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COVER NOTE

From:	Crisis Management and Planning Directorate
To:	Committee for Civilian Aspects of Crisis Management
Subject:	Revised draft EU Concept on CSDP Support to Integrated Border Management

Delegations will find attached EEAS document 02471/2/13 REV 2 COR 1 with a view to the CIVCOM meeting on 13 December 2013.

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Encl.: EEAS document 02471/2/13 REV 2 COR 1

EUROPEAN EXTERNAL ACTION SERVICE

**Crisis Management and
Planning Department (CMPD)**

Brussels, 10 December 2013

**EEAS 02471/2/1/13
REV 2 COR 1**

LIMITE

**CIVCOM
COPS
PESC
CSDP/PSDC**

NOTE	
From:	Crisis Management Planning Directorate (CMPD)
To:	Committee for Civilian Aspects of Crisis Management (CIVCOM)
Subject:	Second revised draft EU Concept on CSDP Support to Integrated Border Management

With a view to the CIVCOM meeting on 11 December 2013, Delegations will find attached second revised draft of the EU concept on CSDP support to Integrated Border Management.

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EU CONCEPT ON CSDP SUPPORT TO INTEGRATED BORDER MANAGEMENT

TABLE OF CONTENTS:

1. INTRODUCTION

In view of the increasing demand for CSDP to tackle border management tasks, there is a need to update the 2006 'Concept for ESDP border missions in the framework of Civilian Crisis Management'[1]. The present concept seeks to integrate the know-how acquired since 2006, and to translate the principles of Integrated Border Management (IBM) into the strategic and operational processes for the planning and conduct of CSDP missions. The concept takes into account lessons learned and best practice from previous and current missions with a border management aspect; it builds on the considerable experience and know-how that the European Commission has acquired in this field.

1.1 Reasons for updating the 2006 concept

Border management is an essential element for a country in facilitating trade, economic development and freedom of movement, and in securing its territory and citizens against external and internal threats. In many countries the lack of a central authority and effective law enforcement leads to inefficient border management, which limits the capacity to detect and prevent organised crime including cross-border and transnational crime and terrorism, and allows trafficking in illicit arms, drugs or human beings. This in turn fuels conflict and insecurity. Inefficient border management also reduces State revenues and can discourage trade and economic activity.

It is therefore in the EU's own interest to help build the capacities of third States to control their own territory, manage flows of people and goods, and to address security challenges whilst also fostering economic prosperity and development.

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[1] Doc. 16137/06 of 1 December 2006.

The EU has a distinct expertise in border management, notably through its experience in establishing the Schengen area and in removing checks on persons at borders between Member States. This has led to a significant body of EU law harmonising the crossing of the borders of those EU Member States participating in Schengen with third States, as well as the creation of a number of instruments for operational coordination and support. "Integrated Border Management" as a strategic concept has considerably strengthened the capacity to deal with border management at EU level. In particular, the setting up in 2005 of the 'European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union' (FRONTEX) was an important step forward.

Border management is also dealt with in the context of the EU's external relations and support to third countries. Civilian CSDP missions in Kosovo[2], and in Israel and the Occupied Palestinian Territory contribute to capacity building in the field of border management. The mission in Libya is specifically targeted at core aspects of IBM. Furthermore, the European Commission has a long experience in supporting third countries in implementing IBM, in particular through funding projects. The EUBAM R. Moldova and Ukraine Mission, managed by the European Commission, has IBM at the core of its activities[3]. The Border Management Programme in Central Asia (BOMCA) assists five Central Asian countries in the field of Border Management. IBM is also a priority area for cooperation with third countries in the framework of the EU's external migration policy, the Global Approach to Migration and Mobility.

Since the adoption of the 2006 'Concept for ESDP border missions in the framework of Civilian Crisis Management', there have been significant relevant developments, in particular the entry into force of the Lisbon Treaty, the establishment of the EEAS, the development of the Schengen *acquis* and other instruments, as well as the EU's concept of Integrated Border Management.

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[2] This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.
[3] It should be noted that this is not a CSDP crisis management mission, but a programme financed by the Commission.

The EU's initiative on strengthening ties between CSDP and Freedom, Security and Justice (FSJ) gives new possibilities for interaction and mutual support, as appropriate, between agencies such as EUROPOL, EUROJUST, FRONTEX and CEPOL in the planning and conduct of CSDP missions, as well as with international organisations such as Interpol. It is also part of the overall toolbox that should be applied in the context of CSDP support to IBM.[4]

Finally, work on promoting synergies in the development of civilian and military capabilities, involving stakeholders across EU structures and Member States, offers additional prospects for contributing to the EU's comprehensive approach.

2. AIM OF THE CONCEPT

The aim of this concept is to define principles for CSDP support to IBM and to identify best practice. The concept identifies possible objectives and tasks to be addressed when planning and conducting CSDP missions in support of IBM. It is to assist third countries in defining and achieving the political and operational objectives necessary to establish a more comprehensive, effective and efficient system of border management.

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[4] See the Joint Staff Working Paper - Strengthening ties between CSDP and FSJ actors, 9878/11 as well as the progress reports from 2011 and 2013.

3. SCOPE

The concept is primarily a tool for strategic and operational planners, as well as for mission staff, in planning and conducting civilian CSDP missions in support of IBM. It also provides an overview of the relevant processes and mechanisms for others involved in setting up CSDP missions in support of IBM, such as desk officers in geographical divisions of the EEAS, staff in EU Delegations and EUSR offices, in other EU institutions and in Member States.

It sets out objectives and tasks for the 3 following types of CSDP missions:

1) CSDP missions in support of IBM with strengthening functions (Monitoring, Mentoring, Advising, and Training);

2) CSDP missions in support of IBM with substitution functions (Executive tasks);

3) CSDP border monitoring missions[5].

For the purpose of this paper, the possible objectives and tasks of CSDP missions in support of IBM are set out under the following headings:

A) Policy framework;

B) Legislative framework;

C) Institutional framework (incl. cooperation);

D) Capacity building (human resources and training);

E) Operational tasks; and

F) Infrastructure and equipment.

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[5]   Monitoring missions are strictly speaking not missions in support of IBM. However, in many contexts monitoring is an important aspect of the CSDP missions and should be briefly addressed when discussing border management.

4. DEFINITIONS

It should be underlined that IBM is not seen as a "one-size-fits all" concept that may automatically be transposed and implemented in third States: the scope for implementing IBM will depend on the specific situation in a given country or region. Sometimes all aspects of IBM can be addressed; at other times, issues such as customs will be excluded from the scope. This concept builds on the definition of IBM adopted by the Council in 2006 which sets out the fundamental principles of European IBM and should be a reference for work in this area as many of its elements may be applied in a CSDP setting. However the practical implementation in cooperation with a host country in a CSDP context might differ from its implementation in the EU. [6]

4.1 IBM

As defined by the Justice and Home Affairs Council in 2006[7], Integrated Border Management consists of the following components:

- Border control (checks and surveillance) as defined by the Schengen Borders Code, including relevant risk analysis and crime intelligence;

- Detection and investigation of cross-border crime in coordination with all competent law enforcement authorities;

- The four tier access control model (see below);

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[6] The "Guidelines for Integrated Border Management in EC External cooperation", while not part of the definition applicable in this concept, is an important tool for EU work in this area, are summarised in chapter 10.

[7] Council Conclusions on Integrated Border Management, doc. 15628/06. The EU's IBM concept has border control as key element and common denominator deriving from EU *acquis* on border control, most notably "a Community Code on the rules governing the movement of persons across borders", known as Schengen Borders Code, SBC (OJ L 105, 13.4.2006, p. 1). In order to harmonise border management practices in EU Member States, several EU standards and best practices have been set. The Schengen Border Code and its supplementary legislation, Commission Recommendation establishing a common "Practical Handbook for Border Guards (Schengen Handbook)" (C (2006) 5186 final) sets out common guidelines, best practice and recommendations on border control and, thirdly, the Council's Schengen Catalogue on "External borders control, return and readmission" (DG H, 7864/09) is used as a benchmark when evaluating Member States through the Schengen evaluation mechanism.

- Inter-agency cooperation for border management (border guards, customs, police, national security and other relevant authorities) and international cooperation;
- Coordination and coherence of the activities of Member States and Institutions and other bodies of the Union.

This may be understood in terms of:

"What" i.e. border control, risk analysis, crime prevention;

"How" i.e. coordination, cooperation, coherence;

"Where" i.e. measures that are carried out at the four tiers referred to above:

- measures in third countries;
- cooperation with neighbouring countries;
- controls at land, sea and air borders;
- control measures within the area of free movement, including return;

"Who" i.e. the division of labour between all stakeholders (police, military, customs and other relevant authorities).

4.2   Other key definitions

The following, based on the Schengen Borders Code, are applicable in a CSDP context:

- 'border control' means the activity carried out at a border in response exclusively to an intention to cross or the act of crossing that border, regardless of any other consideration, consisting of border checks and border surveillance;
- 'border checks' means the checks carried out at border crossing points, to ensure that persons, including their means of transport and the objects in their possession, may be authorised to enter the territory of the State or authorised to leave it;
- 'border surveillance' means the surveillance of borders between border crossing points and the surveillance of border crossing points outside the fixed opening hours, in order to prevent persons from circumventing border checks;

- border guard' refers to any public official assigned, in accordance with national law, to a border crossing point or along the border or the immediate vicinity of that border who carries out border control tasks, in accordance with national law;

- 'customs controls' means specific acts performed by the customs authorities in order to ensure the correct application of customs rules and other legislation governing the entry, exit, transit, transfer and end use of goods moved to/from the customs territory of a country;

- 'border crossing point' means any crossing-point authorised by the competent authorities for the crossing of the borders.

Other terms are used without formal definitions in the EU's border related regulations. e.g. 'Border protection' emphasises external security, whilst 'border security' is mostly used in the context of law enforcement, but there is a large degree of overlap in use of the two terms.

5. MAIN PRINCIPLES OF CSDP BORDER MISSIONS

To ensure that a civilian CSDP mission is in a position to deliver on its mandate, the following principles should apply.

5.1 The EU's comprehensive approach

As indicated above, the EU has several instruments at its disposal for addressing Integrated Border Management. CSDP missions can be activated quickly as they provide qualified expertise and they can operate in difficult environments in conflict or post-conflict situations. Usually, they will be deployed for short periods. Commission projects in support of IBM put greater emphasis on capacity building, mainly through longer term financial support. A key challenge is to ensure that those involved in different types of IBM support are fully aware of the advantages or disadvantages of using the different instruments, and maximise synergies when they are used together. It is essential to ensure that activities for short to mid and long term engagement are well coordinated and connected from the outset.

Another important aspect in order to have a coherent response is to ensure a common understanding of the situation or challenge. All relevant stakeholders should develop a shared analysis of the problems to be dealt with and develop a common strategic vision[8], for instance in the context of the Political Framework for Crisis Approach (PFCA)[9].

The wider regional perspective is also particularly important when addressing IBM: borders need to be managed in close cooperation with neighbouring countries. When planning a mission in support of IBM, it is thus essential to take into account the situation in neighbouring countries and, wherever possible, to establish solid cross-border cooperation. Regional problems are to be solved through national systems and capabilities.

5.2   Holistic Approach to IBM

In essence, IBM aims at a holistic approach where all State functions regarding the borders, usually under several ministerial competences, are planned, managed and carried out systematically and coherently taking into account all the State's needs and overall objectives in border management, in particular the facilitation of legitimate travel and trade, protecting the internal security of the State, as well as the safety of persons. While each State authority has its own competences, effective cooperation with others is one of the key prerequisites. This cooperation includes actions ranging from cross-ministerial preparation of legislation and strategies to ground level cooperation between the agencies at individual border crossing points. One objective of IBM is therefore to ensure an efficient and cost-effective functioning of State agencies, based on clearly defined roles and responsibilities. All actions should be based on a common understanding of the risks and their impact on the overall internal security of the State.

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[8] Reference to Communication of the Comprehensive Approach if it is adopted before this concept.
[9] Refer to doc 7660//13 rev 2 of 18 June 2013, chapter D, p. 13 ff.

5.3 Comprehensive Assessment

The specific border related objectives and tasks of a CSDP mission should ideally be based upon a comprehensive assessment, led by the EEAS, of the borders concerned. That assessment should take into consideration the political, military, security, economic, environmental, social and cultural situation; it should include the land, maritime and air dimensions; infrastructure; resources; present border management structures, legislation and operational methodologies; training; the impact of terrain and the climate; regional considerations and all other international and bi-lateral support available. The assessment may be conducted in 6 stages:

- Assessment planning;

- Desk study and liaison with international stakeholders outside the country;

- Consultations with national and international stakeholders in the capital;

- Conduct of a multi-thematic field assessment along all relevant borders;

- Confirmatory round table discussions in the capital to check and discuss findings and recommendations;

- Report writing and presentation.

5.4 The Rule of Law, Human Rights and Gender

CSDP missions are usually deployed in conflict or post-conflict situations, often in areas with flows of refugees and other displaced persons. Border control functions poorly in such countries, which may be affected by low socio-economic development, widespread criminal activities and weak State institutions. CSDP missions in support of IBM should be seen in the context of efforts to establish a Rule of Law framework in accordance with the EU concept for CSDP Justice Missions[10]. EU values, including those relating to human rights and gender equality, should be mainstreamed throughout related mission planning and conduct.

IBM is also closely related to Security Sector Reform (SSR). According to the EU Concept for CSDP support to SSR from 2005, SSR aims at *"increasing the ability of a state to meet the range of both internal and external security needs in a manner consistent with democratic norms and sound principles of good governance, human rights, transparency and the rule of law"[11]*. CSDP missions in support of IBM should closely cooperate with other organisations carrying out work in the field of SSR.

There are specific tools for addressing human rights and gender issues in the context of border management[12], and in line with the EU's "Lessons and best practices of mainstreaming human rights and gender into CSDP military operations and civilian missions"[13], they must be taken into account in all phases of the mission. The combination of often poorly paid and trained border staff, border crossings subject to very limited scrutiny, insufficient monitoring, oversight and discipline, and the vulnerability of people crossing borders may be conducive to human rights abuses by border officials. A number of direct risks of human rights violations can occur at border controls, including denial of right of protection and/or health care, demand for bribes, harassment, physical violence and sexual abuse in return for passage etc.

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[10] Doc. 18173/10
[11] 12566/4/05
[12] See for instance "Border Management and Gender, DCAF 2008.
[13] Doc. 17138/1/10 REV 1

The legal framework of the host country also needs to take into account international legislation on the treatment of refugees, especially the Convention relating to the Status of Refugees of 1957 and its protocol of 1967.

Accountable organisations and effective border management that prevents and detects human trafficking and smuggling are critical both as a deterrent and as a key link in the prosecution of local, regional and transnational crime. They also build trust among the population towards State institutions, thus addressing the overall rule of law framework.

5.5 Local ownership

The principles of IBM need to be fully embraced at a local and regional level. In practice, the implementation of IBM can vary significantly from one country to another. It is therefore crucial that the national authorities take the lead in developing an IBM strategy that fits with their needs and not simply adopt an imported model, such as the European Union IBM approach. Local ownership and clear, sustained commitment from the host country authorities are central to the success of any CSDP mission in support of IBM.

It is necessary to ensure the strong political commitment and leadership of national counterparts. A bottom-up approach is not enough; it needs to be combined with a top-down one: the mission must strive to link the activities at political/strategic level down to the operational one. It is particularly important to keep this in mind in the context of IBM – support from the right persons at the political/strategic level is necessary to ensure that the necessary coordination between ministries and agencies actually takes place.

Co-location of mentors and advisors with their local counterparts at the different levels should be considered.

6. MANDATES, OBJECTIVES AND TASKS OF MISSIONS IN SUPPORT OF IBM

This chapter sets out the objectives and tasks of civilian CSDP missions in support of IBM within the framework of three types of mandates, as outlined in the scope[14]. The objectives and tasks cannot however be directly copied to the planning documents of a certain mission. They need to be (re)designed in accordance with the concrete situation on the ground, in line with the EU's Political Framework for Crisis Approach within a specific area of operations.

- OVERALL OBJECTIVES FOR CSDP MISSIONS IN SUPPORT OF IBM

The overall objective is in most circumstances to enhance border security, thereby assisting the host country to reduce risks from irregular migration, arms, drugs and dangers to public health, as well as smuggling and human trafficking in a crisis area, as insecurity is a threat also for the EU's internal security and can be a source of destabilisation.

Civilian CSDP missions in support of IBM must therefore contribute to the ultimate goal of developing an effective Integrated Border Management system or parts thereof in the host country, organised in a way that ensures stability, the protection of individuals and the State – including through democratic control, transparency and accountability – and in accordance with international standards, including conventions on human rights and the status of refugees.

Depending on the overall political and strategic framework of the mission, a CSDP mission may focus only on a number of the tasks set out below. This concept paper is drawn up to take into account various scenarios, many with a high level of complexity. Implementation needs

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[14] It should be underlined that the lists of objectives and tasks are indicative and non-exhaustive: every crisis situation has its own characteristics and should be dealt with accordingly.

to be adjusted according to EU country/region specific strategies, situation analyses and the political framework for crisis approach, as well as the results from any Fact Finding Missions etc.

Overall objectives for border missions can be:

- the development of a clear policy and legislative framework;
- improved internal security and safety by efficient control of persons and goods;
- support to the economy and freedom of movement through fluid and unhindered flows of legitimate travel and trade;
- building trust and providing neutral third party presence between disputing parties/States.

This can, *inter alia*, be achieved by:

- enhanced policy making and legislation;
- improved coordination mechanisms and information exchange;
- more professional border agencies and their staff;
- improved border infrastructure;
- better control of the national territory, and therefore support to security forces.

SPECIFIC MISSION OBJECTIVES AND TASKS

6.1   MISSIONS WITH A STRENGTHENING MANDATE

A)   Policy Framework

Countries to which CSDP missions with a border related mandate may be deployed are likely to lack a coherent border policy that is agreed and understood by all national stakeholders. Any legislative, capacity-building or other work undertaken by a CSDP mission in such circumstances, is unlikely to have top to bottom buy-in from local authorities – even when

those authorities are constituted of some form of international transitional administration - and their personnel, and is unlikely to be sustainable beyond the lifetime of the mission. A national policy of the host nation, which may be stated in the form of a national strategy, can frame –and therefore aid– the coordination and coherence of subsequent international assistance; it also provides evidence of local conceptual ownership and an agreement to sustain. As such, it is a prerequisite for success. CSDP missions of all types – strengthening, monitoring or substitution - may therefore be given the development of such a policy statement or strategy, and a related action or implementation plan as an objective or task.

Objectives:

- To support the country in developing and stating a clear, agreed and coherent policy for the establishment, development and sustainability of secure and well managed borders.

Tasks:

- To provide expert advice in the establishment of a strategic national coordination mechanism or working group capable of developing border management policy recommendations and of monitoring and overseeing resulting policy decisions;
- To provide assistance in developing a comprehensive situational and baseline assessment, to include a thorough identification of threats, risks and challenges, to place policy development in context;
- To assist the national authorities in drafting a comprehensive, national strategy for the development and sustainability of well managed and secure borders by identifying the objectives, priorities and methods to be employed in managing and securing those borders;
- To assist the national authorities to draw up an action plan that defines those activities and tasks that are to be undertaken in order to achieve the objectives as laid out and defined in the national strategy;
- To assist the host country in acquiring the skills, knowledge and other means (capacities) required to implement the action plan.

B)   *Legislative Framework*

Well-functioning IBM requires legal frameworks to regulate the core functions and interactions of the border agencies and their possible joint national, regional and local border centres. It is necessary to regulate the interaction between different border agencies and centres (hereinafter referred to as "IBM centres"). This is particularly important in cases where these centres have overlapping responsibilities (such as fighting cross-border crime and collecting and sharing information). In order to ensure a coherent approach when defining national and sectorial strategies (long term) and their respective implementation/action plans (short to mid-term), institutional cooperation should usually be based on legislation, whilst at the same time taking into account European standards, values and best practice. This is even more relevant in countries where the institutional set-up is dispersed, in particular in post-conflict situations where different agencies are in their initial phase of development, where competing for power, rather than cooperation, is a predominant feature.

Objectives:

- To support the host country's border authorities in identifying and developing the IBM legal requirements and promoting the adoption of a coherent and comprehensive national IBM legislative and regulatory framework and a national IBM strategy.

Tasks

- To support the creation of IBM-related legislation, in particular on institutional competences, cooperation structures and processes between different agencies, the responsibilities and powers of coordination centres' different levels, the exchange of information, including data protection, international cooperation, etc.
- To provide legislative support in reforming and/or establishing border agencies (border guard / border police, customs whilst also respecting the important role played by other border agencies i.e. health, veterinary and phytosanitary, in protecting the

security of the State and the safety of the citizens and the environment, in line with the IBM concept).

- To support harmonisation, reform and development of migration laws and visasystems, international protection and asylum, data protection, international agreements, etc. in a manner complementary to the efforts carried out under the Global Approach to Migration and Mobility.

- To support harmonisation, reform and development of border related criminal legislation.

- To support the drafting of legislation and international agreements with neighbouring countries on the demarcation of State borders, the establishment of border crossing points and international cooperation, including the exchange of information and the application of and the application of joint risk analysis.

- To support the creation of national and sectorial strategies and action plans for, and in line with, IBM principles.

- To support the host country's authorities in developing an IBM policy embedded in a broader rule of law framework.

- To support the host country's authorities in establishing oversight and accountability mechanisms relating to border agencies and their work.

C)   *Institutional Framework*

A sound organisational structure, professionally trained staff and effective work processes are essential to fulfil the tasks assigned to an institution/agency for managing the flows of information, operational, fiscal and administrative planning and implementation in accordance with its legislation.

Objectives

- To contribute to enhancing the performance of the host country's border authorities/agencies in accordance with international best practice and standards.
- To contribute to the reform / establishment of border agencies.

Tasks

- To support the establishment of a donors' coordination mechanism for IBM.
- To support the establishment and functioning of permanent cooperation structures and processes between relevant border agencies and IBM centres at national, regional and local level (based on relevant laws).
- To support the creation of cooperation processes between different national authorities and agencies working at the border; the Commission has developed informal guidelines for the practical cooperation between border guard and customs authorities that can be used for this purpose;
- To advise the host country's authorities on the organisational structure of border agencies.
- To establish core internal work processes of the border agencies through drafting administrative rules and /or standard operating procedures (SOPs) and to monitor the implementation (for example reporting procedures).
- To support the administrative management of the agencies in establishing necessary staff categories and their requirements, including recruitment procedures, career planning and service conditions etc.
- To establish mechanisms to implement appropriate cooperation with neighbouring countries and international organisations at national, regional and local levels.

D) *Capacity building*

Professionally trained staff are of paramount importance to any border agency in order to achieve a high level of efficiency and consistent quality in the services it provides to society. CSDP missions, whose role is to enhance the operational work of border agencies, need proper training systems, as well as local skills to develop them further and guarantee the sustainability of the results. A training system is also an effective tool in support of wider Rule of Law objectives such as accountability, anti-corruption and the respect of human rights in accordance with international rules and norms.

Objectives

- To support the host country's border authorities in developing the necessary enablers to perform professionally towards a sustainable IBM strategy.
- To improve the overall managerial and operational performance of (senior) officials in border agencies through professional recruitment, vetting and training, in accordance with international standards and best practice.
- To support the host country's authorities in designing and implementing human resources and training policies.
- To support the internal security forces of the host country in ensuring overall control of the territory.

Tasks

- To support the strengthening of the institutional culture and capacity of the relevant institutions for inter-agency coordination and cooperation, including through technical solutions.

- To support wider efforts in the field of security sector reform to enable the internal security forces of the host country to participate better in tasks related to border control.

- To support the host country's authorities in the development of communication and information exchange capabilities.

- To support the host country's authorities in the development of IBM Risk Analysis capabilities.

- To identify training requirements and to support the planning and establishment of an IBM training capability.

- To develop training curricula (basic, mid-level and high-level education) for border management personnel and for trainers (train the trainers curriculum), including Human Rights.

- To train the personnel of training institutes on curriculum development, evaluation, course planning and didactics.

- To organise "work experience secondments" (exchange programmes) and visiting experts.

- To develop tools to evaluate and assess the effectiveness of training .

- To establish or develop the organisation of training institutions and their cooperation with other training institutions (customs, police etc.).

E) *Operational issues*

Operational tasks are the *raison d'être* for border agencies and the most visible part of their work. The scope of additional operational tasks assigned to a border guard organisation can vary significantly (ranging for example from aviation security, maritime surveillance/search and rescue, to investigative powers and national defence). Within the context of a CSDP mission in support of IBM, the operational tasks often concentrate on border control and customs (enforcement) tasks.

Objectives

- To support the effective performance of border police, border/coast guard and customs enforcement.

Tasks

- To support the host country's border authorities in addressing their immediate needs to enhance border control, encompassing border surveillance and border checks, adapted to land, air and sea borders respectively.
- To improve overall managerial skills of the senior staff of the border agencies.
- To improve knowledge of fundamental rights of all staff;
- To support the creation of organisational strategies and (multi-) annual operational planning systems;
- To support the establishment of risk analysis structures and processes to incorporate strategic, operational and tactical levels of the respective border agencies.
- To support the creation of document examination capacity including training and equipment needs for specialists and for first line officers.
- To establish effective and professional procedures to allow for the efficient functioning of border crossing points.
- To set up professional processes and functioning of border surveillance at sea and land borders.
- To enhance the implementation of IBM cooperation structures and processes (functioning of IBM centres, exchange of information, joint risk analysis, joint operations, cross-border cooperation).
- To support the host country's border agencies ability in addressing cross-border and transnational crime.
- To support the development of cooperation between law enforcement agencies involved in IBM.

F) ***Infrastructure and equipment***

CSDP missions normally have limited possibilities in regard to the supply and delivery of infrastructure and equipment. A CSDP mission can however have a role in support of the host country in these domains, for instance through a project capability that assists in mandate implementation.

Border infrastructure can range from the physical facilities (border crossing points, patrol bases, surveillance towers and physical marking of the border line (border posts, signs etc.)) to technical surveillance systems (equipment for gathering biometric data and for examining travel documents, censors, cameras, radars and operational IT-system for their use). Typical border control equipment includes patrol vehicles, thermal/night vision equipment, detection equipment (e.g. for detecting persons from vehicles/containers) and service weapons, etc. All of the above are high value investments for the agencies and require thorough preparation and decision making.

Based on the lessons learned from previous missions, the lack of overall managerial skills, life-span planning and development strategies often results in an inefficient allocation of the host country's budget and of the financial support provided by EU and other funding instruments. Properly planned and implemented investments for the provision of border related infrastructure and equipment would enhance operational effectiveness, ensure better use of human resources and facilitate information exchange and interoperability with other agencies..

Objectives

- To support the host country's authorities in effectively planning, budgeting, acquiring, maintaining and evaluating border infrastructure and equipment.

Tasks

- Through a project cell, to provide minor infrastructural works, equipment and services necessary to address immediate small scale requirements in support of the mandate.
- To advise on developing border crossing points' infrastructure and equipment and management of passenger flows.
- To support the border agencies to plan and develop technical surveillance systems for land and sea border surveillance.
- To support in planning and developing interoperable IT and communication systems for border management, including data protection.
- To assist in the planning and implementation of the demarcation of the borders based on international agreements and national legislation.
- To support the establishment of professional procurement procedures based on the operational needs of the border agencies, and to advise how to define and analyse the needs.

6.2. MISSIONS WITH A SUBSTITUTION MANDATE

A CSDP mission in support of IBM could also be called upon to substitute, with executive powers and an appropriate policy framework (see 6.1.A.), local authorities in charge of border management and other border related tasks. Such a mission would mainly respond to a situation where the international community / the EU is responsible for an interim administration or parts thereof because of inadequate or absent host country powers. A substitution mission would also include strengthening tasks taking into account the progress towards local ownership to build local capabilities. Such strengthening functions (see .6.1) are

an integral part of all missions with substitution tasks to ensure sustainability and to make sure that the mission works towards a defined end state as a benchmark for mission closure. In order to achieve local ownership and to ensure progress towards the end state, the possibility of a partial substitution should be considered.

A)   *Legislative Framework*

In post-conflict situations, the problem often is that the existing laws and models are not applied, not sufficiently implemented or not in accordance with international standards. In the case of the temporary absence or inapplicability of local law, it might be necessary to reach agreement on a temporary normative framework, based on recognised international standards, in accordance with the mission's mandate.

The operational work needs to be based on a legal framework. Usually, the host country will already have some legal framework in place on border management. This existing legislation should normally be the basis of the substitution tasks. It may however be necessary to adapt parts of the legislation that are not in line with EU and international democratic standards and European values.

Objectives

- To contribute to the establishment of a minimum regulatory framework for the conduct of substitution tasks related to border management.

Tasks

- To draft or amend the existing legislation related to border management and security in accordance with international standards and European values.
- To establish a minimum legislative framework for the conduct of substitution tasks related to the investigation of border related crimes in the overall rule of law framework.

- To establish procedures for identifying persons in need of protection in accordance with international refugee law.

B)   *Institutional Framework*

Contrary to a strengthening mission, a substitution mission needs to establish its own operational units and command structures to carry out border management related tasks. This structure should follow EU standards for IBM.

C)   *Capacity building*

Capacity building represents the link between the substitution tasks and the strengthening functions of the mission which run in parallel.

Objectives

- To build an interim organisation with a view to carry out border management related tasks.
- To involve the host country's authorities in the substitution functions of the mission to create the conditions for the ensuing handover of the substitution functions to local ownership.

Tasks

- To develop and implement the organisational border management structures at national, regional and local level for the conduct of the mission's substitution tasks.
- To set up the chain of command, internal work processes and reporting system for the substitution tasks. To set up basic coordination structures with other agencies, neighbouring countries and international organisations.

- To foresee and prepare for transition from substitution to strengthening tasks, aiming for full host country ownership.

D)   *Operational issues*

The core of the substitution part of the mission will be the conduct of the basic operational tasks of the respective border agency, such as border control, border surveillance, customs enforcement and investigation of border related crimes. This needs to be supported through effective risk analysis and criminal intelligence.

Objectives

- To prevent and detect illegal crossings of the borders and to facilitate the legitimate travel of persons and goods.
- To ensure a proper processing of border related crimes in accordance with the legislation and relevant standard operational procedures (SOPs) as well as with international Human Rights standards.

Tasks

- To carry out tactical level activities such as conducting border patrols and border checks, document examination, vehicle inspections, search operations, handling asylum cases at the border, conducting investigations, interceptions etc. in accordance with laws and SOPs.
- To investigate border related crime according to the legislation in force.
- To establish close and trustful working relationships with other agencies and with neighbouring countries border authorities and international organisations in the domain of border management.

E)   Infrastructure and equipment

Objectives

- To establish an adequate and secure working environment for the conduct of the substitution tasks.

Tasks

- To set up temporary premises for the conduct of border related substitution tasks at local, regional and national level (BCP, HQs, etc.).
- To procure the necessary equipment (vehicles, arms, etc.) and databases supporting the command structures (IT, radio, etc.).
- To set up the security environment for the mission personnel based on the EEAS security standards.

6.3   MISSIONS WITH A MONITORING MANDATE

The main activity of a CSDP monitoring mission in the domain of border management is to observe, monitor and report on border related issues, taking into account the general political and security situation in the host country or a specific agreement. In particular, a CSDP border monitoring mission may be envisaged in the context of confidence building in a disputed or fragile border region, where a need for the establishment of a mechanism to determine cross-sectorial cooperation is evident.

If appropriate, a border monitoring mission can be connected to the facilitation of a mediation or dialogue process between conflict parties.

Objectives

- To provide a third party presence at specified border crossing points and / or green/blue borders (in cases of mistrust or conflict between disputing parties / neighbouring countries).
- To contribute to long+term stability throughout the host country and the surrounding region.
- To contribute to informing European policy makers concerning EU future engagement.

Tasks

- To monitor, analyse and verify the performance of the host country's border agencies regarding the legal framework on:
    - migration, including, handling of passenger flows and goods according to international standards and conventions,
    - processing of travellers, who are suspected of breach of applicable rules and regulations,
    - application of customs procedures, including facilitation and clearance of travellers, vehicles and commercial freight,
    - disposal of confiscated goods,
    - border control measures on the basis of relevant legislation,
    - functioning of border-surveillance and operation of border control related equipment.
- To evaluate, review and report on:
    - The application of agreed border and customs control procedures concerning the crossings of persons are followed,
    - The operational capacity of border agencies.
- To monitor the implementation of an agreement signed by the parties (for example an agreement on one particular identified border crossing point, cease-fire agreement at the border between the parties, agreement regarding cessation of hostilities at the border, agreement on border management regarding security at the border).

- To monitor the implementation of legislation, rules and regulations related to the border crossing of persons, vehicles and goods as well as security related aspects with full respect of rules regarding international protection and human rights.
- To monitor and report on the behaviour and professional conduct of border agencies.
- To monitor, analyse and report on the situation pertaining to the stabilisation and normalisation process, focusing on the rule of law and effectiveness of implemented IBM structures, including freedom of movement.
- To monitor the political and security aspects of the return of IDPs and refugees.
- To contribute to the reduction of tensions between the parties.
- To liaise and facilitate contacts between parties and with relevant stakeholders.
- To recommend that the host country amend current procedures, if and where appropriate.
- To support coordinating mechanisms at all levels, including information / intelligence flows between all relevant actors.

7. MISSION STRUCTURES

The structure of a CSDP Border mission depends on its type, size and expected duration and has to be adapted to the specific circumstances that each mission may encounter. Certain structural requirements are common for any CSDP Border Mission in the framework of Civilian Crisis Management. The "Guidelines to design civilian CSDP mission-specific organisational structures"[15] define the core principle: Form follows function; i.e. the organisational structure must reflect the functions to be performed, which are to be assigned to personnel and units following the specificity of the mandated tasks.

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[15] Doc. 11833/12

In missions with field deployments, the structure of the operational elements can follow either a regional or a functional approach. If the host country already has established a considerable institutional border management structure at national, regional and local level, the mission structure should reflect the approach chosen by the host country.

The two approaches are the following:

a) a regional/geographical structure of the operational components (Sector North, West, South, East, Central) which each incorporate functional components (border guard, border police, customs, coast guard etc.); or

b) a functional structure (Components for border guard, border police, customs and coast guard).

Which structure to choose depends very much on the mission objectives (strategic versus tactical level tasks) and the operational environment (size of the country, scope of the activities, etc.)

The principle of IBM needs to be embedded in the overall organisational structure of the mission. Either structure needs to include horizontal coordination between the components in order to make sure that the same approach is followed in each component. To ensure a proper coordination of all mission components in this regard, it could be considered to include the IBM strategic advisory tasks within the Head of Operations Department.

A CSDP Border mission headquarters (HQ) should be located where it can best support the mission mandate and objectives. The HQ of border missions which have strategic and national level objectives is usually located in the capital of the host-country. If the tasks of the mission are related to a certain border sector of the host country, locating the mission headquarters in that area could be considered.

The structure of a CSDP border mission needs to be flexible enough to adapt to the host country's needs.

8. EXPERTISE FOR CSDP SUPPORT TO IBM

In the EU, border management is essentially a civilian task. Officers carrying out border guard tasks have to be professional and specially trained. The same principle applies to customs duties. Subsequently, a CSDP mission requires personnel with the relevant experience and professional background.

Border management deals with many cross-cutting issues, such as immigration control, human trafficking, asylum seekers, smuggling and cross-border crime. These issues should be taken into account from the beginning of mission planning, in order to include all relevant competencies relevant to cover IBM related tasks. Specific requirements for different functions are described in Goalkeeper.

In many cases, a CSDP mission also deals with the capacity building of the host country's institutions. The work often includes assistance in establishing organisational structures and reforms, improving the administration and fiscal planning, launching procurement processes, as well as defining operational procedures. In addition to providing operational expertise, the mission should also identify senior level experts at strategic level who are familiar with establishing organisational structures and introducing reforms.

In each case, the detailed requirements need to be defined in accordance with the mission's mandate based on EU IBM standards.

9. PLANNING OF CSDP BORDER MISSIONS

9.1 Political Strategic Planning including FFM and CMC development

- **Needs Assessment**

Strategic planning of a CSDP border mission should start with an assessment of the host country's situation undertaken by relevant EEAS services as a basis for mandate design and planning for implementation in accordance with the Crisis Management Procedure. This needs assessment should include:

- the host country's capacities in the border domain and it's absorption capacity;
- current and future border security needs;
- threats, risks and vulnerabilities;
- relevant stakeholders and their activities in the country as well as in neighbouring States and international organisations;
- the political, social and cultural context;
- the extent to which the population trust the host country's border authorities as legitimate entities of the State;
- the existence and functioning of infrastructure and equipment.

A needs assessment has to be systematic and updated on a regular basis. It can be categorised in the six intervention areas as described in chapter 6 (political framework, legislative framework, institutional framework, capacity building, operational work, infrastructure and equipment). If there is an EU Delegation in the host country, it must be involved in this process.

All further planning steps at strategic and operational level will be based on the findings of the IBM needs assessment and continuity between them must be established and maintained.

Furthermore, the needs assessment will provide an initial baseline for future progress.

9.2 Operational Planning including TAM, CONOPS development, OPLAN development

CSDP and IBM related expertise in the EU Delegation of the host country

The EU Delegation in the host country will not normally have specialised CSDP and/or IBM related expertise at its disposal. The EU Delegation, however, needs to identify appropriate host country and international interlocutors for the Technical Assessment Mission (TAM) Team in theatre and arrange meetings with them before and during the TAM. CSDP and IBM related expertise for the EU Delegation therefore is crucial to ensure timely, targeted preparation, appropriate operational planning, preparation of the end stage, transition to the host country and use of other instruments.

It therefore could be considered to reinforce, at least temporarily, the host country's EU Delegation with relevant CSDP and IBM experts.

- **Composition of the Planning Team for a Border Mission**

The planning of CSDP border missions often requires specialised expertise that is not always available within the EU crisis management structures. The planning team for a CSDP border mission could as appropriate be reinforced by experts from Member States (possible CRT).

During the planning process on a case by case basis, the planning team should be reinforced with additional experts with geographical or thematic expertise from the EEAS, from the Commission and/or from other EU institutions and agencies. The Planning Team could also as appropriate exchange views with external institutions.

9.3 Planning considerations –examples of best practice

- **Creation of a Border management working group**

The success of IBM depends on effective cooperation and coordination at all levels. Therefore, during early phases of the CSDP mission, focus should be aimed at establishing a proper intra-service and inter-agency cooperation. The creation of respective working groups at local, regional and central level, facilitated by the mission through the provision of expertise and with the commitment to the process of the host country, i.a. through ensuring the right level of participation and appropriate provision of funding, should be considered.

- **The creation of national and local coordination centres**

Setting up of such centres can in some circumstances be important in order to strengthen the cooperation at a bilateral or regional level. The need for appropriate provision of funding should be taken into account. Joint centres will enhance the exchange of information and make joint operations easier. Therefore, it facilitates operational decision making and allows for the development and implementation of the most appropriate and practical one-to-one cross border agreements and procedures.

To ensure that a strategic picture of the national borders is maintained and that both the incoming and outgoing movement of people and goods (both illicit and otherwise) are accurately and comprehensively monitored, correlated and understood, in particular those in transit, it is necessary for the local border centres to report into one national centre that is responsible for that strategic collation and analysis and for informing strategic decision making.

- Regional coordination platforms

The process of establishing such national coordination centres enables greater effectiveness of regional coordination platforms by contributing to the information available and the operational coordination that they facilitate.

- Work Experience Secondments

One method of facilitating capacity building and cooperation with neighbouring countries may be the establishment of work experience secondments. Senior officials of the host country could be sent to a well-functioning border agency of a neighbouring State for a short period, in order to gain experience of best practice being applied and in this way enhance cooperation and strengthen working relationships.

10. EU INTERNAL CO-ORDINATION REGARDING BORDER MANAGEMENT

THE EUROPEAN EXTERNAL ACTION SERVICE

According to Articles 18 and 27 of the Treaty, the EEAS supports the High Representative in fulfilling her mandate to conduct the Common Foreign and Security Policy, including the Common Security and Defence Policy, both in making proposals for the development of policy and in its implementation as mandated by the Council. The EU Security Policy and CSDP structures[16] have the responsibility to ensure that any CSDP activity is conceived,

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[16]   The crisis management procedures for CSDP crisis management operations of 2013 are set out in document 7660/2/13,.

planned, launched, conducted, and closed with direct political control and strategic direction of the PSC, under the responsibility of the Council and of the High Representative. This whole concept describes how CSDP missions in support of IBM are planned and conducted, and in this context, it should just be recalled that border management also can include military aspects and that civilian/military coordination is a core task for the EEAS crisis management structures and that border management mission, while essentially civilian, can require coordination with military aspects.

- *CIV/MIL coordination*

Notwithstanding that the aim and scope of this concept focus on the civilian aspects of crisis management, development of better coordination and synergies between the civilian and military aspects of crisis management should also be considered, in view of achieving greater efficiency and effectiveness and in full respect of the different competences.

There might be situations where CSDP civilian or military missions/operations would be deployed in the same country or region. Therefore, coordination with these CSDP missions/operations would be necessary.

Coordination between civilian missions and military operations would usually take the form of provision of military or civilian expertise. Military expertise would be required when a CSDP Border mission would include tasks contributing to monitoring of cease-fire or cessation of hostilities, or when such a mission would be deployed in war zones. Military expertise is also needed for liaison with the local military forces when they are responsible for the border protection and during a follow on transfer of border management from military to civilian border authorities. A specialised military expertise may also be needed in relation to the enforcement of the integrity of airspace and territorial waters, as appropriate, since in most cases this is a responsibility of military authorities, although shared with other authorities as well.

THE COMMISSION

The European Commission has provided support to more than 40 partner countries in the area of IBM since early 2000, for an amount of more than €1 billion.

The main geographical focus of this support has been the Western Balkans, the Neighbourhood region, Southern Caucasus and Central Asia. IBM is also a priority area within the Global Approach to Migration and Mobility. The EU assists third countries in strengthening their policies and capacities to ensure orderly, regular and safe migration. It promotes IBM as a means of establishing open and secure borders and promoting the respect of rights at the border, including the right to seek asylum.

The "Guidelines for Integrated Border Management in EC External Cooperation" were developed by the International Centre for Migration Policy Development (ICMPD) and last updated in 2009. These guidelines are aimed at Commission staff in Brussels and in EU Delegations to give guidance on IBM when implementing projects, but may also apply to CSDP support to IBM in host countries. They present a set of practical examples and recommendations to be used with the partner country's authorities.

They are organised under three headings:

a) Intra-Service cooperation
(procedures, exchange of information and resources between different units within one ministry or agency);

b) Inter-Agency cooperation
(cooperation and coordination between different ministries or agencies, as well as between the operational officers of the different agencies active at the border and inland control stations);

c) <u>International cooperation</u>

(Cooperation between the host country and other States at the bilateral and multilateral level and with international organisations and forums).

In the last five years, there has been an increasing interest from other regions and countries to receive assistance on IBM, and the European Commission now has ongoing support programmes also in Africa, Asia and Latin America. In addition, compared to the early days of EU IBM support, projects increasingly focus more on institution and capacity building for border police and customs services, compared to improvement of border infrastructure and equipment.[17]

One of the recurrent themes throughout this concept is the need ensure an effective EEAS-Commission coordination and cooperation during all crisis management phases. Close coordination with the Commission is essential to ensure overall coherence of the EU external action in the field of border security, and to ensure sustainment options post-CSDP are considered from the start, in full respect of competences and related decision-making.

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[17] The "Thematic global evaluation of the European Union's support to IBM and fight against Organised Crime" provides a detail overview of some aspect of the Commission's work in this area", Final report April 2013, III volumes.

COMMON SECURITY AND DEFENCE POLICY AND THE AREA OF FREEDOM, SECURITY AND JUSTICE

The process of strengthening ties between CSDP and FSJ provides new potential instruments that should be applied in the context of CSDP support to IBM. The Implementation of the Council conclusions setting priorities in the fight against organised crime for 2014 – 2017[1], and in particular the developments of the Operational Action Plans[2] within the EU Policy Cycle for organised and serious international crime related to illegal immigration, should be taken into consideration, when relevant for CSDP support to Integrated Border Management.

EU AGENCIES

EU Inter-Agency cooperation is set out within the framework of the EU internal security policy and will be reflected when planning and conducting CSDP missions, as will be the roadmap for cooperation between CSDP and FSJ actors.

- **FRONTEX**

The European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (FRONTEX) is an EU agency to facilitate and render more effective the application of existing and future EU measures related to the management of external borders. As part of its operational work, FRONTEX has issued

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[1] Doc. 10615/5/13 REV5
[2] doc. 16815/13

recommendations for best practices on different sections of border control compiled together with Member States' experts.

FRONTEX thus plays a key role in EU border management, and the agency should be involved from the outset of the planning of a CSDP mission. FRONTEX has a liaison office in Brussels, and has already been intensively involved in the planning of previous missions.

The involvement of FRONTEX in CSDP missions should be based on the pillars established in the roadmap prepared for cooperation between CSDP and FSJ actors supported by COSI and PSC. This cooperation could take place in the planning of the mission, during the implementation and in the context of evaluation. The main modalities for the cooperation should be the exchange of information for situational awareness and risk analysis purposes in the case of FRONTEX, provide training and also expertise within the applicable legal framework.

When planning and setting up a mission, possibilities for FRONTEX support to EU's strategic and operational planning process should be explored, taking into account established priorities, available resources and the mandate of the agency.

- **EUROPOL**

The principles for cooperation with EUROPOL can be found in the "Comprehensive Concept for ESDP Police Strengthening Missions (Interface with Broader Rule of Law)" doc 15031/09 are applicable to CSDP mission in support of IBM.

In the planning phase (before a mission is launched) Europol could be consulted if there are any specific threats related to organised crime from the region in question for the EU (facilitated irregular migration, drug trafficking, weapons etc.) so the mission's mandate/staff can be designed accordingly.

Europol could provide, upon request, a mobile office to support operations against criminal networks, if EU interests are affected. The exchange of operational information could be considered based on best practice developed in case of EULEX Kosovo [footnote]. Where appropriate, other forms of support could be considered, depending on Europol resources available. This could include forensic support, expert support, back-up support or even coordination support for operational activities from Europol's Operational Rooms.

- EUROPEAN SATELLITE CENTRE (EUSC)

The mission of the EUSC is "to support decision-making in the European Union in the field of CFSP, in particular CSDP." EUSC's has a unique capacity to provide products resulting from the analysis of satellite imagery. In the field of border surveillance for CSDP missions, the EUSC can be used to provide border related surveillance and provide pre-frontier intelligence subject to specific arrangement to this end.

11. COOPERATION WITH OTHER RELEVANT ACTORS IN THE FIELD OF IBM

- THE UNITED NATIONS

The United Nations (UN) is a key partner for the EU's crisis management, and in most theatres where CSDP missions operate, the UN also has a presence, be it through agencies or programmers, or in some cases peacekeeping operations and/or special representatives.

In most cases, the UN would be consulted from the outset of the planning of a CSDP mission through the DPKO/DPA liaison office, through the EU Delegations to the UN that follows developments related to crisis management and peacekeeping at the UN, or through the twice yearly meetings of the EU-UN Steering Committee on crisis management, where the strategic aspects of cooperation between the two organisations are addressed, By consulting the UN from the start of the planning process it is natural that its representatives understand the CSDP "effect" that is desired, and thus they will be aware of the need to sustain that effect once the CSDP mission closes. This will bring additional understanding and even potential options when seeking sustainment post-CSDP activity in full respect of competences and related decision-making.

As for border management, the UN does not have formal guidance or a concept on border security and management, but it is increasingly engaged in this area. Border issues and IBM are seen as a clear emerging challenge for the years to come. On the level of development of doctrine and concepts, the EU-UN dialogue on this issue will be pursued in the context of the "Plan of Action to enhance CSDP support to UN peacekeeping".[18]

- **United Nations Development Programme (UNDP)**

The EU and UNDP have a long history of working together on IBM. Geographically, the focus has been on Central Asia, the Caucuses and other parts of the former Soviet Union (Ukraine and R. Moldova). The EU Border Assistance Mission to R. Moldova and Ukraine (EUBAM), formerly administered by UNDP, contributes to the delivery of good quality border and customs services to the citizens and companies of R. Moldova, Ukraine and the European Union. The Border Management Programme in Central Asia (BOMCA) assists five Central Asian countries in the field of Border Management – Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. BOMCA started in 2003, and is now in its eighth phase. The current phase of BOMCA runs until 30 June 2014.The EU's financial contribution

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[18] Doc. 11216/12.Action F.3 addresses guidance and concepts.

to UNDP's implementation of BOMCA for the period 2003-2014 amounts to over € 33.5 million.

- The Office of the United Nations High Commissioner for Refugees (UNHCR)

The Office of the United Nations High Commissioner for Refugees is mandated by the United Nations General Assembly to lead and coordinate international action to protect refugees and resolve refugee problems worldwide. UNHCR's main role in pursuing international protection is to ensure that States are aware of, and act on, their obligations to protect refugees and people seeking asylum. Border guards must be aware of the applicable rules and procedures and ensure that they are applied.

UNHCR is present in 125 countries and has a long-standing experience in working with and supporting States to establish, manage and improve asylum systems and protect sensitive borders. UNHCR has also developed expertise in the field of mixed migration flows and works with States to ensure the management of these flows in line with the obligations arising from relevant international law. UNCHR is present on the ground in most places where CSDP missions operate.

- INTERPOL

INTERPOL offers a range of tools and services which can help Member States enhance their border security procedures and integrate their border security efforts with their neighbours. INTERPOL has created an Integrated Border Management Task Force.

Comprising representatives of the relevant INTERPOL departments, the task force serves as a central point of contact and coordination for international border security and management activities, bringing all efforts under the oversight of a single entity.

The task force leads and coordinates INTERPOL initiatives involving border security. It is responsible for:

- Planning and coordinating border security management policy;
- Enhancing the capacity of border security in member countries;
- Developing partnerships with international organisation and the private sector;
- Allocating operational resources to border security initiatives.

Interpol could inter alia provide assistance in the following areas:

- Access to the stolen and lost documents database
- Availability of to use the Notices and Diffusions databases to detect threats
- The provision of border security operations in partnership with FROTEX and EUROPOL.

- **THE INTERNATIONAL ORGANISATION FOR MIGRATION (IOM)**

The IBM-related work of IOM, which consists of interventions for Border Assessments as well as capacity building activities, includes some 220 active projects valued at nearly USD 180 million implemented worldwide in 2012.

IOM is implementing and providing support to a number of EU-funded border and migration management projects in around the world, including taking over the administration of the EU Border Assistance Mission to Ukraine and R. Moldova (EUBAM) by 1 December 2013 and coordinating with the EU Border Assistance Mission in Libya.

When planning and setting up a potential CSDP Border Assistance Mission, the following possibilities could, *inter alia*, be explored:

- Provision of support to strategic and operational planning;

- Advising and assisting CSDP mission staff on human rights-based approaches and working with vulnerable migrants;

- Complementing CSDP mission aims and tasks through working with national border and migration authorities in establishing sustainable training infrastructure and capacity building systems.

- **THE WORLD CUSTOMS ORGANISATION (WCO)**

The WCO provides guidance and support to Customs administrations to secure and facilitate legitimate trade, realise revenues, protect society and build capacity.

The WCO Secretariat cooperates with the relevant bodies of the EU Commission, such as the Directorate General for Taxation and Customs Union (TAXUD) and the OLAF agency, in order to increase efforts for combating all kind of fraud which customs encounters.

The WCO has cooperated with CSDP missions on the ground, notably in Libya where WCO has financed capacity building to upgrade facilities and procedures at the checkpoints to meet accepted international standards.

- ORGANISATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)

In the context of border management, the OSCE seeks to enhance border security while facilitating legitimate travel and commerce, protecting human rights and promoting human contacts. The OSCE Border Management Staff College in Dushanbe, Tajikistan, trains border officers from OSCE participating States and Partners for Cooperation, including Afghanistan, and promotes cross-border cooperation in the Central Asian region.

The OSCE has a "Border Security and Management Concept" (see list of reference documents) that sets out the objectives and the principles of cooperation of the OSCE participating States on border-related issues. The annex of the OSCE concept sets out possible OSCE contributions to border-related programs.

- **THE INTERNATIONAL CENTRE FOR MIGRATION POLICY DEVELOPMENT (ICMPD)**

ICMPD is an international organisation with 15 Member States (Austria, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Hungary, The former Yugoslav Republic of Macedonia, Poland, Portugal, Romania, Serbia, Slovakia, Slovenia, Sweden and Switzerland), about 150 staff members, a mission in Brussels and regional offices and representatives throughout Europe, Northern Africa, the Middle East and South America.

The purpose of ICMPD is to promote innovative, comprehensive and sustainable migration policies and to function as a service exchange mechanism for governments and organisations.

The work of ICMPD is based on a three-pillar approach: Research, Migration Dialogues and Capacity Building.

Through these three pillars, ICMPD is able to provide support in a variety of areas related to migration. Each research and capacity building activity generally focuses on one of the six thematic areas listed below, whereas each migration dialogue deals with several of them. Moreover, the capacity building activities form the basis of ICMPD's Competence Centres, each of which is named according to one of the thematic areas: Irregular Migration and Return, Trafficking in Human Beings, Border Management and Visa, Asylum, Migration and Development, Legal Migration and Integration.

- THE GENEVA CENTRE FOR THE DEMOCRATIC CONTROL OF ARMED FORCES (DCAF)

DCAF is an international foundation established in 2000 on the initiative of the Swiss Confederation, as the 'Geneva Centre for the Democratic Control of Armed Forces'. DCAF contributes to enhancing security sector governance (SSG) through security sector reform (SSR).

Police and border security forces are an integral part of the security sector, and – when subject to democratic control, oversight and the rule of law – they can make a valuable contribution to the provision of security and protection of human rights. DCAF's border security programme focuses on helping States move from confrontational defence-led border security structures to

modern cooperative border security organisations. DCAF aims at contributing to the promulgation and implementation of EU's integrated border management standards and assisting the participating States to create modern, EU-compatible border security organisations. DCAF developed a "Border Management and Gender" tool that focuses on border management reform and the different ways in which border transactions impact on the lives of women, men, boys and girls.

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