities 2012

Air Borders

Name of the Project	Operational area	Duration	Participating MS and TC
PP Flexi Force Hubble Operational Module	Hosting MS: Belgium, Bulgaria, Finland, France, Germany, Hungary, Italy, the Netherlands, Norway, Poland, Portugal, Romania, Slovenia, Spain, Sweden	42 days	Austria, Belgium, Bulgaria, Switzerland, Czech Republic, Germany, Denmark, Estonia, Finland, France, Hungary, Italy, Lithuania, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, the Netherlands, United Kingdom
PP Flexi Force Visa Integrity Operational Module	Hosting MS: Belgium, Czech Republic, France, Germany, Italy, the Netherlands, Portugal, Romania, Spain	28 days	Belgium, Switzerland, Czech Republic, Germany, Denmark, Finland, France, Hungary, Italy, Lithuania, Portugal, Romania, Slovenia, Spain, the Netherlands TCs: Albania, FYROM, Serbia, Croatia, Montenegro
PP Flexi Force Eurocup Operational Module	Hosting MS / TC: Czech Republic, Italy, the Netherlands, Poland, Portugal, Spain, Sweden, Ukraine	29 days	France, Germany, Ireland, Czech Republic, Italy, the Netherlands, Poland, Portugal, Spain, Sweden TCs: Croatia, Russian Federation, Ukraine
JO Focal Points Air	Hosting MS / TC: Albania, Austria, Belgium, Bosnia, Bulgaria, Cyprus, Czech Republic, Finland, France, FYROM, Germany, Greece, Hungary, Italy, Latvia, Moldova, the Netherlands, Norway, Poland, Portugal, Romania, Serbia, Spain, Switzerland, Ukraine	357 days	Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Italy, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Slovakia, Spain, Switzerland TCs: Croatia, Moldova, Ukraine

Land Borders

Name of the Project	Operational area	Duration	Participating MSs and TC
JO Poseidon 2011 Land extension	The south-eastern external EU land borders (Greece, Bulgaria)	88 days (in 2012)	Greece (host), Bulgaria (home and host), Austria, Belgium, Switzerland, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Italy, Lithuania, Latvia, Malta, the Netherlands, Norway, Poland, Romania, Portugal, Slovakia, Slovenia, United Kingdom, Luxemburg;
JO Poseidon 2012 Land	The south-eastern external EU land borders (Greece, Bulgaria)	279 days (in 2012)	Greece (host), Bulgaria (home and host), Austria, Belgium, Switzerland, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Latvia, Lithuania, Malta, the Netherlands, Norway, Poland, Romania, Portugal, Slovakia, Spain, Slovenia, United Kingdom;
JO Focal Points 2012 Land (incl. Jo Focal Points 2011 Land extension)	Designated border crossing points and green border area. Hosting MS: Bulgaria, Estonia, Finland, Greece, Hungary, Latvia, Lithuania, Norway, Poland, Romania, Slovakia, Slovenia	365 days (permanent operation)	Austria, Belgium, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Lithuania, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, Switzerland; TCs: Albania, Croatia, Moldova, Ukraine
Project Coordination Points 2012	Designated border crossing points of Croatia, Moldova and Ukraine	36 days	Austria, Estonia, Hungary, Italy, Poland, Romania, Slovenia; TCs: Croatia, Moldova, Ukraine
JO Eurocup 2012	Poland and Ukraine, Czech Republic, Germany, Italy, Portugal, Spain, the Netherlands	29 days	Austria, Bulgaria, Belgium, Czech Republic, Denmark, Estonia, France, Finland, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Portugal, the Netherlands, Poland, Romania, Slovenia, Slovakia, Spain, Sweden, Switzerland; TCs: Ukraine, Croatia, Russian Federation
JO Jupiter 2012	Finland, Estonia, Latvia, Lithuania, Poland, Slovakia, Hungary, Romania	23 days	Austria, Bulgaria, Czech Republic, Estonia, Finland, France, Germany, Hungary, Latvia, Lithuania, Luxembourg, the Netherlands, Poland, Portugal, Romania, Slovenia, Slovakia, Spain; TCs: Ukraine
JO Neptune 2012	Slovenia	23 days	Austria, Bulgaria, Czech Republic, France, Hungary, the Netherlands, Poland, Romania, Slovakia, Spain, Switzerland; TC: Bosnia and Herzegovina, Croatia, Montenegro, Serbia

Sea Borders

Name of the Project	Operational area	Duration	Participating MS and TC
JO EPN Hermes 2011 extension	Central Mediterranean	91 days	Italy (host), Finland, France, Portugal, Romania
JO EPN Aeneas 2011 extension	Central Mediterranean	91 days	Italy (host), Iceland, Poland, Romania, Greece, Portugal, Spain
JO Poseidon Sea 2011 extension	Eastern Mediterranean	91 days	Greece (host)
JO Focal Points Sea 2011 extension	Cyprus	67 days	Cyprus (host), the Netherlands
JO Poseidon Sea 2012	Eastern Mediterranean	275 days	Greece (host), Austria, Germany, Denmark, Spain, Georgia, Croatia, France, Hungary, Italy, Lithuania, Latvia, Luxembourg, Malta, the Netherlands, Norway, Poland, Portugal, Romania, Sweden, Ukraine, United Kingdom
JO Focal Points Sea 2012	Border Crossing Points in 4 MS: Romania, Bulgaria, Spain and Lithuania	219 days	Belgium, Bulgaria, Estonia, Latvia, Lithuania, Norway, Romania, Spain
JO EPN Hera 2012	Canary Islands and Western African coasts	168 days	Spain (host), Iceland, Luxemburg
JO EPN Indalo 2012	Western Mediterranean	169 days	Spain (host), Belgium, France, Iceland, Italy, Latvia, Luxembourg, Malta, Portugal, Romania, Slovakia
JO EPN Minerva 2012	Western Mediterranean (seaports)	55 days	Spain (host), Albania, Austria, Belgium, Bulgaria, Czech Republic, Estonia, Finland, France, Georgia, Greece, Italy, Lithuania, Montenegro, the Netherlands, Norway, Portugal, Romania, Slovenia, Slovakia, Sweden, Switzerland, Ukraine
JO EPN Aeneas 2012	Central Mediterranean	167 days	Italy (host), Albania, Austria, Germany, Denmark, Finland, France, Greece, Iceland, Luxemburg, Portugal, Romania, Spain, United Kingdom
JO EPN Hermes 2012	Central Mediterranean	183 days	Italy (host), Austria, France, Finland, Georgia, Iceland, Lithuania, Poland, Portugal, Romania, Spain, Switzerland, United Kingdom

Returns

Destination(s)	Organising Country	Participating states (with returnees)	Total no. of returnees
Georgia & Armenia	Austria	Austria, Bulgaria, France, Sweden, Hungary	25
Kosovo	Germany	Germany, Austria, Sweden, Norway, Hungary	50
Colombia & Ecuador	Spain	Spain, France, Italy	99
Nigeria	Italy	Italy, Germany, Norway, Ireland, Spain	35
Serbia	Germany	Germany, Sweden	71
Georgia & Ukraine	Spain	Spain, Italy, Sweden, France, Germany, Austria, Hungary	48
Nigeria	Austria	Austria, Spain, Malta, Germany, France, Ireland, the Netherlands, Norway	56
Serbia	Germany	Germany, Sweden, France	77
Georgia & Armenia	Austria	Austria, Germany, France, Switzerland, Hungary	25
Uzbekistan	Sweden	Sweden, Finland	6
Serbia	Germany	Germany, Sweden, Belgium, Italy	92
Nigeria	the Netherlands	the Netherlands, Ireland, Spain, Luxembourg, France	33
Nigeria	Italy	Italy, Germany, Sweden, Austria	46
Kosovo	Germany	Germany, Austria, Hungary, Romania	72
Georgia & Ukraine	Spain	Spain, Ireland, Austria, Germany, France	44
Nigeria	Italy	Italy, Malta	33
Serbia	Germany	Germany, Sweden, France	100
Nigeria	Austria	Austria, Germany, Romania, Malta	28
Nigeria	Norway	Norway, Germany, Sweden, Spain, Finland, the Netherlands, Greece	30
Armenia & Georgia	Austria	Austria, France, Germany, Italy, Romania, Hungary	34
Colombia & Ecuador	Spain	Spain, Portugal	103
Nigeria & Ghana	Austria	Austria, Sweden, Ireland, France, Malta	47
Kosovo	Germany	Germany, Austria, Sweden, France	68
Nigeria	Italy	Italy, France, Germany, Greece, Norway, Poland	46
Georgia & Ukraine	Spain	Spain, Austria, Norway, France, Germany, Portugal, Ireland	43
Serbia	Germany	Germany, Sweden, Luxembourg, France	72
Nigeria	Austria	Austria, Poland, Malta, Hungary, Czech Republic, Spain, France, Ireland, Norway, Finland, Germany	54
Kosovo	Germany	Germany, Sweden, Austria, Norway, Hungary	58

Destination(s)	Organising Country	Participating states (with returnees)	Total no. of returnees
Nigeria	Italy	Italy, France	33
Gambia	Germany	Germany, United Kingdom, Finland, Sweden	0 (*)
Georgia	Austria	Austria, Ireland, Switzerland, Germany, Italy, Sweden, Spain, France	41
Nigeria	the Netherlands	the Netherlands, Germany, Norway, Sweden, France, Spain, Greece, Portugal	42
Ecuador & Colombia	Spain	Spain, the Netherlands	107
Pakistan	Spain	Spain, Ireland, Poland, Belgium, France, Sweden, Greece	59
Serbia	Germany	Germany, Luxembourg, Sweden	87
Kosovo	Germany	Germany, Austria, Sweden, Norway, Hungary	72
Serbia	Sweden	Sweden, Germany	79
Nigeria	Austria	Austria, Greece, Germany, Norway, Bulgaria, France, Romania, the Netherlands	50
Armenia & Georgia	Austria	Austria, Switzerland, France, Poland, Spain, Germany	45

* Joint Return Flight to Gambia was cancelled at the last minute due to lack of landing permit.

Annex D. Comparative Analysis of Joint Operational Activities 2012

At Sea Borders

With the aim of facilitating interoperability and flexible response to irregular migration phenomena and cross-border crime, seven joint maritime operations and seven tailored pilot projects, as well as the coordination of national patrolling in predefined European Patrol Network (EPN) areas, were implemented in 2012.

The number of operational days in sea operations in 2012 decreased slightly, by 5%, when compared to 2011 (1 941 in 2012 / 2 060 in 2011). In general, when making a comparison, it needs to be taken into consideration that 2011 was marked by the migration crisis triggered by North African revolutions and demanded a reinforced operational response package.

The number of participating EU MS / SACs in joint sea operations remained almost the same as in 2011 (28 in 2012 / 27 in 2011). There were also five third countries involved in sea operations in 2012 (three in 2011).

With regard to the financing of operational activities, the budget for the year 2012 significantly decreased by 48% to EUR 24,965,000 (2011: EUR 48,322,500). The budget difference has to be considered in the light of the Budget Amendment in 2011 to face the operational response to the mass influx of migrants resulting from the instability in North Africa.

The budget allocated for co-financing of participating MSs' additional activities increased substantially to 63% (2011: 50%).

In view of the lower budget and a decrease in migration pressure, the scale of technical means deployed was limited compared to the previous year (32,694 patrolling hours in 2012 / 44,065 in 2011).

There were fewer experts deployed (324 / 530), who performed 23% fewer man-days (17,196 / 22,590). The average duration of a single expert deployment was 39 days in 2012 (43 days in 2011). In addition, during maritime joint operations, 1 295 crewmembers were deployed (2011: 1,644) and performed 40 255 man-days (2011: 63,571).

In total, 18 064 migrants (~ 49 migrants per day) were apprehended during joint sea operations in 2012, representing a significant decrease compared to 2011 (60 605 migrants (~ 168 migrants per day). However, it must be highlighted that the high number of irregular migrants in 2011 was the result of exceptional migratory pressures, especially in the Central and Western Mediterranean. Furthermore, during joint maritime operations 258 suspected facilitators were apprehended (2011: 327).

In addition, a considerable increase in migration flows was noted in JO EPN-Indalo (95% increase in the overall number of migrants and 300% increase in the number of minors and women, most of the latter in an advanced stage of pregnancy).

As regards JO Poseidon 2012 Sea, a displacement of the migration flows from the Greek-Turkish land border to sea borders in August 2012 significantly affected the number of irregular migrants in the third and fourth quarters of 2012.

Rescuing people in distress at sea was one of the key elements highlighted during maritime joint operations. For instance, in JO EPN-Hermes, 3 391 migrants were rescued in 46 search-and-rescue (SAR) cases.

Across all the sea operations in 2012 there were 169 SAR cases and 5 757 migrants in distress were saved. That means that on average, Frontex-coordinated assets were involved in saving approximately 16 people per day.

During maritime joint operations some other types of cross-border crime were detected. In addition, 382 suspected drug smugglers were apprehended. The amount of drugs seized was over 46 tonnes, worth EUR 72.6 million. The predominant part of this was hashish: almost 44 tonnes of drugs worth EUR 68 million. There were also smaller amounts of cannabis, heroine and cocaine: altogether 2 tonnes worth almost EUR 5 million. Most of the drugs were seized in the Western Mediterranean area.

Beside this, there were 38 cases of cigarette / tobacco smuggling detected in JO Poseidon Sea, JO EPN-Indalo, JO EPN-Minerva and Focal Points Sea. The intercepted contraband of 2.4 million packets of cigarettes was worth EUR 5.6 million.

At Land Borders

The intensity of activities at external land borders in 2012 remained at approximately the same level as in 2011; seven joint activities were conducted, the same amount as in 2011.

The centre of gravity was the Greek-Turkish and Bulgarian-Turkish land borders, where Joint Operation Poseidon Land 2011 extension and Poseidon Land 2012 were implemented continuously throughout the year. These operations were focused on specialised green border surveillance and debriefing ac-

tivities, while border checks and clandestine detections at the respective border crossing points were encompassed in the framework of JO Focal Points 2012 Land. This led to improved deployment planning and coordination, as well as better utilisation of the Member States' resources.

A massive deployment of additional Greek Police officers along the Greek–Turkish land border in the framework of operation "Aspida" (Shield) started practically on 5 August 2012 along with the extensive utilisation of camps as temporary detention facilities. Turkish authorities also utilised additional technical equipment and manpower to survey the area on the Turkish side of the border.

Therefore, a temporary scale-down of the MS's deployment contribution planned from October to December 2012 was observed. In this regard the flexible approach and readiness of the home MSs (those contributing with officers / assets) should be underlined. One part of the suspended deployments was redeployed to JO Poseidon Sea and another part remained on stand-by for immediate reinforcement of JO Poseidon Land 2012 upon termination of the Aspida Operation or eventual depletion of the deterrent effect therein.

The number of hosting MS / SAC increased from 11 in 2011 to 12 in 2012, while the number of participating MS / SACs decreased slightly (27 in 2012; 28 in 2011). At the same time, the number of operational days (849) remained at the same level (843 in 2011) due to the cancellation of the second phases of JO Jupiter 2012 and JO Neptune 2012.

The total number of experts deployed significantly decreased (to 1 303 in 2012 from 1 704 in 2011). This decrease was due to the partial scale-down of the deployment level within the framework of JO Poseidon Land 2012 in the second semester.

The implementation of 2012 activities saw a slight increase of the budget allocated (EUR 10,420,000 Euro in 2012 / EUR 10,188,000 in 2011).

The Multiannual Focal Points Programme 2010–2013 served as a platform for the further development of cooperation with third countries (deployment of observers for the gathering of experience and best practices). Furthermore, the programme supported the implementation of other regional operations launched in the same operational areas and enabled the reinforcement of border sections affected by irregular migration.

The interest of third countries in participating in joint operations at external land borders remains high at eight (nine in 2011). Additionally, third countries expressed their willingness to participate in the Project "Coordination Points 2012" as hosts.

At Air Borders

Operational activities at the EU external air borders were intensified as the number of operational days of air border joint operations increased by 13.3% in comparison with 2011 (2012: 3 654 / 2011: 3 226).

The number of deployed officers (298 / 319) was 6.6% lower, but the duration of deployments, especially those related to JO Focal Points, was extended. The number of participating MS / SACs remained very high (29 / 30) and an additional 9 third countries took part in Joint Operations.

For the year as a whole, the Air Border Sector Budget decreased to EUR 2,450,000 (2011 = EUR 2,870,000) to cover the costs of activities, including those related to responding to the migratory flows from Syria.

Cooperation with Interpol was further enhanced during JO Focal Points Air via the deployment of two Interpol Officers with Arabic language skills and the "SLTD travel kit" (Stolen and Lost Travel Documents) to carry out coordinated operational action at Bucharest Airport.

The Pulsar multiannual programme clusters the air border joint operations and several pilot projects in a structured, dynamic and flexible way with a risk-analysis based perspective. One of the new elements set up was the Pilot Project Flexi Force. Its main aim was to implement recommended measures, allowing for the quick adoption / change of different operational modules according to changing intelligence indicators, thus enhancing the synergies of the information / reaction system.

The Flexi Force mechanism was designed to enable the start of a joint activity within 10 working days for efficiently impacting irregular immigration and criminal networks, leaving an "open door" for even shorter deployments and redeployments (less than one day was the record marked during the Eurocup 2012 Air implementation) with the objective of increasing the effectiveness of border checks at European Union airports. The mechanism also enhanced operational cooperation with third countries, EU Agencies and International Organisations.

During Pilot Project Flexi Force, three operational modules were carried out, between 18 April and 4 July 2012, at different Member State airports and in the Ukraine:
1. Hubble module – focusing on all irregular migration flows arriving from high-risk third country hub airports,
2. Visa Integrity module – focusing on problems related to visas,
3. JO Eurocup 2012 Air module – supporting the Polish and Ukrainian border guard airport authorities in strengthening border security measures during the EURO 2012 Football Championship).

In total, 24 Member States and 7 non-EU countries took part in the Flexi Force implementation with 107 officers deployed or redeployed and 1 020 incidents recorded.

During JO Focal Points Air 2012, the participation of Member States and SACs reached 189 deployed experts at different airports within and outside the European Union. This contributed to the enhancement of Integrated Border Management (IBM) and to an increase in operational coordination at the external borders of the European Union through establishing a permanent Focal Points system. Moldova and Ukraine, as well as the Western Balkans Countries (based on close cooperation with the MARRI Regional Centre), also joined Joint Operation Focal Points Air by hosting EU officers as observers at their main airports and through the deployment of their officers to EU airports, in order to enhance the exchange of information, experience and best practices.

Return Activities

A stable level of joint return operations (JROs) was achieved in 2012. The number of returnees increased slightly to 2 110 (2011: 2059).

Joint return operations are in principle carried out following the idea of sharing existing capacities and are based on the readiness of Member States to organise them. Norway for the first time acted as an organising country in 2012 with a joint return operation to Nigeria.

The Direct Contact Point (DCP) network on return issues demonstrated its advantageousness in 2012, adding value in terms of swift communication concerning joint return operations and the exchange of return-related information. Furthermore, it has been used for the purpose of inquires into different return-related topics among Member States.

A new transparent instrument for improved planning and implementation of JROs, the "rolling operational plan," was drawn up by Frontex to provide Member States with the necessary operational support and to structure their needs for assistance and was adopted by the Management Board.

Cooperation with third country authorities was increased in 2012 with a view to fostering the acceptance and understanding of joint return operations.

Project Attica ran continuously in 2012, with up to 15 MS / SACs participating and with interpreters deployed from IND (the Netherlands). The main objective of the project was to support Greece in building its return capacity, for instance by providing assistance in organising national return flights, the training of escorts, the acquisition of travel documents, and in the establishment of a pool of trained interview experts for identifying the nationality of detected irregular migrants (screening). Throughout the course of 2012, Greek screening coordinators took over the leading role in the planning and implementation of screening activities at the Greek / Turkish land borders. Due to the low numbers of apprehended irregular migrants and the increased capacity of trained Greek screening experts, the number of deployed Member State screening experts was reduced.

Furthermore, assistance was given to Malta in cooperation with third country delegations to carry out identifications and the acquisition of travel documents for rejected asylum seekers.

Annex E. List of Main 2012 Research and Development Projects

Border Checks Programme

ID check
(partial continuation of Dognose 2011)

The project was focused on technology and methods for the detection of document and identity fraud and deceptive behaviour at border crossing points (BCPs). The aim was to help border guards in the first line to take informed decisions in application of the entry criteria spelled out in the Schengen Border Code: the verification of the authenticity of documents, the verification of the identity of the document holder and of the purpose of travel, and the assessment of the individual risk level of until then unknown potential threats.

Advance Information

The goal of Advance Information project was to help fill the gap in the deployment of API systems in the EU by providing solutions to the main barriers identified during the research conducted in 2011 by:
- Developing an API starter kit for MSs currently without such a system in place,
- Supporting decision makers on the development of API policy.

Automated Border Crossing Systems (ABC) and Biometrics

This was the second stage of a project (operational and technical best practice guidelines produced in 2011) aiming at the further development of these documents into different areas, where either Member States are already implementing or will be implementing solutions (e.g. ABC for third country nationals) or where the European Commission will launch legislative proposals (e.g. in connection with the registered traveller programme).

Visa Information System (VIS)

The Visa Information System was rolled out for border guards in October 2011. The project gathered national VIS project managers and border guard officials tasked with implementing the system to agree on the main challenges, to identify / develop best practice guidelines for VIS implementation and practical use in the operational context and to assess any needs for training.

Research and Development (R&D) Forum

The R&D Forum project provides a platform to Member States for discussing existing gaps and has as its main objective to identify those areas where the development of best practices and guidelines, or the provision of better information could fill or help to fill existing gaps. Two key areas were identified: land border practice and known unknowns.

Border Surveillance Programme

All Eyes; Aerial, Ground and Sea Surveillance – sensors and platforms

This project was a follow-up to the Remote Sensing and Detection Technology projects (2010 and 2011) and covered current developments on sensors, platforms, data fusion and integrated system solutions for border surveillance.

The main objective was to identify more cost-efficient and operational effective solutions for aerial border surveillance in particular Unmanned Aircraft Systems (UAS) with Optional Piloted Vehicles (OPV) that could possibly be used in the future (legislation allowing) in Frontex Joint Operations (sea and land). Practical field tests were organised and an assessment of the most recent and effective technologies for land border surveillance took place.

Intelligence and Communication

The main focus in 2012 was on the further development of information acquisition and management capabilities of the Member States and / or Frontex. The foreseen activities were specifically tailored to the further development of EUROSUR and the creation of BorderTechNet, an information-sharing platform on border security related research and technologies.

Annex F. Fundamental Rights Progress Report 2012

Introduction

On 25 November 2010, Frontex Management Board (MB) decided to set up a Drafting Committee to provide technical advice and expertise to the Headquarters (HQ) in drafting a Frontex Functional Strategy on Fundamental Rights. The Committee consisted of nominated experts from Member States, specialised organisations and agencies*, and their work led to the Frontex Fundamental Rights Strategy (FRS) being endorsed by the MB in March 2011.

The main tool for the implementation of the FRS was the later-developed Action Plan (AP). This Action Plan laid down a number of already on-going actions which have been adjusted or revised in order to integrate the objectives of the FRS as well as the relevant new provisions contained in the amendments to the Frontex Regulation**, some of which had themselves been taken from the previously-endorsed Strategy (i.e. the establishment of the Consultative Forum).

Both the FRS and AP (Paragraph 37 and Action 18, respectively) refer to the Fundamental Rights Annual Progress Report, the aim of which is to keep track of the progress made on Fundamental Rights and to be presented and adopted at the MB and made public. As the AP was adopted in November 2011, the present first Annual Progress Report covers the period from January to December 2012.

The present report is divided into five main parts:
1. Actions implementing the amended legal mandate, namely Article 26a of the Frontex Regulation;
2. Actions in operational fields;
3. Actions in the capacity building field;
4. Actions related to cooperation with third countries;
5. Other actions.

Based on this report, the FRS is to be reviewed by the MB following consultations with the Consultative Forum and the Fundamental Rights Officer.

I. Implementation of Article 26a: Establishment of the Consultative Forum and Designation of the FRO

The Consultative Forum (CF) and the Fundamental Rights Officer (FRO) are two of the main tools in the Agency's toolbox for mainstreaming and ensuring the respect of fundamental rights in all its activities. Though they differ in role and functions, they are the key actors in the implementation of the FR-related provisions of the Frontex Regulation and in achieving the objectives of the FRS.

a) Establishment of the CF

The Consultative Forum has the task of assisting the Executive Director (ED) and the MB in fundamental rights matters and is to be consulted on the further development and implementation of the Frontex Fundamental Rights Strategy, Code of Conduct and Common Core Curriculum.

On 8 February 2012, Frontex MB decided to establish a DC to prepare the relevant decisions on the establishment of the Consultative Forum. The DC consisting of representatives

* Austria, Belgium, Finland, Germany, the Netherlands, Portugal, Spain; European Commission, EASO, FRA, IOM and UNHCR.

** Regulation (EU) No. 1168/2011of 25 October 2011 (OJ L 304, 22.11.2011, p. 1).

of several MB Members* and of the EASO, FRA and UNHCR, the latter to be invited as members of the CF in line with the amended Frontex Regulation.

The DC's work focused in particular on identifying the organisations to be invited to become members of the CF, the criteria and selection procedure for Civil Society organisations interested in participating, and the CF working methods and modalities for the transmission of information.

The composition of the CF was guided by the assumption that it should be an efficient and operational body assisting and providing structural advice to Frontex MB and the ED on fundamental rights matters, offering strategic recommendations and a pool of information on how Frontex can structurally improve the respect for FR in its various activities.

While six specialised organisations (international organisations and EU Agencies) were invited directly by the MB Decision of 23 May, an additional nine civil society organisations were selected by the Drafting Committee in July, following an open call for expressions of interest published in May. The DC also established a reserve list and a registry of organisations, which could be called upon as experts when discussing specific agenda items.

The selection of civil society organisations was based on eligibility criteria and selection criteria described in detail in the application documents and the relevant MB decision. It was important to limit the number of members of the CF in order to make its work more efficient and the DC therefore favoured the selection of European / internationally active civil society organisations which themselves could ideally represent more than one organisation (umbrella organisations).

As follows, and according to the MB Decisions of 23 May and 27 September 2012, the members of the Frontex Consultative Forum are:

- Amnesty International European Institutions Office,
- Caritas Europa,
- Churches' Commission for Migrants in Europe,
- Council of Europe,
- European Asylum Support Office,
- European Council for Refugees and Exiles,
- European Union Agency for Fundamental Rights,
- International Catholic Migration Commission,
- International Commission of Jurists,
- International Organisation for Migration,
- Jesuit Refugee Service,
- OSCE Office for Democratic Institutions and Human Rights,
- Platform for International Cooperation on Undocumented Migrants,
- Red Cross EU Office,
- United Nations High Commissioner for Refugees.

The Working Methods and Modalities for the Transmission of Information (WM) to the CF were discussed with the CF members at a Preliminary meeting, which took place on 5 September 2012 and, following their input, were adopted by the Frontex Management Board on 27 September 2012.

The Consultative Forum officially started its work after the inaugural meeting, on 16 October 2012, Warsaw, which included the participation of representatives of the European Commission (DG Justice) and the European Parliament, and where the CF proceeded to the election of the Chair and Co-Chair (FRA and JRS accordingly).

b) Designation of the FRO

Pursuant to Article 26a (3) of the Frontex Regulation, a Fundamental Rights Officer (FRO) was to be designated by the Management Board to contribute to the mechanism for monitoring fundamental rights in all Frontex activities.

The FRO is an independent position in Frontex, reporting directly to the MB. The FRO is also tasked with reporting to the Consultative Forum on a regular basis as well as to the Frontex ED being his / her appointing authority.

The abovementioned DC also prepared the relevant documents leading to the designation of the FRO. The DC focused particularly on the clarification of the tasks of the FRO according to the Frontex Regulation, and on the eligibility and selection criteria for the recruitment procedure including some specificities of the selection procedure. The selection panel set up for the recruitment included two observers from the Frontex MB as well as one full member of the EU Agency for Fundamental Rights (FRA) and Frontex staff members.

The selection panel recommended a list of three suitable applications which were presented at the MB meeting on 26 September, leading to the designation by the MB of one preferred candidate as the FRO and inclusion in the reserve list of the other two.

As a result, the ED appointed the designated candidate, Inmaculada Arnaez, who took office on 17 December 2012.

II. Operations

As the operational activities coordinated by Frontex have attracted more attention regarding fundamental rights, a greater focus was given to this part of Frontex's work both in the Strategy and in the Frontex Regulation.

a) Joint Operations

**1. Fundamental Rights
in the Operational Plans (OPLAN)**

Frontex Code of Conduct for all persons participating in Frontex activities, with specific clauses on the respect of fundamental rights and access to international protection, was adopted by the MB in March 2011 and constitutes an integral part of the standard OPLAN.

In addition, in 2012, the standard Operational Plan reinforced the wording in this field and introduced a paragraph on "Fundamental Rights in Frontex activities" defining "Obligations of Frontex" and "Obligations of all persons involved in Frontex activities" in relation to fundamental rights.

Moreover, in July, a Standard Plan for Briefing / Debriefing was established, including a paragraph related to fundamental rights, which is also annexed to the OPLAN.

The reporting process "Serious Incident Report" (SIR) being annexed to the OPLAN, was adjusted to established reporting obligations regarding alleged violations of FR, and the catalogue of SIR was amended accordingly.

2. Adoption of a Standard Operating Procedure (SOP) to ensure respect for FR in Frontex activities in joint operations and pilot projects.

A Standard Operating Procedure for alleged FR violations was developed with the aim of establishing a reporting mechanism for possible fundamental rights violations in operational activities and an adequate reaction of Frontex to the obligation defined in Article 3 of the Frontex Regulation.

Following fact collection by operational units, a legal assessment by the Frontex Legal Affairs Unit, and an assessment of the FRO, the SOP's last stage is, in case of serious or persistent violations of FR, a recommendation for the ED to suspend or terminate the Joint Operation (JO).

The SOP was adopted in July 2012 and its first review, following feedback from practical implementation and input from the FRO, is foreseen for the first half of 2013.

3. Joint Return Operations (JROs)

A draft Code of Conduct for JROs, including the aspect of forced return monitoring, was drafted in 2012 and submitted to the Consultative Forum for preliminary comments in January 2013. Following its presentation to MS return experts, its adoption by the Frontex Management Board is foreseen for the first half of 2013.

4. Participation of partner organisations in operational activities

Since 2011, EU Agencies and International Organisations such as the Fundamental Rights Agency (FRA), the International Organisation for Migration (IOM) and the United Nations High Commissioner for Refugees (UNHCR) have participated in briefings prior to deployment in JOs organised by Frontex (e.g. JO EPN Minerva and PP Vega).

The 2010–2011 the Work Programme of the FRA included a project on the fundamental rights situation and treatment of third country nationals at the EU external borders. Subsequently, and with the purpose of providing the FRA with insight and possibilities to speak with officers in charge of operations, FRA staff members observed Frontex-coordinated sea patrols in JO Poseidon Sea and JO EPN Indalo. The results of their interviews will be trans-

lated into a study on the treatment of irregular migrants arriving at the European borders.

b) Risk Analysis

Data collection and analysis has been developed taking into account FR aspects such as asylum applications (UNHCR data), Trafficking in Human Beings (THB) and the situation in Countries of origin. The updated handbook on profiles of Victims of THB was issued.

In 2012, during debriefing training at the launch of JOs, the deployed debriefing experts received instructions on how to proceed with regard to persons seeking international protection and vulnerable individuals or groups in need of protection or special care. In addition, Guest Officers in JOs regularly receive recent analytical results to inform their work.

Regular meetings with the UNHCR Liaison Officer to Frontex were held to share views on analytical results and FR aspects to be included, as well as to plan future joint work where relevant.

III. Capacity Building

In capacity building activities, in particular training, while many products were developed including fundamental rights-specialised sections, there was a structural and active involvement of all major partners such as FRA, UNHCR, IOM and others.

a) CCC update

The Common Core Curricula (CCC) 2012 has been updated with several new FR topics and the new content has been implemented in MS / SAC and nine Partner Countries.

b) Development of the Fundamental Rights Training Manual

A Fundamental Rights Manual for Trainers of Border Guards was developed in 2012 and will be finalised and published in 2013. This manual will be translated into national languages and its implementation is foreseen for 2013.

Several EU Agencies and organisations (FRA, EASO, IOM, ODIHR, OHCHR, and UNHCR) were regularly consulted in the drafting of this manual.

c) Finalisation of the Antitrafficking in Human Beings for Border Guards

The Anti-trafficking Manual for Trainers was finalised and published in 2012. It was translated into 14 EU languages and 25 national trainers were trained and certified to implement national training courses in 15 Member States.

The 2012 Handbook on Profiles of Victims of THB was also developed in cooperation with relevant International Organisations such as UNODC, UNHCR and IOM.

d) Fundamental Rights Training for the European Border Guard Teams

In 2012, the profiles of the experts' pool were updated to include eligibility criteria on training on fundamental rights and access to international protection.

Moreover, the EBGT training component, comprising lessons related to the respect and application of fundamental rights in practice, as well as awareness-raising lessons on potential victims of smuggling or trafficking in human beings was developed.

e) Fundamental Rights training for Frontex staff

Frontex staff FR training was developed in cooperation with the FRA and UN-HCR. After the tendering process, the award decision has been taken and the pilot training session is foreseen to take place in April.

f) Studies on ethics and border control and on anti-corruption measures for border control

Studies published respectively in 2010 and 2012

IV. External Relations with Third Countries

A specific clause on the principle of the respect for fundamental rights was inserted in the all Working Arrangements or Memoranda of Understandings that Frontex formally concluded (Nigeria, Armenia and Turkey) or initialled (Azerbaijan) in 2012 after the entry into force of the Frontex Regulation.

The role of Frontex to respect and promote fundamental rights has been duly highlighted in the talks and meetings with representatives from third country partners that took place in 2012 within the framework of Frontex's external cooperation activity.

The Agency has constantly consulted the DG Home Affairs and the European Commission to ensure the full alignment of Frontex cooperation activities with third country authorities with the EU external relations policy, including with regard to the respect of fundamental rights.

Future Frontex engagement in developing and implementing technical assistance projects in third countries will also duly take

into account the promotion and respect for fundamental rights.

V. Horizontal issues

a) Protection of personal data

Frontex is developing its capability to process personal data for operational purposes in line with its revised legal mandate. A workshop, with other JHA Agencies and partners such as the EDPS and the Joint Supervisory Bodies of Europol and Eurojust, was organised in October 2012 to share best practices and lessons learned for the proper implementation of data protection standards.

b) Trafficking in Human Beings

Frontex actively participates in initiatives and projects focusing on this thematic issue and has also contributed to the efforts of all the JHA Agencies to act in a more united fashion and to be committed against THB privileging also a victim-centred approach.

Frontex regularly participates in conferences, seminars or workshops with the presence of various civil society organisations where a special focus is made on border control and fundamental rights protection.

Conclusions

As can be grasped from the present report, Frontex has been involved in implementing fundamental rights actions for quite some time and many actions deriving from the Strategy or the Regulation were already on-going before these entered into force.

Moreover, now that the main tools in the Frontex toolbox to mainstream and ensure respect of fundamental rights are in place, many actions will be further developed, refined or revised.

2012 in particular was marked by the start-up of structural official cooperation with civil society organisations active in the field of migration and fundamental rights.

The next Progress Report, for 2013, is planned to be drafted in conjunction with the CF's first annual activity report and the FRO's regular reporting activities.

Annex G. Annual Report on Access to Documents

Introduction

This report, drawn up in accordance with Article 17 (1) of Regulation (EU) No 1049 / 2001, covers the period from 1 January to 31 December 2012 and is based on statistical data which are summarised in the annex below.

Regulation (EU) No 1049 / 2001 of the European Parliament and of the Council of 30 May 2001 regarding public access to European Parliament, Council and Commission documents recommended that all agencies established by the institutions should apply the principles laid down in this regulation.

In accordance with Article 28 of the Council Regulation (EU) No 2007 / 2004 of 26 October 2004 establishing a European Agency for the Management of Operational Cooperation at the External borders of the Member States of the European Union, Frontex shall be subject to Regulation (EU) No 1049 / 2001 when handling applications for access to documents held by the organisation.

On 21 September 2006, Frontex Management Board adopted practical arrangements regarding the application of Regulation (EU) No 1049 / 2001.

Frontex receives requests for documents via either a 'contact form' on the Frontex website or directly via email to the Information and Transparency Sector mailbox.

The Information and Transparency Sector, which handles all the requests, consults relevant experts within Frontex and prepares a draft answer for the revision of the Legal Affairs Unit. Once revised by the Legal Affairs Unit the answer is sent to the requestor.

Access to Frontex documents in 2012

In 2012 Frontex received sixteen applications for access to documents on the basis of Regulation (EU) No 1049 / 2001.

Eleven applications concerned Frontex Working Arrangements with third countries and International Organisations, two concerned Frontex training materials, one concerned Frontex operational plans, one concerned Frontex relations with the industry and the lastone concerned access to the Frontex risk analysis handbook.

The profile of the applicants ranged from students to researchers and non-governmental organisations.

Full access to the requested documents was granted to eleven applicants, partial access was granted to four applicants and there was one rejection.

The reason for refusing one application was for the protection of public interest as regards public security foreseen in Article 4.1 (a) of Regulation (EU) No 1049 / 2001.

There was no confirmatory application submitted and no complaint lodged to the European Ombudsman.

Sharing information is very important to Frontex; one of the agency objectives is to provide sound information on its activities in border management to all stakeholders including the general public.

Figure 5: **Statistics relating to the application of Regulation (EU) No 1049 / 2001 for 2012**

Initial requests:	
16	Initial applications received
Results:	
11	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, defence and military matters, international relations, the financial, monetary or economic policy of the Community or a member State

Annex H. Appropriations 2012

Budget item (amounts in EUR 1 000)	Original Budget 2012	Amended Budget 2012 n1[5]	Amended Budget 2012 n2	Transfer of appropriations		Available appropriations	Commitments		Payments		To be Carried Forward				Unused	
											(C2)[1]	(C8)[3]	Total			
	(A)	(B)	(C)	(D)		(E)[1]	(F)	(F)/(E)	(G)	(G)/(E)	(H)	(I)	(J)=(H)+(I)	(J)/(E)		(K)[2]
Title 1 Staff	20 550	0	0	239	1%	20 789	20 630	99%	20 422	98%	0	208	208	1%	159	1%
Title 2 Other Administrative	10 077	0	0	-1 008	-10%	9 069	8 887	98%	6 864	76%	0	2 023	2 023	22%	182	2%
Title 3 Operational Activities	54 333	0	4 618	769	1%	59 720	59 039	99%	40 106	67%	497	19 029	19 526	33%	184	0%
Grand total regular budget	**84 960**	**0**	**4 618**		**0**	**89 578**	**88 556**	**99%**	**67 392**	**75%**	**497**	**21 260**	**21 757**	**24%**	**525**	**1%**
Breakdown of appropriation in Title 3																
30 Operations	42 493	0	4 500	948	2%	47 941	47 941	100%	32 568	68%	0	15 450	15 450	32%	0	0%
3000 Land Borders	5 000	0	800	4 733	95%	10 533	10 533	100%	7 284	69%	0	3 254	3 254	31%	0	0%
3010 Sea borders	25 050	0	3 700	-3 785	-15%	24 965	24 965	100%	16 707	67%	0	8 321	8 321	33%	0	0%
3020 Air borders	2 200	0	0	250	11%	2 450	2 450	100%	2 013	82%	0	437	437	18%	0	0%
3050 Return co-operation	10 243	0	0	-250	-2%	9 993	9 993	100%	6 564	66%	0	3 438	3 438	34%	0	0%
310 Risk analysis	1 400	0	0	-175	-13%	1 225	1 220	100%	629	51%	0	591	591	48%	5	0%
311 Frontex Situation Centre	1 050	0	0	555	53%	1 605	1 225	76%	726	45%	379	499	878	55%	1	0%
320 Training	4 000	0	0	425	11%	4 425	4 425	100%	2 711	61%	0	1 732	1 732	39%	0	0%
330 Research & Development	1 032	0	0	48	5%	1 080	804	74%	609	56%	118	196	314	29%	158	15%
331 Eurosur programme	1 308	0	0	942	72%	2 250	2 250	100%	1 972	88%	0	278	278	12%	0	0%
340 Pooled Resources	1 000	0	0	-408	-41%	592	589	99%	353	60%	0	236	236	40%	3	1%
341 RABIT deployment	0	0	0	250	0%	250	250	100%	241	96%	0	9	9	4%	0	0%
350 Misc. operational activities	150	0	118	-158	-105%	110	110	100%	104	95%	0	6	6	5%	0	0%
351 Operational IT projects	1 500	0	0	-1 465	-98%	35	18	51%	0	0%	0	18	18	51%	17	49%
352 European Day for Border Guards	400	0	0	-193	-48%	207	207	100%	193	93%	0	14	14	7%	0	0%

1   (E) = (A) + (B) + (C) + (D)
2   Non-automatic (C2)
3   Automatic (C8)
4   (K) = (E) − (F) − (H)
5   Request for staff, budget neutral basis

Annex I. Breakdown of Staff by Unit as on 31 December 2012

Unit	2007				2008			2009			2010			2011			2012		
	AA1	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
Administrative Services2	3	7	10	0	20	18	0	26	20	0	33	25	0						
Human Resources Services														26	11	0	28	10	0
ICT														6	17	0	6	16	0
Risk Analysis	1	1	5	12	2	13	17	3	12	14	6	17	18	8	17	18	8	17	203
Executive Support	0	2	6	3	3	8	3	3	10	5	6	14	4	6	14	5	6	15	5
Finance and Procurement	1	3	7	0	3	9	0	5	9	0	6	13	0	7	10	0	5	11	0
Training	0	1	2	6	2	4	5	2	5	4	3	8	7	3	9	7	3	8	7
Frontex Situation Centre	0	0	1	0	3	1	2	4	6	3	5	11	3	9	11	4	8	11	7
Pooled Resources	0	0	2	3	0	2	3	1	2	4	1	5	5	1	5	5	1	5	4
R&D	0	1	2	4	1	1	3	1	7	2	1	12	2	1	12	1	1	11	2
Legal Affairs	0	1	1	0	1	2	2	1	3	0	1	3	1	1	3	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
Directorate	0	0	2	0	0	5	0	3	5	1	3	6	1	3	7	2	3	6	2
Total	**5**	**17**	**47**	**61**	**44**	**76**	**67**	**60**	**100**	**66**	**79**	**139**	**76**	**85**	**141**	**78**	**84**	**137**	**82**

Annex J. Breakdown of Temporary Agents as on 31 December 2012

Function group and grade	2011				2012			
	Authorised under the EU Budget		Filled as of 31/12/2011		Authorised under the EU Budget		Filled as of 31/12/2012	
	Permanent posts	Temporary posts	Permanent posts	Temporary posts	Permanent posts	Temporary posts	Permanent posts	Temporary posts
AD 15	-	1	-	1	-	1	-	1
AD 13	-	6	-	3	-	3	-	4
AD 11	-	12	-	10	-	9	-	8
AD 9	-	18	-	4	-	1	-	6
AD 7	-	3	-	1	-	2	-	2
AD 5	-	2	-	2	-	3	-	1
AD total	**-**	**87**	**-**	**86**	**-**	**87**	**-**	**83**
AST 10	-	-	-	-	-	-	-	-
AST 8	-	8	-	6	-	5	-	6
AST 6	-	14	-	11	-	10	-	14
AST 4	-	5	-	4	-	5	-	4
AST 2	-	-	-	-	-	-	-	
AST total		**56**	**-**	**55**	**-**	**56**	**-**	**54**
TOTAL		143	-	141	-	143	-	137

Annex K. Acronyms used in this General Report

ABC	Automated Border Control
ADESVET	Advanced level training tool for the detection of stolen vehicles
AFIC	African Frontex Intelligence Community
AI	Advance Information
ALUG	Analysis Layer Users Group
AP	Action Plan
API	Advanced Passenger Information
AVATAR	Automated Virtual Agent for Truth Assessments in Real-time
BCP	Border Crossing Point
BSCF	Border / Coast Guard Cooperation Forum
BSRBCC	Baltic Sea Region Border Control Cooperation
CA	Contract Agent
CCC	Common Core Curriculum
CEAS	Common European Asylum System
CEPOL	The European Police College
CF	Frontex Consultative Forum on Fundamental Rights
CIRAM	Common Integrated Risk Analysis Model
COSI	EU Council Standing Committee on Internal Security
CPIP	Common Pre-Frontier Intelligence Picture
CRATE	Centralised Record of Technical Equipment
DC	Drafting Committee
DCP	Direct Contact Point
DG	Directorate-General
DPO	Data Protection Officer
EASO	European Asylum Support Office
EBGT	European Border Guard Teams
ED4BG	European Day for Border Guards
EDF ARA	European Union Document-Fraud Annual Risk Analysis
EDF RAN	European Union Document-Fraud Risk Analysis Network
EDPS	European Data Protection Supervisor
EEAS	European External Action Service
EMSA	European Maritime Safety Agency
EPN	European Patrol Network
ESP	European Situational Picture
ETS	European Training Scheme
EUBAM	EU Border Assistance Mission to Moldova and Ukraine
EULEX	European union Rule of Law Mission
EUROMED	Euro-Mediterranean Partnership
eu-LISA	European Agency for the operational management of Large-scale IT Systems
EUROJUST	The European Union's Judicial Cooperation Unit
EUROSUR	European Surveillance System
EUSC	European Union Satellite Centre
FCOI	Frontex Compatible Operational Image
FJST	Frontex Joint Support Teams
FOO	Frontex Operational Office
FPS	Frontex Positioning System
FRA	European Union Fundamental Rights Agency
FRAN	Frontex Risk Analysis Network

FRO	Fundamental Rights Officer
FRS	Fundamental Rights Strategy
FSC	Frontex Situation Centre
FSO	Frontex Support Officer
HQ	Headquarters
HR	Human Resources
ICAO	International Civil Aviation Organisation
ICC	International Coordination Centre
ICT	Information & Communication Technology
IOM	International Organisation for Migration
JDSP	Joint Degree Study Programme
JHA	Justice and Home Affairs
JO	Joint Operation
JORA	Joint Operation Reporting Application
JRO	Joint Return Operation
JRS	Jesuit Refugee Service
MARRI	Migration, Asylum, Refugees Regional Initiative
MB	Management Board
MEP	Member of the European Parliament
MoC	Memorandum of Cooperation
MoU	Memorandum of Understanding
MS	Member State
NCC	National Coordination Centre
NGO	Non Governmental Organisation
ODIHR	OSCE Office for Democratic Institutions and Human Rights
OHCHR	Office of the High Commissioner for Human Rights (United Nations)
OLAF	European Anti-Fraud Office
OMNTE	Overall Minimum Number of Technical Equipment
OPLAN	Operational Plan
OPV	Optional Piloted Vehicle
OSCE	Organisation for Security and Cooperation in Europe
PP	Pulsar Programme
R&D	Research & Development
RABIT	Rapid Border Intervention Teams
RPAS	Remotely Piloted Aircraft System
SAC	Schengen Associated Country
SAR	Search and Rescue
SGO	Seconded Guest Officer
SIR	Serious Incident Report
SIS	Schengen Information System
SNE	Seconded National Expert
SOP	Standard Operating Procedure
SQF	Sectoral Qualifications Framework for Border Guarding
TA	Temporary Agent
TC	Third Country
TEP	Technical Equipment Pool
THB	Trafficking in Human Beings
UAV	Unmanned Aircraft System
UGS	Unattended Ground Sensor
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime
VFA	Visa Facilitation Agreement
VIS	Visa Information System
WG	Working Group
WM	Working Methods and Modalities for the Transmission of Information

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