

# ANNUAL REPORT 2012



## EFCA Annual Report 2013

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Articles 14 and 23(2)(b) of Council Regulation (EC) No 768/2005<sup>1</sup> as amended by Regulation (EC) No 1224/2009<sup>2</sup>, Art. 40 of the Financial Regulation of EFCA<sup>3</sup>.

The Annual Report 2012 follows the Activity Based Management System under the Multiannual Work Programme 2012-2016 and Annual Work Programme 2012 adopted on 18 October 2011.

This is the printed version of the EFCA Annual Report 2012 adopted by the Administrative Board. The full version of it can be found on the EFCA website at <http://www.efca.europa.eu>

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<sup>1</sup> OJ of the European Union L 128 of 21.05.2005, p.1.

<sup>2</sup> OJ of the European Union L 343 of 22.12.2009, p.1.

<sup>3</sup> AB Decision No 09-W-01 of 9 January 2009.





## TABLE OF CONTENTS

<b>Executive Summary.....</b>	<b>6</b>
<b>Foreword.....</b>	<b>9</b>
<b>Introductory statement .....</b>	<b>10</b>
<b>1. Introduction .....</b>	<b>12</b>
<b>2. Mission statement .....</b>	<b>12</b>
<b>3. Resources and activities .....</b>	<b>12</b>
<b>4. Operational Activities .....</b>	<b>16</b>
<b>4.1. Objectives and main achievements.....</b>	<b>16</b>
<b>4.2. Data and analysis.....</b>	<b>23</b>
<b>4.3. JDPs planning and implementation.....</b>	<b>25</b>
<b>4.4. Training and best practice.....</b>	<b>30</b>
<b>4.5. Assessment and evaluation.....</b>	<b>32</b>
<b>4.6. Cooperation with third countries.....</b>	<b>33</b>
<b>4.7. Cooperation with the European Commission.....</b>	<b>35</b>
<b>5. Governance and representation.....</b>	<b>36</b>
<b>5.1. Administrative and Advisory Boards.....</b>	<b>36</b>
<b>5.2. Communication.....</b>	<b>37</b>
<b>5.3. Representation and networks.....</b>	<b>38</b>
<b>6. Five Year Independent External Evaluation of the EFCA.....</b>	<b>39</b>

## Executive Summary

2012 marks a consolidation and strengthening of the core activities on which the success of the Agency has been constructed to date.

With reference to **operational coordination**, a new Joint Deployment Plan (JDP) for Pelagic stocks in Western Waters was implemented, the first campaigns related to salmon in the Baltic Sea JDP took place in December 2012, and the development of a work programme in the Black Sea are noteworthy.

5 JDPs were successfully implemented:

- Cod fisheries in the North Sea and Western Waters
- Cod and salmon fisheries in the Baltic Sea
- Pelagic Fisheries in Western Waters
- NAFO & NEAFC
- Bluefin Tuna in the Mediterranean Sea and Eastern Atlantic Ocean

During the last three years, the days of activity of JDPs have been reasonably constant. In 2012 the slight increase of days of activity was followed by a more significant increase of number of inspections at sea.

The total number of inspections coordinated in the framework of the JDPs during 2012 is around 9,000 in the JDPs coordinated by EFCA.

Overall, there has been a decrease in the ratio of suspected infringements detected per inspection made, with the exception for the cod and salmon in the BS JDP and pelagic in WW JDP; detailed information and figures are provided in the report.

It is notable that EFCA Administrative Board has initiated a debate on ways of evaluating compliance trends at regional level and assessing the cost-effectiveness of

joint control operations. During the Administrative Board on 9/10 October 2012 two Focus Groups on compliance evaluation and assessment of cost-effectiveness in control operations were set up.

In the **capacity building** area the EFCA Vessel and Monitoring System (VMS) has been a central component in JDP activities. The Agency improved the performance of its system by providing new functionalities, such as scenario building, activity alarms, report management, vessel group filtering, symbol colouring, or orientation. The development of a new EFCA Electronic Reporting System (ERS), to support the exchange of data during JDP operation, has also been a cornerstone in the area of Data Monitoring and Networks.

In IT new equipment and security measures were applied to enforce Business Continuity and functionality of operational systems. Moreover, a new Intranet was delivered including a new Document management system model.

In addition EFCA continued supporting the Commission and the Member States in the international arena regarding control and inspection, inter alia with Turkey, Croatia, Russia and Canada. The Agency organised an International Seminar to discuss with other Mediterranean Contracting Parties (CPCs) the implementation of the control measures in the BFT (bluefin tuna) fisheries in the Mediterranean, and the preparation of the Croatia accession.

In 2012, during the BFT Joint Deployment Campaign, and in close cooperation with the European Maritime Safety Agency (EMSA), a pilot project was set up with regards to Maritime Surveillance. It assessed the added value of enriching the existing global picture of the EFCA-VMS

system with additional layers of information (AIS, Sat-AIS, LRIT, SAR-Images, nautical charts and inspection and surveillance information) with a view to create an integrated maritime picture.

The pilot project also tested the use of satellite imagery (SAR) provided by the Mariss service network in cooperation with the European Space Agency (ESA) and the possibilities to integrate such data in the MARSURV-3 application.

With regard to Training, in addition to the regional workshop training actions, the Agency coordinated and facilitated the elaboration of Core Curricula courses for training of national fisheries inspectors and promoted the exchange of best practices. Material was made available on internet with a secured web Core Curriculum Training Platform.

As for the fight against IUU the Agency participated in the preparation and conduction of 9 evaluation and dialogue missions to third countries.

Under, **governance and representation-** four main events can be highlighted, the visits of Commissioner Damanaki and a delegation of the EP Fisheries Committee to the Agency, the presentation by the Executive Director in the EP Committee on Fisheries of the main findings and recommendations on the Five year independent external evaluation and the organisation of a Seminar on the Five year independent external evaluation of the EFCA where the main stakeholders (inter alia: Member States, Parliament, European Commission, NGOs, RACs) were invited to participate.

In relation to the latter an open forum was organised with the aim to maintain an open debate and analyse the

work that has been done since the setting up of EFCA and the way forward. The Seminar was very successful and the conclusions and feedback from the Seminar brought an exceptional input to the Board in the issuing of recommendations to the Commission.

The Evaluation report indicates that on the whole, governance arrangements have worked well. Considering the Agency's limited resources, its operation in the politically sensitive environment of fisheries policy, and current Member State budget constraints, performance against the evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability can be considered promising.



## Foreword

### Jörgen Holmquist, Chair of the Administrative Board



2012 has marked the fifth anniversary of EFCA's activities. Since its foundation, the EFCA's role has been to encourage better coordination, closer collaboration and the exchange of best practice; joining forces from the different Member States and the Commission. In accordance with its founding regulation, the first five-year external independent evaluation of the EFCA (2007-2011) took place. The conclusions of this evaluation confirmed the strong relevance of the operational coordination the EFCA carried out as well as the efficiency and effectiveness achieved so far.

The scope of the Agency's work has been growing. From 2007, the number of fisheries in which the EFCA is

active has increased. Since 2009, four JDPs have been implemented annually. From the last part of 2011 and during 2012 a new JDP for pelagic fisheries in Western Waters was initiated, to which the (Baltic) salmon stock was included at the end of December 2012.

In 2012, the EFCA has continued brokering cooperation between Member States and giving assistance to Member States and the Commission. While addressing its core activities, the EFCA has focused on new developments that shall enhance the culture of compliance and contribute to a level playing field across the fisheries sector in Europe; such as the regional JDPs based on multispecies which are discussed in this Annual Report.

2013 will see a new policy context with the adoption of a reformed Common Fisheries Policy. Within its mandate, the EFCA will be deeply involved in the effective implementation of the new rules, and in particular the key feature of the regional approach. This will be a year of great challenges in this respect.

Moreover, after its five years of activity, it is a good moment to assess EFCA added value in terms of compliance and to measure the general compliance trends. For this reason, the Administrative Board has decided to create two Focus Groups to evaluate compliance and assess the cost-effectiveness of control operations. Indeed, these Focus Groups will be supported through a long-term project that could establish the knowledge-based approach required to analyse the relationships between management measures in place, control effort and strategy, infringement detection rates, sanction levels and any other potential factor affecting compliance dynamics. This will surely help the EFCA to further develop its important and positive coordination role.

## Introductory statement

Pascal Savouret, Executive Director of EFCA

During 2012, the EFCA has increased its commitment of coordination between national control and inspection bodies and the Commission. In this respect, the improvement of the quality of the cooperation was instrumental. Particularly, the move towards the regional control areas, prioritised in the EFCA Multiannual work programme, has been fully taken on board as exemplified in the inclusion of the salmon stock into the new JDP “Cod and salmon fisheries in the Baltic Sea”, the support to joint control and inspection activities in the Black Sea, the establishment of a year-round cooperation model for the JDP Pelagic Fisheries in Western Waters and the cooperation model established within the Southern North Sea JDP further elaborating the regional coordination of risk management procedures. The coordination of the EFCA has ensured European Added Value by promoting uniformity and effectiveness in control, increasing transparency, ensuring a level playing field for the fishing industry and a cost-effective use of the resources.

The increase use of the EFCA operations room as a coordination centre for different JDPs and of the Union inspector mandate are other important elements that have helped EFCA coordination to become more efficient. Moreover, beyond the EFCA, the new Specific Control and Inspection Programme model designed by the Commission also provides a better basis for the development of regional JDPs.

There have also been advances in the pursuit of a level playing field. Training is a key aspect in this regard. Training also contributes to improvements in the quality of the coordination and of the inspections. During 2012, a total number of 295 inspectors from Member States participated in EFCA training actions. Beyond the regional workshop training actions, the Agency coordinated and

facilitated the elaboration of core curricula courses for the training of trainers of national fisheries inspectors and Union inspectors. With respect to training workshops in support of regional cooperation, 13 training workshops were organized by the EFCA with Member State officials. These figures show the priority attached to training as a means of ensuring harmonised knowledge and a standard of excellence across the EU.



The assistance to the Member States and the Commission in the area of control, inspection and surveillance has been of special importance this year especially in the area of data monitoring and networks. Much progress has been made in the development of the EFCA information management systems with the enhancements of the EFCA Vessel Monitoring System (VMS), the development of the EFCA Electronic recording and Reporting System (ERS) and the definition of the EU Electronic Inspection Report (EIR). These achievements will mean a step forward towards a common system and platform in the EU that may improve and assist the tasks of the Coordination Centre in Charge (CCIC) and of the Associated Centres (ACs) in the management of JDPs.

Within the framework provided by the Annual work programme and given the third strategic axis of EFCA activities regarding cooperation with third countries, cooperation has taken place with countries in the Mediterranean and in the North Atlantic. The cooperation actions included the hosting in Vigo of a seminar with ICCAT Contracting Parties, the elaboration of a roadmap of cooperation with Croatia towards its accession to the EU, the support to the Commission in the framework

of EU-Turkey fisheries dialogue with Mediterranean countries, the participation in meetings on fisheries control with Russia and cooperation in operational activities with Canada and with North Atlantic (Nordic) countries.

Overall, the figures show us that there has been a decrease in the ratio of apparent infringements detected per inspection carried out (with the exception of the cod and salmon in the Baltic Sea JDP and pelagic in Western Waters JDP). The Administrative Board decision of creating two focus groups for assessing compliance levels will help EFCA better assess these figures as well as the general trends in compliance with the Common Fisheries Policy in the EU.

The close cooperation between the Member States and the European Commission thanks to the coordinating role of the EFCA has been very fruitful with regard to the promotion of a culture of compliance that can ensure a level playing field and a more effective and uniform application of the Common Fisheries Policy. I am confident that together we will keep up the good work and be better prepared for the upcoming challenges.



## 1. INTRODUCTION

The Annual Report 2012 follows the Activity Based Management System under the Multiannual Work Programme 2012-2016 and Annual Work Programme adopted on 18 October 2011 and intends to inform on the main operational and governance activities carried out during 2012, as well as on the main financial and administrative indicators.

With reference to the structure of the report, the second and third chapters contain an overview of the ECFA mandate, resources and activities. The activities of operational coordination and capacity building, are described in chapter four and the functional activity, governance and representation, in chapter five.

In chapter six you will find a summary on the Five year independent external evaluation of the Agency and the Seminar organised to that aim.

More information, inter alia, the assessment reports, the horizontal support activities, the budget execution, the budget outturn and the balance sheet, can be found in the annexes.

## 2. MISSION STATEMENT

“The Agency’s mission is to promote the highest common standards for control, inspection and surveillance under the Common Fisheries Policy”.

EFCA will function at the highest level of excellence and transparency with a view to developing the necessary confidence and cooperation of all parties involved and, in so doing, to ensure effectiveness and efficiency of its operations.

Its overarching objective is to organise operational coordination of fisheries control and inspection activities by the Member States and to assist them to cooperate so

asto comply with the rules of the Common Fisheries Policy, in order to ensure its effective and uniform application. Against this background, EFCA develops its activities along two main strategic axes:

- a) organisation of the operational coordination of pooled national means in those fisheries identified by the Commission and accepted by the Administrative Board;
- b) building of the necessary capacity to apply the rules of the CFP by Member States in a uniform way.

EFCA promotes a culture of compliance among stakeholders and contributes to a level playing field at European Union level. In this way the Agency is contributing to long term, biologically and ecologically sustainable exploitation of marine living resources for the common good.

## 3. RESOURCES AND ACTIVITIES

In accordance with the Activity Based Management System (ABMS) approach approved by the Administrative Board on 19 October 2010, the Annual Report 2012 is the third report implementing ABMS in its reporting, adding the total estimated direct and indirect costs for each activity.

EFCA accomplishes its mission through its two operational activities and one functional activity integral to its operation as an independent EU body:

### • Operational activities

#### - Operational Coordination<sup>5</sup>

Organisation of the operational coordination of control activities by Member States for the implementation of specific control and inspection programmes, and international control and inspection schemes adopted by Regional Fisheries Management Organisations (RFMOs), and related activities.

<sup>5</sup> Activity code: 1 (ABMS).

- Capacity Building<sup>6</sup>

Assistance to the Member States and the Commission in the area of control, inspection and surveillance, with specific regard to activities enhancing the potential of national enforcement services to apply the rules of the CFP in a uniform and effective manner. These activities include reporting and exchange of data on fishing, control and inspection activities, arranging the accessibility of those data to Coordination Centre in Charge (CCIC) and Associated Coordination Centres (ACs), developing and coordinating training programmes, fighting against IUU and the possible acquisition of equipment necessary for the implementation of JDPs or on the request of Member States.

• **Functional activity**

- Governance and Representation<sup>7</sup>

For the purpose of the functioning of EFCA as an independent EU body, all activities deployed in support of the Administrative Board, the Advisory Board, inter-agency

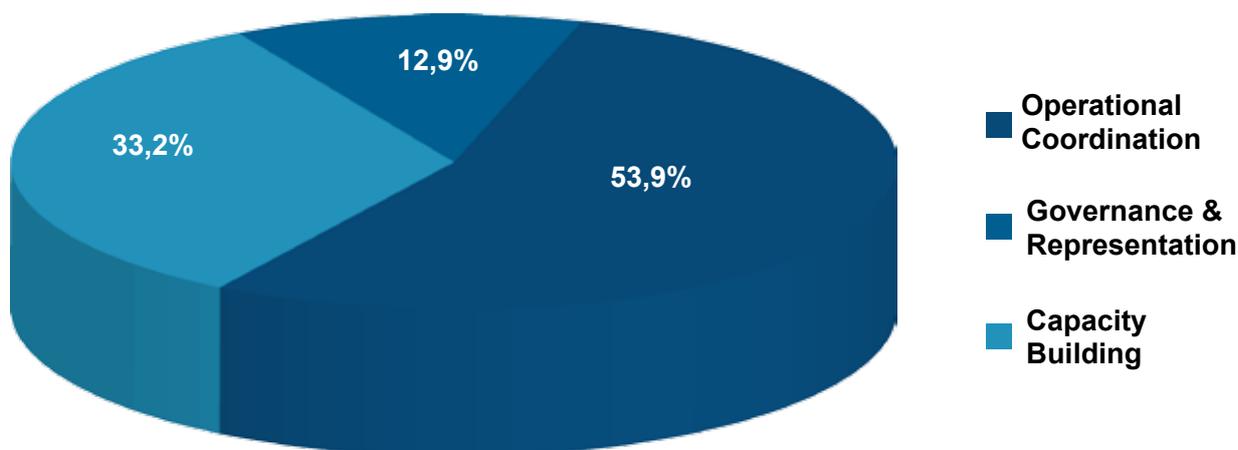


EFCA Staff

cooperation (including in the maritime policy domain), representation and communication are considered as EU governance activities. The resources allocated to EFCA's functional activity are linked to the general objectives and are carried out in close connection with its operational activities.

On 31 December 2012 the Agency had 55 staff members (TAs and CAs) representing 17 nationalities. In accordance with the ABMS the pie chart below shows the distribution of the staff allocation by activity:

**% of dedication of staff**

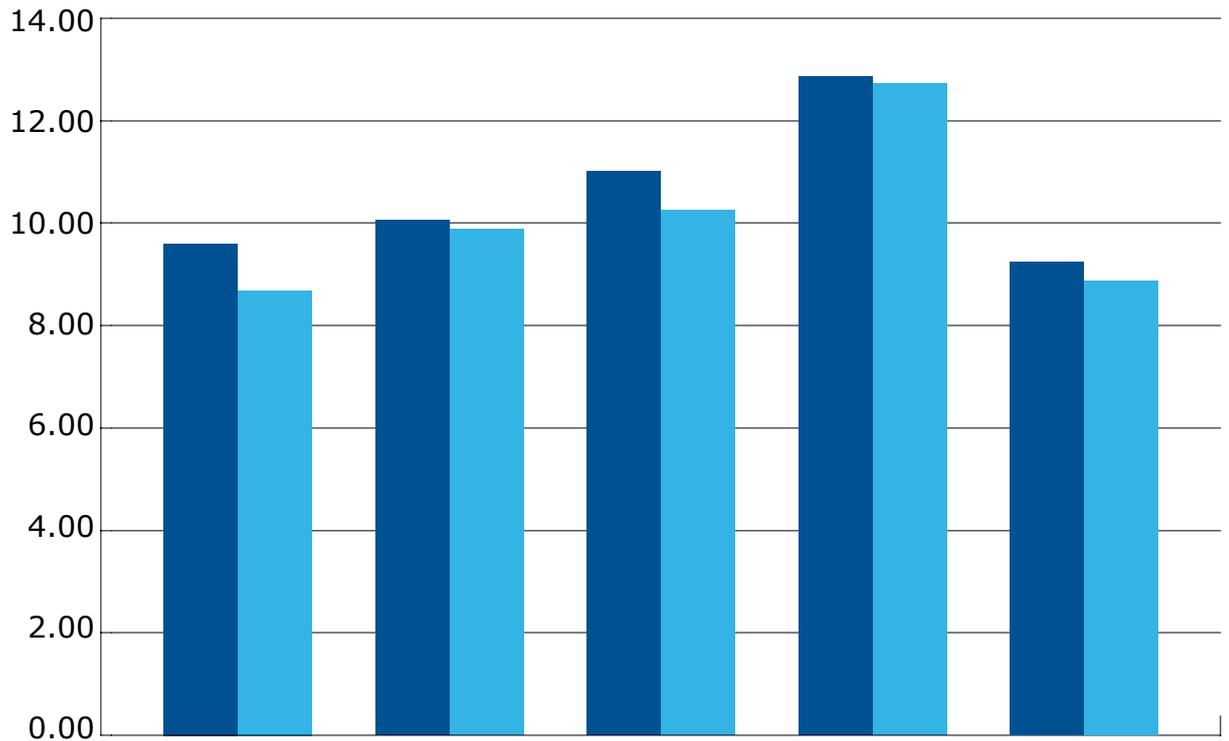


The graphs below show the adopted vs. implemented budget evolution from 2008-2012.

<sup>6</sup> Activity code: 2 (ABMS).

<sup>7</sup> Activity code: 3 (ABMS)

The graphs below show the adopted vs. implemented budget evolution from 2008-2012.



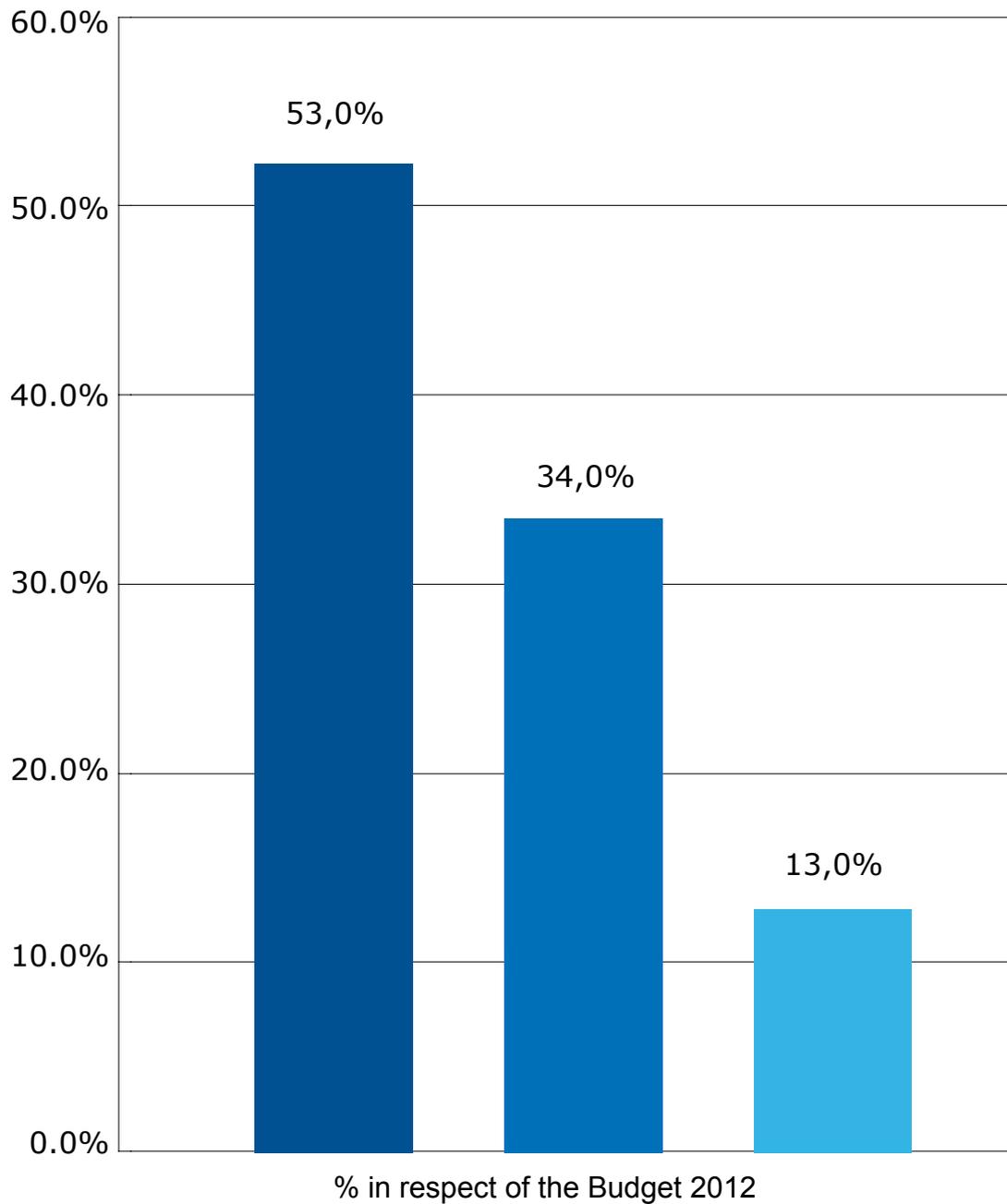
	2008	2009	2010	2011	2012
Voted Budget (million €)	9.60	10.07	11.01	12.85	9.22
Executed Budget (million €)	8.68	9.87	10.26	12.72	8.85

**■ Voted Budget  
(million €)**

**■ Executed Budget  
(million €)**

With reference to the 2012 budget implementation, the chart below shows the distribution by activity.

**% in respect of the Budget implementation 2012**



**Operational Coordination**

**Capacity Building**

**Governance & Representation**

## 4. Operational Activities

### 4.1 Objectives and main achievements

EFCA operational activities have been focused on the priorities of the Annual work programme (AWP) for 2012, namely the implementation of the Joint Deployment Plans (JDPs) and the cooperation for the uniform and effective application of the CFP rules by Member States through data monitoring and networks, training and Maritime surveillance and Pooled Capacities.

The main achievements can be outlined in accordance with the main priority areas identified in the EFCA AWP 2012:

#### a) JDPs 2012

Five JDPs were successfully implemented during 2012 (see Annex I – 4 “JDPs outputs and associated performance indicators”):

- Cod fisheries in the North Sea and Western Waters
- Cod and salmon fisheries in the Baltic Sea
- Pelagic Fisheries in Western Waters
- NAFO & NEAFC
- Bluefin Tuna in the Mediterranean Sea and Eastern Atlantic Ocean

The JDPs are the key instrument for EFCA to implement the Specific Control and Inspection programmes adopted by the Commission following article 95 of the EU Control



Regulation, and the International Control Schemes adopted by Regional Fisheries Management Organisations to which the EU is a Contracting Party.

Through JDPs, EFCA ensures the best use of human and material resources pooled of Member States in a coordinated way to improve compliance in the fisheries concerned and to guarantee the level playing field. Good coordination with the Commission and the Member States concerned, in the context of the different JDPs Steering Groups (SG) and Technical Joint Deployment Groups (TJDG), was instrumental in this respect. All phases of operational coordination, from the setting of operational objectives, planning implementation and assessment of control activities, were carried out in tight cooperation with the SG and TJDG.

### b) Towards “Regional Control Areas”

Further steps were made towards the progressively implementation of the “Regional Control Areas” as prioritised by the EFCA Multiannual Work Programme (MWP) as follows:

- Enhanced coverage of species, by including salmon to a **new JDP “Cod and salmon fisheries in the Baltic Sea”**
- Support to the joint control and inspection activities in the **Black Sea**
- Establishment of a year-round cooperation model for **JDP Pelagic Fisheries in Western Waters**, in which the coordination and control effort is more adaptable to the fisheries situations as they occur, whilst promoting a more rational and complementary use of Member States means available in the region
- Based on the year-round campaign and cooperation model established within the **Southern North Sea JDP**, development of pilot projects with Member States concerned, by further elaborating the regional

coordination of **risk management procedures** in place and identifying **Member States legal procedural requirements to facilitate Union Inspectors deployment** in different coastal Member state waters.

Whilst not direct result of EFCA activity, it should also be noticed that during 2012 the Commission has developed in concert with Member States a **new Specific Control and Inspection Programme Model**, which will provide a better basis for the development of regional JDPs.

In conjunction with the Scheveningen Group meeting organised on behalf of Belgium by the Agency at its premises in Vigo, EFCA organised a regional workshop with the members of the Steering Groups for the European waters JDPs (BS, NS and pelagic WW). This meeting aimed at discussing key principles and structure of a new regional JDP that should apply in order to respond to the challenges posed by the new SCIP model.



### c) The JDP cycle: Promoting European Added Value through coordination

In 2012, further improvements in the 3 phases of the JDP cycle (planning, implementation and assessment) continued to be explored:

- **Planning:** JDP planning is undertaken according to a risk management based approach and establishment of clear specific objectives.

A joint Regional Risk Analysis system is applied in all JDPs to facilitate planning of JDP activities through the identification of areas, periods and specific objectives to be covered. During 2012, this approach was introduced to the Pelagic Fisheries in Western Waters JDP.

Further developments were introduced for mid-term planning, so as to readjust periods, places and targeted risks, with the introduction of a more adaptive strategy. This was particularly the case for the “long-term” campaigns under the southern North Sea and Pelagic Fisheries in Western Waters JDPs, where tight coordination between the Members of the TJDG is ensured. This experience proved to be positive in the adjustment of control effort to the “actual” fisheries situation observed, facilitating more cost-effective deployment of control means. Such improvements will be explored in the context of other JDPs in the future.

- **Implementation:** Member States are the cornerstone for a successful implementation of the Common Fisheries Policy, and JDP coordination can optimise their efforts in this respect. Overall, they have contributed satisfactorily to the success of the JDPs, permitting the joint campaigns to be carried out with adequate means.

The projects developed in cooperation with the Member States of the **southern part North Sea JDP**<sup>8</sup> related to

**risk management** and **legal procedures** were important contributions to set a better basis for JDP implementation. The long-term campaigns framework proved to help Member States to combine their national control activities with their obligation to carry out joint control operations without resulting in significant additional workload, whilst promoting European Added Value.

- **Assessment:** The Agency aims at the highest standards of performance and operates on the basis of transparency and accountability. The assessment of activities is also an essential step in the JDP cycle, allowing for a feed-back for constant improvements of the JDP cooperation model, identification of major fisheries threats and improved definition of specific objectives for the following year JDPs.

In line with the developments towards Regional Control Areas, the Agency promotes the assessment of the effectiveness of JDPs on the basis of performance criteria and benchmarks, by a common evaluation, including common reporting of joint control activities at regional level.

During 2012, all different phases of reporting and assessment (Joint campaign level, 3 month progress report in long campaigns, annual assessment of effectiveness of JDPs and associated performance indicators) were successfully implemented. Assessment of the different JDPs has always been done in close consultation with Member States and EC and adopted by consensus.

Finally, it is important to outline that the EFCA Administrative Board has initiated a critical discussion on ways of **evaluating compliance trends at regional level and assessing the cost-effectiveness of joint control operations**, which can provide a new more “result oriented” framework of evaluation and assessment of joint control activities.

<sup>8</sup> Belgium, France, Germany, Netherlands and the UK.

### **d) Promoting a level playing field and exchange of best practices**

In 2012, EFCA continued to promote “**exchanges**” **between the different Member States Union inspectors** in the context of JDP operations, both at sea and land. Such exchanges are of primary importance to exchange experiences and best practices, and can ultimately contribute to more harmonised control and inspection procedures.

It should be noted that the level of “exchanges” has slightly decreased in areas where there is a long-standing record of cooperation between Member States (e.g. the southern part of North Sea). However, in these areas there has been an increasing use of the EU inspector mandate in situations where a coastal/flag state inspector was not available, which contributed to an optimal use of control means deployed in the operational area.

**Regional workshops** have proven to be an excellent forum to promote the exchange of experiences and best practices between Member States inspectors. Such workshops remained a high EFCA priority in 2012 for all JDPs, and were targeting Inspectors from the different Member States, staff of Member States and EFCA FMCs in charge/supporting JDP coordination, and in the particular case of NAFO and BFT, Union inspectors before their deployment under JDPs. A total number of 295 inspectors from Member states participated to EFCA training actions.

### **e) International actions**

EFCA continued supporting the Commission and the Member States in the international arena regarding control and inspection.

EFCA, in cooperation with the Commission, organised an International Seminar to discuss with other Mediterranean Contracting Parties (CPCs) the implementation of the

control measures in the bluefin tuna fisheries in the Mediterranean (See Annex II).

EFCA has supported the EU Delegation in the meetings organised by NAFO, NEAFC and ICCAT, as the body in charge of organising the co-ordination of the fulfilment of EU international obligations arising from the International Schemes of Enforcement and Control of these organisations.

To prepare for Croatian accession, a draft road map was agreed with Croatia for different actions facilitating its incorporation into the different EFCA activities in October 2012. First actions have already been implemented to incorporate Croatia fully to EFCA activities from 1st July 2013.

Besides, EFCA, on request of the Commission, has supported the bilateral discussions with Turkey regarding the Fisheries Dialogue Committee for fisheries in the Mediterranean and with Russia in the frame of the working group on control, monitoring and enforcement with this country.





#### f) Data monitoring and networks

In the area of **data monitoring and networks**, the main achievements consisted of the following:

- Development of a new EFCA Electronic Reporting System (**EFCA-ERS**) to support the exchange of data during JDP operations. The development of this application was completed by the end of the year and ready for the first tests for exchanging real-time data from Member States in a new production environment.
- A significant upgrade of the existing EFCA Vessel Monitoring System (**EFCA-VMS**) with additional functionality being added to the existing software, such as scenario building, advanced activity alarms, report management, vessel group filtering, symbol coloring, or enhanced reporting features.
- Significant progress on the EFCA Electronic Inspection Report (**EFCA-EIR**) with the Member States Working Group completing the Data Element Definition as well as the development of a common exchange format (i.e. XSD) for the requirements of Annex XXVII and XXIII of Commission Implementing Regulation (EU) No 404/2011<sup>9</sup>.
- Regarding **FishNet**, the first high fidelity prototype was delivered displaying how FishNet could provide EFCA with a digital communication, collaboration and coordination platform. As a critical component of FishNet, a contract focused on security to support a secured development of the single sign-on portal was prepared and started. The first phase of FishNet development (Phase 1) was initiated. Based on the existing feasibility study, a major step was achieved with the selection of the target software platform solution.

<sup>9</sup>OJ L 112, 30.4.2011, p. 1.

### g) Training

With regard to **Training**, beyond the regional workshop training actions, the Agency coordinated and facilitated the elaboration of Core Curricula courses for training of national fisheries inspectors and promoted the exchange of best practice. The existing web Core Curriculum Training Platform 1.0 was used so to make the material available on internet in a secured way. Based on the existing system, and following the adopted working method and new development processes a new Core Curriculum Development Platform (CCDP) was developed.

EFCA successfully implemented an action plan to address the nine recommendations issued by the Internal Audit Service (IAS) of the Commission on the adequacy and effectiveness of the internal control system as regards Training and development. Documented procedures were established in order to address all these recommendations. By the end of July 2012 the IAS attested that all nine recommendations were satisfactorily implemented and closed.

### h) Cooperation in maritime affairs and fight against IUU

EFCA actively contributed to DG MARE projects towards the implementation of the EU Integrated Maritime Policy and the Common Fisheries Policy promoting **cooperation in maritime affairs** with Member States, the European Commission, relevant EU Agencies and external bodies.

As a member of the Technical Advisory Group (TAG), EFCA acted as an active contributor to the development of the Common Information Sharing Environment (CISE). The CISE roadmap, leading to the creation of a decentralised information exchange system, interlinks all User Communities, both civilian and military, in the maritime domain. EFCA also participated actively as observer in the pilot projects monitored by DG MARE under the remit of the CISE roadmap.

In 2012, during the BFT Joint Deployment Campaign, and in close cooperation with the European Maritime Safety Agency (EMSA), a pilot project was set up with regards to **Maritime Surveillance**. The main objective was to assess the added value of enriching the existing global picture of the EFCA-VMS system with additional layers of information (AIS, Sat-AIS, LRIT, SAR-Images, nautical charts and inspection and surveillance information) with a view to create an integrated maritime picture.



Visit of EMSA Executive Director

A user-defined technical solution was developed, implemented and tested successfully on the work floor. The application, MARSURV-3, also allowed data fusion and correlation of the traditional VMS data with other maritime data sources. This improved maritime awareness permitted to explore the added value of behaviour monitoring of fishing vessels. The pilot project also tested the use of satellite imagery (SAR) provided by the Mariss service network in cooperation with the European Space Agency (ESA) and the possibilities to integrate such data in the MARSURV-3 application.

The successful results of the pilot project were presented to the EFCA Administrative Board, confirming its potential for future development.

In the framework of **inter-agency cooperation in the maritime domain**, EFCA participated in the European Patrol Network (EPN) on the exchange of information regarding vessel activity detected by patrol means and the provision of mutual assistance on request. In the framework of BFT JDP activities, EFCA provided a specific training for Frontex air surveillance crews in contact with BFT fisheries.

As for the **fight against IUU** the objective was to support the Member States and the Commission in the implementation of Council Regulation (EC) No 1005/2008 (the IUU Regulation). The support by EFCA has been organised in the following key areas:

- Fulfilment of the tasks transferred to the EFCA under Commission Decision 2009/988/EU of 18 December 2009<sup>10</sup>, i.e. evaluation and dialogue missions to third countries;
- Delivery of training workshops to national authorities.

Main achievements were the preparation and conduct of 9 evaluation and dialogue missions to third countries, conduct of 4 training workshops for Member States' officials, and the active participation in two national IUU seminars.

**i) IT**

Last but not least, 2012 was a challenging year for IT, following the internal organisational change with a new line to support corporate and operational activities. Main objectives and achievements in the IT area covered:

- At IT Governance level, an EFCA IT Steering Committee was set up organised along regular meetings where the adoption of a project scoreboard

to give IT guidance and priority to the corporate and operational projects (quarterly reviews).

- The definition of an IT Governance Framework, with the first definition of the draft IT Security Policies, the draft IT Project Management Standards and a draft new version of IT Business Continuity Plan;
- The parallel and successful technical management and support to both EFCA operational and corporate projects involving the development of new IT systems (e.g., ERS, CCDP, new Intranet);
- The EFCA IT infrastructure upgrade, technical cornerstone for the development of the new operational and corporate systems;
- The continuity, the security and the reliability of EFCA IT services according to a predefined SLA.
- A new Intranet was delivered including a new Document management System model implemented in the CCDP and the new Intranet platform.



<sup>10</sup> OJ L 338, 19.12.2009, p.104.

## 4.2. Data and analysis

### JDPs data and its analysis

Timely and permanent exchange of data and intelligence, together with accurate reporting of control and inspection activity, are essential to support effective regional JDPs. Such approach can benefit all levels of the JDP cycle, facilitating common planning, coordinated implementation of campaigns and joint evaluation and assessment.

### A Risk Management based approach in JDPs planning and implementation

Risk analysis and risk management has become an indispensable tool for a successful implementation of JDPs. European Union legislation<sup>11</sup> requires Member States to ensure that control, inspection and enforcement is carried out on the basis of risk management.

In striving to achieve the highest standards of campaign management, EFCA has, since 2010, increasingly deployed risk management practices in the planning and implementation of Joint Deployment campaigns. In particular, EFCA Regional Risk Analysis system has, over a two year period, successfully facilitated the planning by providing the medium to long-term strategic objectives for Joint Deployment campaigns.

This system, based upon quantitative risk analysis, is supported by a tool which makes a numerical determination of the probabilities of various adverse events and the likely extent of the losses thereby sustained or, in the case of fisheries, the negative effect on the fish stock if a particular threat arises.

In 2012, the **biannual planning exercises** of the campaigns of the 3 Union waters JDPs, **Cod and salmon in Baltic Sea, Cod in North Sea and Pelagic fisheries in Western Waters** were performed in February and August

respectively for the campaigns of the 2nd semester of 2012 and 1st semester of 2013. Historical VMS data was used to produce maps representing the fishing effort distribution. Aggregated monthly catches per statistical rectangle were also used to produce maps representing its temporal and spatial distribution. Finally, landings data were analyzed to identify main landing ports.



Considering the inclusion of **salmon** as a target species within the **Baltic Sea JDP**, EFCA convened a meeting with ICES experts in preparation of the Baltic Sea Steering Group. In this meeting, the most accurate information on salmon fisheries was presented by ICES, including a description of the spatial and temporal distribution of this species in the area, and discussion on potential threats and risks of non-compliance. Further to this meeting, the Regional Risk analysis of salmon catches and landings in the Baltic Sea was performed for the first time for the planning of the 1st semester of 2013 Baltic Sea JDP.

<sup>11</sup> Council Regulation (EC) No 1224/2009, Art. 5(4).



In close cooperation with the Member States of the **southern North Sea area**<sup>12</sup>, EFCA developed a dedicated **risk management project** in which the Member States continued to develop common rules and to explore the best use of information and intelligence available context of joint operations. Based on Member States results of their tactical risk analysis, the project developed methods for further integration at a regional level considering values such as regional inspection history. In this way, a target hierarchy is made available for the TJDG.

On the basis of this project, EFCA started a discussion with the **different JDPs Steering Groups** on the development of a **coordinated regional risk management strategy**, including specifications for long, medium and short term needs and outputs. A dedicated project was recently launched in the context of the NAFO and NEAFC JDP.

The recently developed *non-paper* for a new SCIP<sup>13</sup> model already foresees that “the risk management strategy... should be coordinated at regional level through a joint deployment plan” by EFCA. The EFCA Executive Director recent decision for the **Pelagic Fisheries in Western Waters JDP**<sup>14</sup> already includes a framework for cooperation with Member States in the coordination of the regional risk management strategy. Such regional risk management strategy will be further developed and implemented in tight cooperation with the pelagic in WW JDP Steering Group.

In the framework of the JDPs for areas managed by International organisations, the risk analysis is prepared together with the Member States to plan the activities yearly, based on the historical fishing activity in the area (catches, period, etc.).

#### **Improved recording of joint control and inspection activity data**

In 2011, EFCA contracted the development of a web-browser based application (JAde V.1) for the management

<sup>12</sup> Belgium, France, Germany, Netherlands and the UK.

<sup>13</sup> Ref. Ares(2012)789272 - 29/06/2012.

<sup>14</sup> Decision No 2013/01 of the EFCA Executive Director for pelagic fisheries in WW JDP.

and analysis of the control activity data recorded in the framework of the Joint Deployment Plans coordinated by the Agency. The application has been in use since March 2012, and all the JDPs have started to record control activity data in that system. By the end of 2012, EFCA had launched a contract in order to upgrade this application. The new version, which will be delivered by May 2013, will offer enhanced possibility to produce reports necessary for the monitoring and assessment of the control activities coordinated by the Agency. The data entry module will be revised. Finally, some new requirements related to strategic and operational risk analysis will be implemented.

The planning and coordination of JDP's depends very much on the analysis of data related to the control of fishing vessels and their activities, in particular the data contained in the fishing logbook as well as landing and transshipment declarations. The continuing implementation of ERS across the EU has resulted in a major increase in the number of vessels operating with electronic logbooks. In order to support JDP operations, EFCA developed the ERS system to receive process and exchange electronic data relating to control activities. The EFCA-ERS is expected to play a central role in the support of the CCIC and ACs for the planning and conduct of JDP operations.

### 4.3. JDPs planning and implementation

#### a) Cooperation with the Commission and Member States: A key factor for effective JDP Planning and cooperation

In organising operational cooperation between Member States through the adoption of JDPs, and for the purpose of operational coordination of joint control, inspection and surveillance activities by Member States, the Agency has established two joint working groups for the elaboration and implementation of each JDP:

- the Steering Groups (SG, more concerned with overall planning and strategic decisions) and

- the Technical Joint Deployment Group (TJDG, more concerned with the tactical planning and implementation of joint operations).

During 2012, these working groups steered the successful and timely implementation of all EFCA JDPs, based on solid cooperation principles such as consensus and transparency. Both the SG and TJDG were also quite important in providing feedback for the training activities and implementing some regional projects in support of JDP coordination (e.g. legal procedures project southern North Sea).

#### b) Operational coordination of JDPs

It is difficult to envisage « a one fits all » solution for JDP management, and different models for operational coordination have been explored in the past. Regional specificities, the fisheries covered, the legal background and the historical degree of cooperation between the Member States active in the area, are important factors to consider.

In 2012, different coordination models were in place, ranging from JDPs with a series of short-term campaigns and mostly operating at a single species level (e.g. northern North Sea and Baltic Sea), to year-round, multispecies JDPs (e.g. pelagic in Western Waters, NAFO and NEAFC).

The **long-term joint campaign in the southern part of the North Sea and Pelagic fisheries in Western Waters** confirmed that the flexible planning of joint control operations was a key driver in ensuring the best deployment of the available control means. In addition, the EU inspector mandate was increasingly used in these areas and proved to be the best way to ensure that control means deployment is optimal. The transparency of decision process through meetings of the Technical Joint Deployment Group, combined with the Member

States agreement to share all available and relevant data strengthened the cooperation at the regional level.

Under the **pelagics in WW JDP**, a more effective model of implementation of its long-term campaigns was further explored during 2012. The split of the campaigns in two (one in the Northern area and one in the Southern area), and the introduction of “**core periods**” (with higher fishing activity and coordination demands), and of “**non-core periods**” (less fishing activity with a general follow-up coordinated by EFCA), allowed for a more effective and responsive coordination.

For the implementation of the different JDPs, the TJDG has been supported by a CCIC and ACCs, which were based either at Member State or EFCA.

The **EFCA operational room** has been increasingly used as a **coordination centre** in the context of different JDPs. This function has been partially supported with experts coming from BE (JDP cod in the NS), PT (JDP Pelagics in WW), SP (JDP pelagic in WW and BFT), UK (JDP Pelagic WW), Ireland (JDP pelagics Western waters), MT and IT in the context of the BFT JDP. It should be outlined that NL seconded also an expert to the EFCA coordination centre located in Vigo for the period of six months with the objective to coordinate simultaneously 2 long-term joint campaigns under 2 different JDPs (cod in the NS and pelagic in WW).

In the context of NAFO-NEAFC JDP, operational coordination has been guaranteed with third countries during the sea campaigns. A Canadian inspector participated in a campaign organised by EFCA through the chartered vessel Tyr.

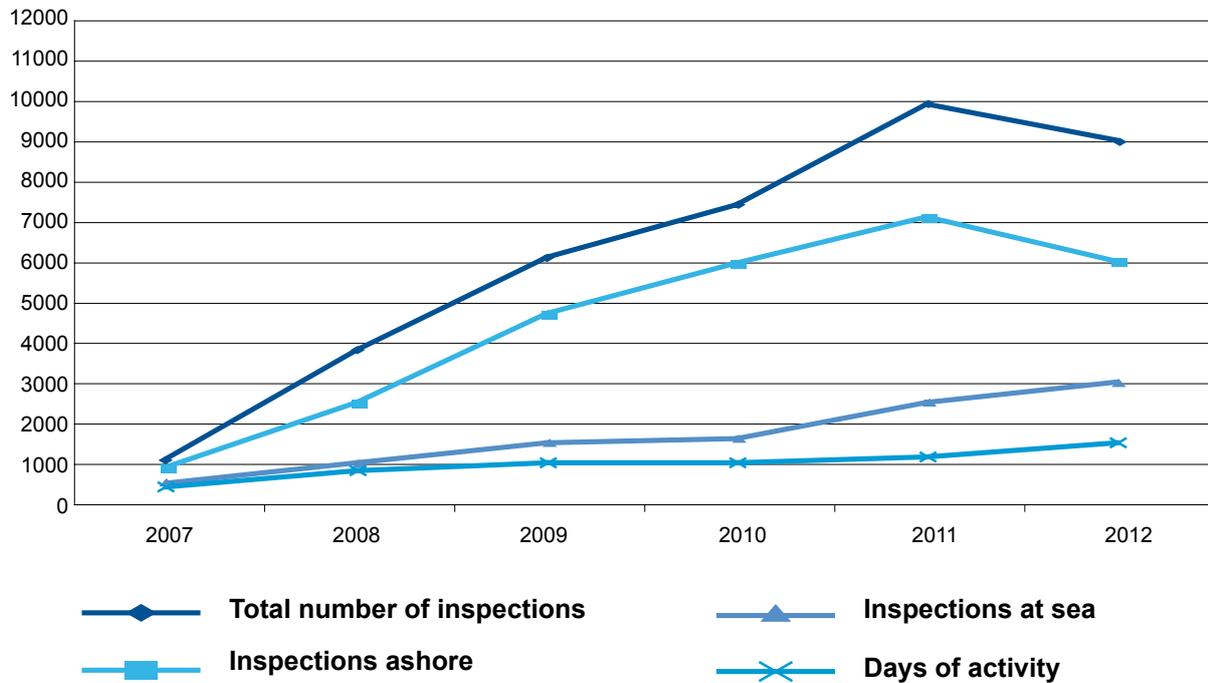
The Agency has continued its involvement in the coordination and implementation of the pilot activities concerning the utilization of **stereo-video systems**, together with Member States. Further to the

recommendation made by the **ICCAT** Standing Committee on Research and Statistics, based on the results of the pilot projects implemented by several CPCs (including the EU), the new recovery plan for bluefin tuna adopted during the 2012 ICCAT Annual Meeting included a provision on the use of the stereoscopic cameras. For the first time, 100% of the caging operations shall be covered by stereoscopic cameras or alternative techniques that provide the equivalent precision. The results of the stereoscopic video recordings will be used to refine the number and weight of the fish in each caging operation.



**c) Key figures of JDPs control and inspection activity**

**Figure 1: JDPs cumulative data, 2007 - 2012**



**Source: EFCA**

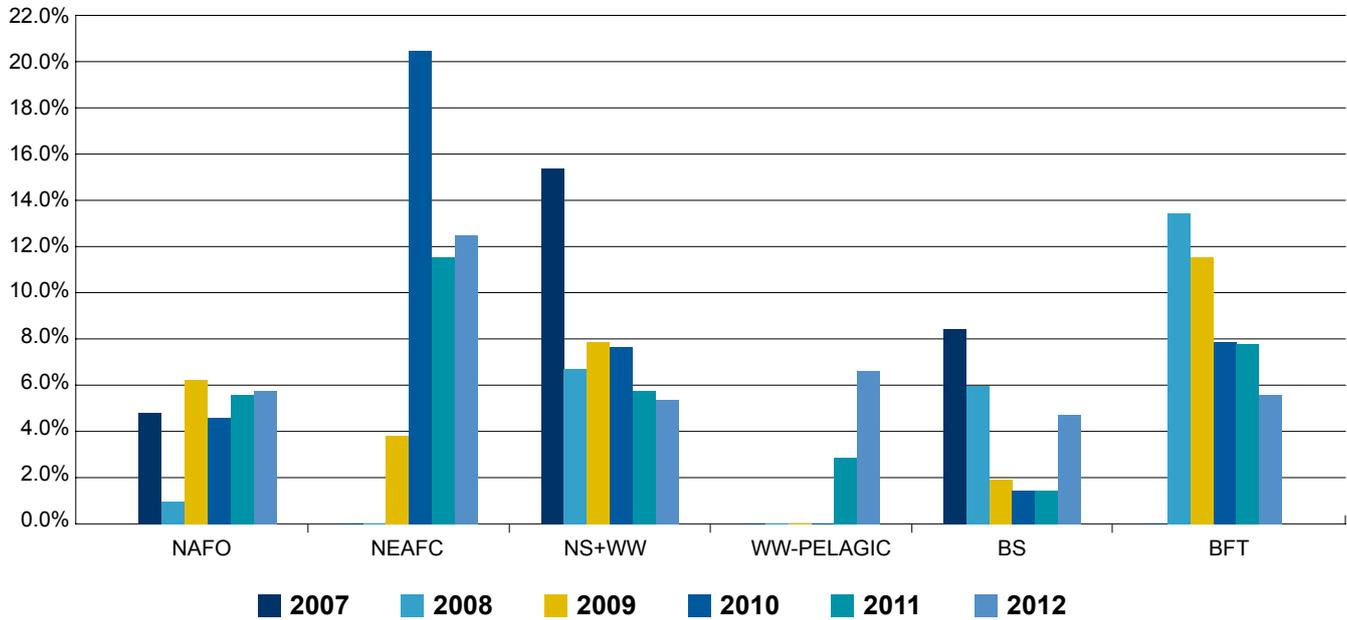
From 2007 onwards, the number of fisheries in which EFCA is active has increased. Since 2009, 4 JDPs have been implemented annually. From the last part of 2011, and during 2012 a new JDP for pelagic fisheries in Western Waters was initiated. In 2012, the first campaigns related to salmon in the Baltic Sea JDP took place in December, but with no impact in the global JDPs figure presented in Figure 1.

During the last three years, the days of activity of JDPs have been reasonably constant. In 2012, the slight increase of days of activity was followed by a more significant increase of number of inspections at sea.

In parallel, one can notice a significant decrease in the level of inspections ashore, resulting in the consequent reduction of the total number of inspections. This is mostly due to the fact that in a Member State there were less landing inspections done as the national measure to inspect 100% cod landings ended at the end of 2011 being substituted by a more risk based approach.

The total number of inspections coordinated in the framework of the JDPs during 2012 is around 9,000 in the JDPs coordinated by EFCA.

**Figure 2: Ratio of apparent infringements per inspection**



**Source: EFCA**

Overall, there has been a decrease in the ratio of the apparent infringements detection per inspection made, with the exception for the cod and salmon in the BS JDP and pelagic in WW JDP.

In the case of the Baltic Sea, whilst there was a significant decrease of the landing inspections made (see above), this was mitigated by a further development of the risk assessment based strategy in place. In this way, a more targeted approach for landing inspections was introduced, allowing for more cost-effective controls. It should also be noticed that the introduction of new management rules in some Member States such as the obligation of cod landings to pass an auction before first sale, has resulted in an increased number of infringements (see table 1 number of infringements detected related to national measures in the BS area).

In the case of pelagic fisheries in WW, it should be noticed that 2012 was the first full year of implementation of this JDP, and there is the need to establish a more extensive time series before being able to assess any trends.

It is very difficult to derive at any conclusions related to compliance trends in the different areas based on direct comparisons between the control effort deployed and infringements detected. The recently established Focus Groups on compliance evaluation and assessment of cost-effectiveness in control operations can bring improved methodological support and more insight to effectively address this issue. These Focus Groups will be supported through a long-term project that could establish the knowledge-based required for describing the relationships between management measures in place, control effort and strategy, infringements detection rates, sanction levels and any other potential factor affecting compliance dynamics.

**Table 1. Number of apparent infringements detected by type in all JDPs**

JDP	Inspections	Licensing & Pertaining Conditions	Technical Measures	Conservation Measures	Reporting	National Measures	TOTAL
North Sea	19	28	76	19	84	6	232
Baltic Sea	10	15	32	4	37	44	142
Pelagic	6	1	11	-	109	-	127
NAFO	-	1	1	1	-	-	3
NEAFC	1	3	1	3	10	-	18
BFT	1	1	1	7	42	-	52
<b>TOTAL</b>	<b>37</b>	<b>50</b>	<b>122</b>	<b>30</b>	<b>285</b>	<b>50</b>	<b>574</b>

Table 1 provides an overall estimation of the nature of infringements found in the different JDPs. Overall, it can be observed that most of the infringements are related to reporting issues (mostly entry/exit or notification of landing) and technical measures (gear related issues). The inspections column refers to misbehaviour of the inspected person during the operation.

However, it should be outlined that a detailed analysis is presented in the context of the annual assessment of the effectiveness of the different JDPs.

#### 4.4. Training and best practice

To give effect to its coordination duties and legal commitment, EFCA supports Member States in designing a training programme for trainers and Union inspectors. A priority in the development of training schemes is to create reference materials for the training of the trainers of the inspectorates and of Union inspectors before their first deployment, the Core Curricula (CC). To enhance the involvement of all stakeholders on the achievement of common training objectives, several fora for exchange of experience and best practice were held. A Steering group and a Working group on training and exchange of experience were well established, and Workshops on a regional basis were also organised by EFCA.

The Agency introduced SMART (Specific, Measurable, Accepted, Realistic and Time bounded) objectives related to the Training and development activity and subsequently designed adequate monitoring tools, especially for improving the drafting quality and validation sub-processes.

EFCA contracted fisheries experts, other than national officials, for a limited scope and duration, to assist in the development of the CC in order to have a solid basis for the development of training material.

The time and effort invested in the development of a pedagogical methodology for training was laid down in a **Methodology paper**, which was presented to and approved by the Member States. A dual approach on the CC development was decided and agreed with the Member States. The Curricula are composed of a training handbook with the teaching materials for the students and a training manual with the instruction for the trainer. The development of the CC started with the development of modules on Sea inspection as advised by the Working group. A regional and specific approach according to the fisheries is envisaged.

**A web - based CC development platform** (CCDP 1.0) was created for exchanging information with the external experts and Member States, and a second version of this platform (CCDP 2.0) was tested for using it as an online tool for developing the CC courses. This online application supports the collaboration of experts, Member States, the Commission and EFCA for the development of CC training materials. Authorised users are able to exchange, to track comments of the different versions of the documents, and to manage meetings, discussion groups, calendar, news, or announcements. This virtual collaboration tool will provide the capacity to draft and review remotely Core Curricula (CC) documents.

At the request of Member States, participation of EFCA in general national training programmes was conducted. Assistance was delivered for a basic training programme in Belgium.

**Regarding training workshops in support of regional cooperation**, during 2012, 13 training workshops were organised by EFCA with Member State officials (see Annex I – 3 “JDPs output”). They were conducted following identification of training needs in cooperation with the Commission and the Member States. These workshops addressed:

- Staff working in Member States and EFCA FMCs (who could act as CCIC or ACC)
- Inspectors operating under EU waters JDPs (NS, BS and WW) and Black Sea cooperation.
- Union Inspectors to be deployed in the context of non-EU waters JDPs in support of international control and inspection schemes adopted by Regional Fisheries Management Organisations (RFMOs)

Regarding the support to the Member States in the fight against IUU activities, 4 workshops were organised to which in total 87 experts attended.

JDP/REGION/SUBJET	Training workshops	Participants
North Sea	1	16
Baltic Sea	1	33
Western Waters	1	21
NAFO & NEAFC	3	84
Mediterranean and Black Sea	6	119
CCIC/ACC	1	22
IUU	4	87
Total	17	382

The seminar organised for Member States and EFCA staff (CCIC and ACC) working in coordination centres under JDPs proved to be good platform to discuss and develop the best practices for operational coordination of joint operations within the framework of the BS, NS and WW JDP.

The 2 workshops organised for inspectors working for the **BS and NS JDPs** helped to focus on best practise related to the application of the Electronic Reporting System, controls of fish consignments transported on land, and on procedures related to the deployment of European Union inspectors in waters of a different flag state. The introduction of “real case scenarios” and the organisation of operational units grouping Member States inspectors have facilitated the development of a common understanding and common operational procedures to any potential “real-life” operation. These events highlighted the need to strengthen the operational cooperation through Technical Joint Deployment Groups. The Baltic Sea annual workshop gave special attention to salmon fisheries and methodologies for control of this new fishery incorporated to the JDP.

In the **pelagic in Western Waters JDP** a real case was introduced by EFCA to the group to give an example of how international cooperation can be achieved and coordinated. Case studies prepared by EFCA were used to simulate scenarios during ashore and seagoing inspections. Participants also benefited from experiences and knowledge of some Member States: the Irish team gave

a presentation centred on their control methods regarding pelagic fisheries and the Dutch authorities demonstrated control of a pelagic freezer trawler in port. The group was shown the control system in place followed by a question and answer session with the Dutch team.

Member States were encouraged, in some specific joint campaigns, such as **NAFO or BFT**, to deploy inspectors that have attended an EFCA specific workshop.

During the **NAFO** training course four participants were given presentations on provisions applied for fisheries in the NAFO area giving special emphasis on new measures as agreed in the last NAFO Annual Meeting. Participants were also given practical exercises designed to simulate a variety of scenarios which inspectors might encounter during the course of operations in the NAFO Regulatory Area.

The annual two-day training course was scheduled to take place in late March shortly prior to the start of the 2012 NEAFC fishing season. The training incorporated all up-to-date provisions for the NEAFC fisheries, and practical exercises were used to simulate situations in which inspectors might find themselves during the course of routine seagoing inspection work in the NEAFC Regulatory Area. In addition to this annual training, EFCA staff delivered a one-day training seminar to both UK and Irish NEAFC inspectors. This type of training in the Member States will continue in future years and may be expanded.

A regional Seminar for national trainers of Member States concerned by the **2012 bluefin tuna JDP** was organised in order to supplement the knowledge gained by national trainers during previous bluefin tuna training courses. It mainly dealt with the utilization of **video recordings** for the purpose of the estimation of the number and weight of bluefin tuna during the transfers and caging operations. In this regard, EFCA presented the specific inspection tasks regarding video recording requirements based on benchmarks, priorities, methodology and procedures for control as established in the Commission Decision (2011/207/EU) establishing a specific control and inspection programme related to the recovery of bluefin tuna in the eastern Atlantic and the Mediterranean.

The knowledge acquired and the material disseminated during the regional seminar has facilitated the preparation, development and implementation of national training courses.

Several Member States organised **bluefin tuna national trainings**. EFCA coordinators supported the national training implemented by Cyprus. For the first time, Italy has conducted national training sessions through video conferences with regional offices.

EFCA has also organised a **Black Sea Regional training** for Bulgarian and Romanian national trainers which were involved in the implementation of the 2012 National & Monitoring Control Plans for turbot. The main objective of this regional training was to train Member State national trainers that would be involved in the preparation, development and implementation of national training courses for inspectors in their own countries. Training material (theoretical presentations and practical exercises) was disseminated during the regional training to facilitate the preparation and implementation of the national ones. The training remains a high priority and the EFCA will continue to further cooperate with Member States in that respect. A training steering committee (TSC) was set up in 2012 in order to maintain the consistency and allocate the appropriate level of resources to the different training

undertakings of the Agency (CC, trainers, Union inspectors, advanced best practice).

As for IUU, 4 training workshops for Member States' officials were organised, which 85% of the participants evaluated with "very good" or "good". Moreover, EFCA took part in two national IUU seminars.

### 4.5. Assessment and evaluation

Periodic reporting has been undertaken in all JDPs, ensuring timely communication of the results through the Steering Group members and stakeholders, generally at the end of the different joint campaigns. This reporting system is both data-based and qualitative, covering all the different elements of the activities. This system has permitted a joint analysis with Member States to highlight possible common problems and discuss potential solutions.

The complete assessment reports for the Bluefin Tuna and NAFO/NEAFC JDP can be found in Annexes I.1, I.2 and I.3. Due to the late closure (December 2012) of European waters JDPs (Pelagics in WW, cod in the NS and WW and cod and salmon the BS), these assessment reports will be completed during the first half of 2013 after consultation with the regional Steering Groups.

At a more strategic level, in accordance with the annual seminar of JDPs 2011 "The way forward – Assessing effectiveness", the recently developed non-paper for a new SCIP model and the Five year independent external evaluation of EFCA activities (2007-2011), the EFCA Administrative Board (AB) asked the Agency to develop a method for assessing the cost-effectiveness of control operations and to evaluate general trends in compliance levels. In this sense, two Focus Groups were created and a call for tenders for a methodology to evaluate the costs of JDPs was published.

The implementation of these Focus Groups will be an important strategic axis for EFCA activities in 2013.

As for Capacity Building, new Key Performance Indicators (KPIs) were defined for key activity areas according to

SMART criteria (Specific, Measurable, Accepted, Realistic and Time bounded). Such KPIs monitored progress toward strategic goals and specific objectives throughout the key capacity building processes as identified.

For measuring performance, two major types of indicators were selected and assigned in terms of achievements with qualitative and quantitative indicators. First, progress towards achieving pre-defined project development phases such as completion target dates for IT system developments, or training attendees satisfaction rate. Secondly, the measurement of repeated achievement of some level of operational goal, such as availability rates of IT applications. These assessments will lead to the identification of potential improvements in the concerned key activity areas. Detailed reporting tables for IT, Data Monitoring and Networks, Training, Maritime Surveillance and Pooled Capacities, and IUU are provided in Annexes I.6, I.7, I.8 and III.4.



Seminar with ICCAT Contracting parties

#### 4.6. Cooperation with third countries

Within the frame of the AWP 2012 several cases of cooperation with third countries were foreseen, namely:

- Mediterranean third countries
- North Atlantic third countries

#### Mediterranean third countries

A **Technical Seminar with ICCAT Contracting Parties** (CPCs) on the monitoring and control of bluefin tuna fisheries was held in Vigo (Spain) on the 28 and 29 of June 2012 (see Annex II).

The Technical Seminar was organized by the European Fisheries Control Agency (EFCA) at the request of the European Commission. All Mediterranean ICCAT CPCs having an interest on bluefin tuna fisheries were invited. Representatives from Algeria, Croatia, Morocco, Tunisia, Turkey and the European Union attended the Technical Seminar. A number of EU representatives from France, Italy, Malta and Spain attended.

The objective of the seminar was to provide an opportunity for an exchange of views and best practices in monitoring and control measures of bluefin tuna in light of recent developments in the fishery.

The possibility to organise a new meeting to continue the cooperation among CPCs that has started during this Technical Seminar was discussed. Participants considered that these Seminars could be very useful to improve the cooperation and facilitate the exchange of best practices on bluefin tuna control issues.

**Croatia** will join the EU from 1 July 2013. In these circumstances, and considering the importance that Croatia can be joined to the EFCA programmes from this date, a roadmap between EFCA and Croatia was discussed on October 2012, and it is being implemented in order to initiate a cooperation in accordance with the EFCA 2012 and 2013 work programs which foresee cooperation with Mediterranean third countries including Croatia.

The road map establishes:

- Participation of Croatian experts to the EFCA (BFT) Steering Group meeting and to other steering and working groups (core curricula, advanced training, etc.).
- Exchange of inspectors during the next BFT campaign;

- Secondment of a Croatian expert in EFCA TJDG operated in Vigo during the next BFT campaign;
- Tests and exchange of data (VMS and if possible ERS data) before and during the next BFT campaign;
- Participation of EFCA trainers to Croatia National training sessions;

Croatia participated to the last Bluefin tuna Steering Group of 2012, and full involvement in the Mediterranean JDP is expected in 2013.

EFCA continues to support the European Commission in the framework of the **EU-Turkey** fisheries dialogue working group. EFCA participation is related to cooperation in control regarding the bluefin tuna season in the Mediterranean Sea and the fishing in the Black Sea. It was agreed to maintain a general cooperation and an exchange of information during the fishing campaign. Information and methodology for inspections were exchanged.

An **evaluation meeting** after the fishing campaign was also held in Istanbul. EU and Turkey made a detailed presentation explaining their BFT inspection activities in the framework of ICCAT Joint Inspection Scheme. In relation to the mutual cooperation, this is expected to continue during 2013.

### **North Atlantic third countries**

EFCA participated to the second meeting of the working group on control, monitoring and enforcement between the EU and **Russia** in Lithuania in November 2012

The main objective of the Working Group is the exchange of ideas to further strengthen co-operation in control, through exchange of information and exploring joint actions to that end.

For 2013 the exchange of information regarding Baltic Sea technical and fisheries control measures and available inspection means is expected. Also, Russian inspectors



will be invited to participate to the next EFCA workshop for Baltic Sea fisheries inspectors.

As in previous years, the operational cooperation with Canada in the framework of the inspection activities in NAFO was maintained. A permanent exchange of operational information with Canadian Patrol vessels in the area is kept by the European means assigned to the JDP NAFO. Besides, article 28(5) of the NAFO Conservation and Enforcement Measures for 2012 provides for cooperation between Contracting Parties in the field of fisheries Monitoring, Control and Surveillance (MCS) with respect to the NAFO Regulatory Area (RA).

In past years, Canada and the European Union have undertaken a number of joint operations in the framework of NAFO pilot project on joint inspection procedures. Inspectors from the European Union operated alongside Canadian colleagues aboard of a Canadian inspection platform and vice versa.

During 2012, a Canadian inspector participated in a patrol of the NAFO Regulatory Area aboard the EU chartered FPV Tyr, together with EU NAFO inspectors. The results of the campaign was positive, permitting the discussion of specific points and providing feedback for a future discussion in NAFO to establish a permanent mechanism of cooperation between the different contracting parties in NAFO through exchanges of inspectors.

Last but not least the Agency participated in the meeting of European Neighbourhood Partners in the work of EU agencies.

### 4.7. Cooperation with the European Commission

In the area of assisting the European Commission in the implementation of the IUU Regulation (EC) No 1005/2008 EFCA closely cooperated with DG MARE in the preparation and conduction of evaluation and dialogue missions to third countries. The principle aim of these missions was to

evaluate on the spot the practical implementation of the IUU Regulation by third countries, to establish shortcomings and to discuss possible improvement. EFCA contributed to 9 missions (i.e. Fiji, Vanuatu, Philippines, Taiwan, Ivory Coast, Vietnam, Thailand and PNG) by analysing and processing 828 catch certificates and 466 processing statements in addition to background research on trade statistics, fleet composition, characteristics of the fishing industries, etc. On the spot, EFCA also cooperated with the European Commission in the evaluation of different legal and administrative procedures.

EFCA MWP 2012-2017 & AWP 2012 established the task to assist the Commission and the Member States in respect of the activities of Regional Fisheries Management Organizations. This is the case namely of ICCAT, NAFO and NEAFC.

EFCA is coordinating the participation of the European Union to the International Scheme of Control and Inspection established by these three RFMO through a Joint Deployment Plan, that ensures that the EU obligations of presence in the different areas and also the contribution to an adequate control of the fishing activities

EFCA staff participates in support of the EU Delegation to the annual Meetings of these three organizations, and also to the specific Control Committees of these organizations: COC (ICCAT), STACTIC (NAFO) and PECCOE (NEAFC). Besides, EFCA has been delegated by the Commission to fulfil a number of tasks related to the notification to RFMOs of different information resulting from the inspection activities deployed by the Member States inspectors: inspections reports, activity reports, etc.

For 2013 EFCA will continue with this task, and also is foreseen a possible involvement in another RFMO, namely the General Fisheries Council for the Mediterranean (GFCM).

## 5. Governance and representation

### 5.1. Administrative and Advisory Boards

#### 5.1.1. Administrative Board

The Administrative Board is the main governing and controlling body of EFCA. It is composed of six members representing the Commission and one representative per Member State. The Chair of the Administrative Board is Mr Jörgen Holmquist, appointed on 18 October 2011, and the Deputy Chair is Mr Dario Cau, appointed on 10 October 2012.

In 2012, two meetings of the Administrative Board were held in Vigo; the 16th meeting of the Administrative Board was held on 15 March and the 17th meeting on 9/10 October.

At its 16th meeting, the Administrative Board adopted, amongst other, the Multiannual Staff Policy Plan for 2013-2015, the Draft Budget for 2013, took note of the Provisional Multiannual work programme for years

2013-2017 and Annual work programme for year 2013 and issued the recommendations on the Five year independent external evaluation of the Agency.

At its 17th meeting, the Administrative Board adopted, inter alia, the Multiannual work programme of EFCA for years 2013-2017 and the Annual work programme for year 2013 together with the Budget of the EFCA for year 2013.

In the last quarter of 2010, the Administrative Board initiated the procedures for the commissioning of an independent external evaluation on the 5 year activity of the Agency. The aim of the evaluation was to assess the impact of the legislation, the utility, relevance and effectiveness of the Agency and its working practices and the extent to which it contributes to the achievement of a high level of compliance with rules made under the common fisheries policy.

The Evaluation was finished and adopted by the Administrative Board in 2012 (see Chapter 6)



EFCA Administrative Board

## 5.1.2. Advisory Board

The Advisory Board, composed of one representative of each Regional Advisory Council (RAC), met twice in 2012 prior to the Administrative Board meetings; in Brussels on 21 February and in Vigo on 12 July 2012.

The Advisory Board representative in the EFCA Administrative Board is appointed in accordance with the yearly rotation system agreed by its members. From 2 March 2012 to 1 March 2013 the BSRAC was appointed representative of the Advisory Board in the Administrative Board, and the PelagicRAC alternate. The representative of the Advisory Board in the Administrative Board will rotate to the PelagicRAC and the alternate will be the representative of the LDRAC on 1 March 2013.

## 5.2. Communication

In 2012, EFCA was supported by its Communication strategy to ensure the overall operational goals; and the Agency's mission and work have been well known by its target audiences, comprising stakeholders in the fisheries where EFCA is involved.



Visit of Commissioner Damanaki

EFCA reached the general public in support of the European Commission strategy conveying the CFP message and in particular, EFCA participated in the Seafood Exposition in Brussels. This included continuous EFCA staff presence and a promotional display.

Media work was developed around the main topics of the year. Besides the communication of main decisions taken at the Administrative Board, there were other relevant issues to communicate such as the agreement on cooperation activities between Croatia and the European Fisheries Control Agency, the inclusion of salmon in the Baltic Sea JDP or the results of the 2012 JDP for bluefin tuna and the seminar with ICCAT contracting parties in Vigo. Throughout the year and upon request, interviews were convened and interested journalists were briefed.

During 2012, the Agency received a number of high level visitors, including Commissioner Damanaki, the EP Fisheries Committee, the FPVs from the UK (HMS Severn) and Ireland (LE Emer), the Executive Director of EMSA, national and regional authorities, industry representatives, scientists and other stakeholders.

With a view to promoting Europe in the location of its host seat, EFCA celebrated Europe Day in Vigo at its premises in the presence of the Galician regional minister of the Sea and the Mayor of Vigo. The event was attended by prominent regional and local authorities as well as other fisheries stakeholders and was widely covered in the regional press. EFCA representatives also attended the World congress of Cephalopods, taking place in Vigo, in the context of the Conxemar fair.

With regards to online communication, the development of a new intranet was concluded, so it can become the main access tool for information for EFCA staff with a



Europe Day in Vigo

view to have an easier, more user friendly interface that can streamline working processes. Regarding the EFCA website, the number of visitors has remained steady in an average of 4000 per month and an analysis study of possible target software components for a new website was launched.

Other tools produced to underpin EFCA communication included the printed EFCA Annual Report and Multiannual work programme, as well as a video explaining the work of EFCA and other promotional material. In addition, in 2012 the change of name from CFCA to EFCA became fully effective.



Meeting of the EFCA Advisory Board

### 5.3. Representation and networks

The **Regional Advisory Councils (RACs)** represent the stakeholders in relevant geographical areas or fisheries. There are seven Regional Advisory Councils which cover different fishing grounds; both in EU and international waters and those under fisheries agreements: North Sea RAC, Pelagic Stocks RAC, North Western Waters RAC, Baltic Sea RAC, Long Distance RAC, South Western Waters RAC and Mediterranean Sea RAC

The RACs are an important target audience for the EFCA in its Communication policy, as they are partners

and suppliers of information to a range of fisheries organisations and other stakeholders.

During 2012, EFCA participated in meetings of the Executive Committees of the RACs, especially in those of the RACs affected by the Joint Deployment Plans adopted by EFCA. The Agency also participated in the RAC Working Groups, but solely when issues referring to EFCA competences were included in the agendas of the relevant meetings.

EFCA attended the meetings convened by the Commission, the European Parliament and the Council where its presence was desirable, required or in the interest of the Agency.

Amongst the meetings attended during 2012 were the hearings in the EP Committee on Fisheries and the presentations made on the occasion of the visits of the Commissioner Maria Damanaki and the EP Committee on Fisheries delegation to EFCA headquarters. In addition, EFCA representatives also attended the Commission expert groups on control for fisheries and aquaculture.

EFCA has participated, and supported the EU delegation, in meetings of the RFMOs, in which JDPs are executed: NAFO, NEAFC, and ICCAT. During 2012 the Agency also participated in the Coastguard Forum meetings.

On horizontal matters, the inter-agency cooperation network coordinates the relations between Agencies, the Commission and the European Parliament. In this context, the Executive Director and the Head of Administration attended the various meetings held at managerial level. Likewise, Agency staff met their counterparts through specific technical networks: Procurement (NAPO), Communication, Data protection, Legal (IALN), IT, the Performance Network and Accounting.

The Agency was also represented on the Board of the Translation Centre during two meetings in 2012.

## 6. Five Year Independent External Evaluation of the EFCA

In accordance with the Agency establishing Regulation, within five years from the date of the Agency having taken up its responsibilities, and every five years thereafter, the Administrative Board shall commission an independent external evaluation of the implementation of the above Regulation. Therefore, the first Five year independent external evaluation of the EFCA (2007-2011) was carried out and made public in March 2012.

The evaluation assessed the impact of the Agency establishing Regulation, the utility, relevance and effectiveness of the Agency and its working practices and the extent to which it contributes to the achievement of a high level of compliance with rules made under the common fisheries policy. It involved desk research, stakeholder consultations, a survey of Administrative Board members, a survey of Regional Advisory Council (RAC) members and other stakeholders, five case studies, and a focus group meeting on the conclusions and recommendations.

The conclusions can be summarised as follows:

- The Evaluation report indicates that on the whole, **governance arrangements** have worked well. Considering the Agency's limited resources, its operation in the politically sensitive environment of fisheries policy, and current Member State budget constraints, performance against the evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability can be considered promising.
- With reference to the **performance** element, the review of relevance confirms the strong relevance of operational coordination to EU and Member State needs and priorities. It is highlighted that efforts are under way to further enhance the effectiveness of the JDPs, via introducing new concepts (multi-species and continuous JDPs). A positive contribution was made by capacity building.



Five Year Independent External Evaluation seminar



- The Evaluation report also pointed out that the Agency also scores well against the evaluation criterion of **efficiency**. With regard to the Agency administration it is stressed that the Agency stands out for efficient administration, making good use of relevant EC support services, cooperating with other agencies, and swift follow up on EC Internal Audit Service or ECA observations.

- Regarding **effectiveness**, the evaluators have found much positive stakeholder feedback, both in terms of enhanced Member State cooperation and Member State compliance with CFP requirements. Concerning Member State cooperation it is, however, noteworthy that cooperation outside the JDPs is often not articulated in formal bilateral or multilateral agreements.

- As for the **impact** of the Agency activity in terms of improving the situation of the fish stocks and enhancing the “level-playing field”, it is underlined that there is

limited information available, although Stakeholder consultations point to improvements, and Administrative Board members confirm this for some of the areas covered by the JDPs.

- It is also highlighted that the Agency activity has good prospects for **sustainability**. Administrative Board members consider that practices acquired in the framework of the JDPs and CFCA capacity building are being integrated in Member State practices. The positive feedback on enhanced trust between Member States, and substantial best practice exchange also support the positive sustainability prospects.

In the framework of the Evaluation the Administrative Board considered that organising an open forum, where the main stakeholders would be invited to maintain an open discussion to debate and analyse the work that has been done since the setting up of the EFCA

and the way forward, would provide the Board with an extremely valuable input before issuing the findings and recommendations under the EFCA evaluation.

In that context the main stakeholders (inter alia: Member States, Parliament, European Commission, NGOs, RACs) were invited to participate in the Seminar on the five year independent external evaluation of the EFCA on 14 March 2012.

In order to enhance and facilitate the discussion, interpretation was provided in several languages. The Seminar was very welcomed by the stakeholders and increased transparency and visibility to the whole process. Moreover, the conclusions and feedback from the Seminar brought an exceptional input to the Board in the issuing of recommendations to the Commission.

It is worth noting that the organisation of an open debate with the stakeholders in the context of an EU decentralised Agency evaluation has been included as an example of good practice in the review of the “Performance

management tools and practice in EU Agencies” carried out by the EU agencies Performance development network.

In the light of the Five year independent external evaluation of the EFCA and the conclusions of the Seminar the Administrative Board issued a set of recommendations on 15 March 2012 (Annex XI) that were forwarded by the Commission to the European Parliament and the Council and published together with the Evaluation report in the Agency web site:

([http://www.efca.europa.eu/pages/home/docs\\_basicdocs.htm](http://www.efca.europa.eu/pages/home/docs_basicdocs.htm)).

Following the Administrative Board Recommendations, the Agency prepared a follow-up road map on the different actions to be implemented. Furthermore, the Multiannual work programme 2013-2017 and Annual work programme 2013 has made explicit reference to the recommendations within the Agency activities to be performed on a short and medium term.





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