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From:	European External Action Service (EEAS)
To:	Delegations
Subject:	Training Requirements Analysis Report on the EU Military Training Discipline - (Military Role in) Integrated Border Management

Delegations will find attached the revised Training Requirements Analysis (TRA) Report for the EU Military Training Discipline (Military Role in) Integrated Border Management. The document has been agreed by EUMC under silence procedure on 28 May 2020.

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European Union Military Staff



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CONCAP Directorate / Exercises, Training and Analysis Branch

Delegations will find attached the revised Training Requirements Analysis (TRA) Report for the EU Military Training Discipline (*Military Role in*) ***Integrated Border Management***. The document has been agreed by EUMC under silence procedure on 28 May 2020.

REFERENCES

- A. EU Policy on Training for CSDP (Council doc. 7838/17, adopted by the Foreign Affairs Council on 3 April 2017).
- B. Implementing Guidelines for the EU Policy on Training for CSDP (Council doc. 5199/1/17 REV1, dated 17 January 2017).
- C. Terms of Reference of EU Military Training Group, doc. 14695/18, dated 23 November 2018.
- D. EUMC Strategic Guidance on CSDP Military Training, doc. 7355/19, dated 11 March 2019.
- E. Guidelines for EU Military Training Discipline Leader, doc. 11192/15, dated 23 July 2015.
- F. Framework Process for Managing CSDP Military Training Requirements, doc. 17087/14, dated 19 December 2014.

A. BACKGROUND¹

1. In accordance with EU Policy on Training for CSDP (Ref. A), training for CSDP is driven by requirements, not events. The type, complexity and number of training activities related to a training discipline derive from requirements and shortfalls identified during the conduct of CSDP operations and missions, evolution of the security and defence environment, and civilian and military capability development processes. These requirements are agreed for each identified training discipline².
2. In accordance with the Implementing Guidelines for the EU Policy on Training for CSDP (Ref. B), an EU Military Training Group (EUMTG) was established as the Council Preparatory body for the systematic process of managing CSDP Training Requirements for CSDP Military Training.

¹ The general overview of the management of the military training requirements at EU level is common for all the disciplines and their associated TRA reports. It is updated regularly with the latest training policy documents.

² Discipline for CSDP training: a functional training category that groups distinct training thematic and requirements in support of capabilities for CSDP missions and operations. Thematic are areas within each discipline that group individual and collective performance objectives on a functional basis (Ref. B).

3. In accordance with its Terms of Reference (Ref. C), the EUMTG should propose strategic priorities for CSDP Military Training and Education (T&E) to the European Union Military Committee (EUMC). These priorities derive from political guidance (e.g. Conclusions of the European Council, Council Conclusions on CSDP, etc.), military capability development process, studies, military concepts, and analysis of lessons from operations and exercises, and other sources as required. The deliverable for this task is the EUMC Strategic Guidance on CSDP Military Training (Ref. D), which includes an annex on Integrated Border Management with the military role, tasks and priorities in the EU context.
4. On 30 September 2016, Greece formalised, for the consideration of the EUMC, the offer to lead the (Military Role in) Integrated Border Management (IBM) EU Military Training Discipline, through the Multinational Peace Support Operations Training Centre (MPSOTC)³.
5. On 16 November 2016, the EUMC agreed⁴ to nominate the Multinational Peace Support Operations Training Centre (MPSOTC) as Discipline Leader (DL) for the IBM EU Military Training Discipline. The DL presented a draft Programme of Work, with the main milestones to conduct the Training Requirements Analysis (TRA). The Programme of work was agreed by EUMTG.
6. The DL started the TRA during the first semester 2017, and during the process, the DL took into account the priorities set by the EUMC Strategic Guidance on CSDP Military Training, especially the annex on IBM. The DL finalized and sent the TRA report to EUMTG in January 2020.

B. AIM

7. The aim of this document is to present the conclusions of the TRA report for the IBM EU Military Training Discipline, to propose a way ahead and to recommend the adoption of corrective measures by the EU Member States (MS).

³ EL MILREP Letter to the Chairman EUMC, dated 30 September 2016.

⁴ See the Outcome of Proceedings of the EUMC meeting on 16 November 2016, Council doc. 14483/16, dated 17 November 2016.

C. METHODOLOGY OF THE TRAINING REQUIREMENTS ANALYSIS (TRA)

8. The DL, supported by EUMS and in coordination with other actors within the European External Action Service (EEAS) and other institution's stakeholders, followed the TRA methodology as described in the *Framework Process* (Ref. F). To this end, a questionnaire on the training opportunities was drafted by the DL (Annex A) and distributed to the MS and to the institutions with a role or a potential role in IBM (CEPOL, EUROSUR etc.). After analysing the results, DL identified nine IBM-related different thematics categories, which have been considered to frame the performance objectives. They are presented in the chapter D of the TRA report.
9. The DL grouped the above-mentioned performance objectives by categories of training audience. The result is nine distinct core modules, which constitute the Discipline Common Core Curriculum (CCC).
10. Given the diversity among EU MS regarding their use of military assets in IBM, the DL recommends applying flexibility with regard to the use of the nine modules and their respective depth of knowledge, in order to be adapted to the training audience.

D. MAIN FINDINGS AND CONCLUSIONS

11. DL concluded that training in IBM remains an area predominantly civilian, with FRONTEX being the leading agency for providing this specialised training.
12. Furthermore, DL concluded that IBM remains one of the complex disciplines with the military being in a supporting role. On the other hand, there are MS which use the military as the only body performing the IBM function. This diversity in approach led the DL to include in CCC all the initially identified modules and all the levels of the respective audiences (political-strategic, strategic, operational and tactical), in order to cover the needs of all MS.
13. Military training in the area of IBM remains an important need, and this training is to be covered by the modules included and described in CCC; in all the cases, the military may contribute to specific emergency contexts. Furthermore, DL identified

that the military is used in many ways in IBM, different from one MS to another.

14. More initiatives have to be taken towards a more unified and consolidated military training activities in IBM, especially from those EU-MS confronted with the problem of mass migration which raised security issues many times so far.
15. A Common Core Curriculum has been elaborated by the DL and is included in Annex B.
16. This Curriculum, consisting of nine modules, covers the following areas:
 - EU security policy, IBM doctrine, Political-Strategic Planning and Strategic Cooperation in IBM under CSDP concept
 - Operational planning and Organizational Development in IBM
 - International, EU and Member States Legal Framework
 - Crisis Management in IBM
 - Multi-dimension control approaching IBM
 - Cooperation and information sharing in IBM
 - Innovation and Technology in IBM
 - Cross-cultural approach of IBM
 - Best management practices, Evaluation and Research process in IBM.

E. PROPOSED WAY AHEAD

17. MS and EU Institutions are to carry on the work developed by the DL and organize Training and Education activities to fill the gaps in IBM education.
18. The adapted curriculum may be followed by MS's Armed Forces in accordance with their needs.
19. The ESDC, in charge of “giving a training and education instrument that promotes a European security culture”, could further develop IBM Training and Education in coordination with EU bodies and training institutions from MS.

F. RECOMMENDATION

20. EUMC is invited to:

- a. Agree on this Report.
- b. Agree that the proposed *Common Core Curriculum* constitutes a comprehensive set of common EU military training requirements on IBM.
- c. Task EUMTG, supported by the EUMS, to further investigate ways to implement the proposed way ahead as well as to report back to the EUMC through the EU Military Training and Education Annual Report.

Annex

Training Requirements Analysis (TRA) Report for the EU Military Training Discipline (Military Role in) Integrated Border Management

2019

TRA Final Report for

(Military Role in)
Integrated Border Management



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- B. The Schengen Acquis.
- C. Tampere European Council 15 And 16 October 1999 Presidency Conclusions.
- D. 2396th meeting of the COUNCIL (Justice, Home Affairs and Civil Protection Brussels 6-7 Dec 2001).
- E. Presidency Conclusions European Council meeting in Laeken 14 and 15 December 2001 (DOC-01-18_EN).
- F. Plan for the management of the external borders of the Member States of the European Union (Presidency doc.10019/02 14 June 2002).
- G. EL MILREP Letter of Intent dated 30 September 2016.
- H. Guidelines for EU Military Training Discipline Leader, doc. 11192/15, dated 23 July 2015.
- I. Framework Process for Managing CSDP Military Training Requirements. (doc. 17087/14, dated 19 December 2014).
- J. Implementing Guidelines for the EU Policy on Training for CSDP (doc. 5199/1/17, dated 17 January 2017).
- K. EU Policy on Training for CSDP (doc. ST 7838/17, dated 03 April 2017).
- L. Integrated Border Management; Strategy Deliberations (Presidency 13926/3/06 Rev3 21 November 2006).
- M. Questionnaire on Training opportunities for "(Military Role in) Integrated Border Management".

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A. INTRODUCTION

1. Integrated Border Management (IBM) has been confirmed as a priority area among EU Member States (MS) for EC Global Approach to Migration (Ref. A). Since the integration of the Schengen acquis (Ref. B) into the European Union framework and in response to the conclusions of the Tampere European Council of 15 and 16 October 1999 (Ref. C), the European Union has taken important steps on the path towards integrated border management. On 7 December 2001, the Council endorsed the so called "European management concept on border control" [(doc. 14570/01 FRONT 69) Ref. D] which provided a basis for further development of the operational cooperation between the Member States.

2. During the meeting in Laeken on 14 and 15 December 2001 (Ref. E), the European Council, in its Conclusion, asks for "*Better management of the Union's external border controls that will help in the fight against terrorism, illegal immigration networks and trafficking. The European Council asks the Council, the Commission and the Member States take steps to work out arrangements for cooperation between services, responsible for external border control and to examine the conditions, in which, a mechanism or common service to control external borders, could be created.*"

3. In accordance with this conclusion, the European Commission on 7 May 2002 approved a Communication to the Council and the European Parliament concerning "an integrated management of the external borders of the Member States of the European Union".

4. Following the abovementioned Commission's Communication, the Council adopted the "Plan for the management of the external borders of the Member States of the European Union (Ref. F) on 13 June 2002", containing 5 main components of a common integrated border management system:

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- a. A common operational co-ordination and co-operation mechanism.
- b. Common integrated risk analysis.
- c. Personnel and inter-operational equipment.
- d. A common Corpus of legislation.
- e. Burden sharing between the Member States and the Union.

5. Border management is a security function in which all Member States have a common interest. For this reason, EU has established a rigorous acquis, and a set of politically binding requirements for the implementation of border management. These politically binding elements include the Tampere conclusions that require that only specially trained professionals can be deployed along the future external border of the EU, and the Schengen Catalogues on the correct implementation of the Acquis.

6. Following a tasking of the EU Military Committee (EUMC) (Ref. G), the EU Military Staff (EUMS) and Hellenic Multinational Peace Support Operations Training Center (MPSOTC) conducted a Training Requirements Analysis (TRA) for the training discipline “**(Military Role in) Integrated Border Management**”. The aim of TRA is to thoroughly investigate how the requirements can be met by existing training efforts and propose further actions for improvement. European training authorities and EU civilian stakeholders have been consulted to avoid duplication on common areas of interests and assess the potential for common training.

B. AIM OF TRA

1. EU CSDP Military Training Requirements Analysis (TRA) is a structured process of identifying training gaps, deficiencies and redundant training. This process is necessary in order to meet training requirements and learning outcomes for a specific CSDP military training discipline and propose appropriate training tools and measures (Ref. H). Major steps for a TRA conduction have as follows:

a. Requirements - define CSDP military training requirements (by thematic and CSDP specific performance objectives);

b. Opportunities - map the existing training standards and opportunities in the EU, MS, or other relevant international organizations, such as UN, NATO and OSCE;

c. Analysis - assess how the existing training activities can successfully met - the EU military specific performance objectives;

d. Recommendations – provide advice on whether the above gap analysis is sufficient, and if not, suggest appropriate options to efficiently respond to the deficiencies.

2. The aim of this TRA for the training discipline "(Military Role in) Integrated Border Management" is to offer a comprehensive but modular training, which can cover all EU MS and EEAS needed training requirements. Moreover, during the TRA process, possible training gaps, redundancies and deficiencies, and necessary potential corrective measures, will be identified.

C. SCOPE OF TRA

1. The **scope** of TRA includes the military training requirements for the **(Military Role in) Integrated Border Management**. The abovementioned discipline investigates the military contribution and the areas of cooperation and coordination between the military and IBM organizations.

Under this framework, the scope of TRA can be summarized in the following:

- a. Explore in Political-strategic level, and clearly define the set EU borders policy and strategy in Integrated Border Management;
- b. Operational planning process in Integrated Border Management;
- c. Set the global context of European Union security focusing on IBM;
- d. Strategic cooperation in Integrated Border Management;
- e. Organizational development in border management;
- f. EU and MS legal framework, fundamental rights and ethics in Integrated Border Management;
- g. Risk and threat analysis relevant to Integrated Border Management and early warning mechanism development;
- h. Borders guarding, surveillance and control mechanism in all three dimensions in Integrated Border Management;
- i. Inter-agency and international cooperation;

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j. Implementation of recent innovations and technologies in Integrated Border Management;

k. Research and best management practices for IBM;

l. Social, gender and cultural awareness issues in IBM;

D. TRA METHODOLOGY

1. To better understand in the implementation process, how the provided training in IBM can manage to meet the military ones' requirements, a quantitative and qualitative analysis is needed (Ref. I). Training approach with an integrated way, across all levels, the training requirements will be analyzed, in accordance with the EUMC's periodic strategic guidance, through EUMTG. Resulting the TRA for (Military Role in) Integrated Border Management, a clear picture of the required training performance will be obtained, highlighting the existing training gaps and the available training options and tools.

2. The TRA process mainly consists of four steps (Ref. I):

a. Define thematics for the training sub-disciplines and curriculum.

b. Define EU specific POs for each thematic;

c. Map the existing training standards and opportunities in the EU MS or other international organizations, such as UN, NATO and OSCE, either on-line or through focused questionnaires and

d. Assess how the existing training activities obtained in step 3 meet the EU specific POs defined in step 2.

3. All the four main steps are critical, nevertheless the highlight moment is in step 2 of the process where the definition of EU specific POs is taking place.

4. TRA for (Military Role in) Integrated Border Management follows the procedure, which described above. All 4 steps have been conducted and the results are described into the Common Core Curriculum (CCC). A summary of

CCC is as follow:

a. Thematics

i. Thematics are areas that the target group (training audience) perform their objectives on a functional basis. For practical purposes, nine distinct categories have been considered to frame the performance objectives:

1. EU security policy, IBM doctrine, Political-Strategic Planning and Strategic Cooperation in IBM under CSDP concept.

2. Operational planning and Organizational Development in IBM.

3. International, EU and Member States Legal Framework

4. Crisis Management in IBM

5. Multi-dimension border control approaching IBM

6. Cooperation and information sharing in IBM

7. Innovation and Technology in IBM

8. Cross-cultural approach of IBM

9. Best management practices, Evaluation and Research process in IBM.

ii. Thematics and the connected performance objectives would be under continuous evaluation reflecting their relevance and weight, security needs and operational demands, into a periodical basis and across all the levels of operations, from tactical (simple) to the political-strategic one

(complex). This aspect is reflected in the content of Discipline Common Core Curriculum and the subordinate course curricula, suggesting the right balance among the training topics.

b. Performance Objectives.

i. Performance Objectives (POs) and subordinated enabling objectives (EOs) indicate the envisaged behavior at the end of training, which will enable the organizations / individuals to maintain a certain operational preparedness / job performance associated to IBM operations conduction. POs and EOs have been defined as knowledge, skills and competencies for each training audience and with the associated Depth of Knowledge (DoK) - a conventional scale of complexity (1 lowest-5 highest) indicating the level of knowledge required for a specific skill/ competency (Ref. H).

ii. A detailed description of the Performance Objectives (POs) and subordinated enabling objectives (EOs) can be found into the CCC.

c. Discipline Common Core Curriculum.

i. The outcome of the "Requirements" phase is reflected in the "Discipline Common Core Curriculum". This is a high-level modularized program that groups by modules, similar requirements for several audiences. Its purpose is to suggest the training providers (EU and MS) the learning outcomes (learning objectives) that must be attained by the relevant audience, to ensure a proper preparation for specific tasks. It is a benchmark-reference against the gaps deficiencies that will be identified. It indicates the DoK (Depth of Knowledge) and the relevant audience, including an estimated number of participants per year (if known).

ii. Grouping performance objectives by categories of training audience resulted in nine distinct core modules, which are the same as the recognized thematics and constitutes the Discipline Common Core Curriculum

(annex A).

iii. All 9 modules have been left in place on purpose, because the diversity among EU-MS how they use their military assets in IBM demands a holistic approach. Moreover, the use of military assets according to the respective EU-MS national and constitutional law in specific urgent situations, such as refugee crisis, could result in confront of the situation. As a result, military training is a requirement, but can be adjusted according to EU-MS needs.

iv. The depth of knowledge for each module was intentionally left out and should be decided from the EU-MS which is willing to conduct the training. This factor became a necessity because of the wide spectrum of the training audience which needs training at all levels and in all depths.

E. TRAINING AUDIENCE FOR IBM

1. Conducting border management activities and operations under the CSDP, demands cooperation and coordination among people in all levels which includes civilian, military or civil-military relevance, hence a relevant audience. The IBM training audience shall be composed of personnel who, by their regular duties or temporary assignments work or serve in the CSDP context, at national or EU level and those who may be concerned in the foreseeable future. The training audience should be directly relevant to the topic to be trained and carefully considered within the IBM to ensure a tailored training (Ref. I).

2. At this point is pointed out that the TRA for **(Military Role in Integrated Border Management)**, is conducting in order to ensure a tailored training at all levels. On the other hand, NATO training entities do not provide any courses in this area, because there is not such a discipline in place.

3. IBM Activities are conducted by a variety of recognise bodies both national and European. Military can be part of these, depending on the EU state we are referring. Also, military personnel serve in civilian bodies as experts or as liaison officers for coordination purposes and vice versa. This diversity and the fact that cooperation and coordination factor among these bodies should be remain robust led us to accept a broader training audience. Therefore, all levels of possible training audience will be considered for training and thus could be include to the follow ones, according to their levels:

Political - Strategic Level

a. Senior leaders and top-level SMEs (e.g. Directors and Operation Commanders);

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- b. Key leaders and top-level staff in national and international positions dealing with CSDP, (e.g. executive level positions in national Ministries of the Interior, Ministries of Defense and Ministries of Foreign Affairs);
- c. Top level staff of MS delegations to the EU;
- d. Key staff from third states and international organizations;
- e. EEAS top level staff in EU HQs and other EU entities.

Strategic Level

- a. SMEs to fill staff position in CPCC, ISP, EUMS and EU HQs;
- b. Executive level positions in strategic level organizations at national level;
- c. POLADs, MILADs;
- d. Liaison officers to strategic level in EU HQs and other IOs.

Operational Level

- a. Relevant staff to fill positions in EU CSDP missions and operations as individual experts e.g. advisors, mentors, trainers, mission support staff;
- b. Staff dedicated to EU FHQs and multinational forces (MNF) HQ available for EU operations;
- c. Liaison officers to operational level HQs

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Tactical Level

- a. Small leaders and expert officers and staff deployed in CSDP ops;
- b. Formations and Units available for EU CSDP missions and operations, e.g. field offices, teams and project cells.

F. PRINCIPLES OF TRAINING FOR IBM

1. The EU Policy on Training for CSDP clarifying the priorities for the training of professionals directly involved with all CSDP Operations. These priorities have been taken into consideration during the TRA for (Military role in) Integrated Border Management.

2. Based on the abovementioned, until now identified priorities and conditions required for training on IBM, the following principles could be derived to guide the organization and conduct of training activities by the MS and EU level stakeholders (Ref. K):

a. **Training is a shared responsibility.** Individual training is a national responsibility, which requires MS to ensure that the prerequisite training specified in the individual job description is accomplished prior to any border management operation. However, the diverse border type among EU Countries and the different neighbor countries to EU-MS, challenges the EU crisis management procedures. This reveals the need for flexibility, broad nature as well as the need for a harmonized, interoperable approach to planning for Integrated Border Management Operations. This demand expresses the need that the provided training should be based on commonly agreed learning outcomes (curricula) and, as much as possible, conducted in common at EU level. This training can also be conducted by groups of Member States having common EU standards, concepts and doctrines.

b. **Training by promoting respect of national and international law,** gender sensitivity, protection of civilians, and principals of democracy, human rights, rule of law and good governance is integral part of this educational process.

c. **From non-duplication to global approach and programming**

training. Training for Integrated Border Management should make use of the best positioned training providers and avoid unnecessary redundancies, in an inclusive and transparent manner and for all EU MS. This implies a transparent and constant coordination with UN, NATO and national efforts in this area.

d. **Civil-military complementarity and interaction** (Ref. L). Training for Integrated Border Management should be sought in an integrated, joint, inter-agency, intra-agency and civil-military manner to the maximum extent possible to achieve complementary effects in theatre, unity of effort and maximum cooperation. This could be achieved through shared training, including multi-layer exercises.

e. **Specialization and modularization of individual training.** Training for Border Management should focus on "cooperation and coordination", which means that all agencies which are engaged in this border management function must establish a connection in regular basis. In addition, an information exchange process must be established in order the desired level of performance can be accomplished.

f. **Training in line with Common Conceptual approach to Border Control** (Ref. L). Border management includes various types of borderlines in different spaces and different activities which can be summarized as follows:

- i. **Border Crossing Points (Land, Sea, Air)**
- ii. **Land Border Surveillance**
- iii. **Sea Border Surveillance**
- iv. **Command Structure and coordination**
- v. **Cooperation with other relevant actors**

The TRA for (Military role in) Integrated Border Management take

into consideration all these factors to concluding in a Common Core Curriculum depicting the efforts for a comprehensive approach.

g. **Training continuum.** The highest performance for integrated border management is incrementally built up on education, through individual training, and EU exercises. EU exercises are the apex of the training sequence / scheme for Integrated Border Management, by putting emphasis on the border management agencies collective performance in challenging situations, mirroring real challenges, risks and operations.

h. **Commitment to solidarity, mutual trust and co-responsibility** among Member states (Ref. L) and its partner states, in order the desired level of training in fields of cooperation and coordination will be accomplished into these areas.

G. MILITARY TRAINING REQUIREMENTS FOR IBM

1. IBM Military Training Requirements describe the necessary training must be achieved and sustain the desired level of performance for CSDP military missions and operations.

2. Military training requirements could be classified as either *standing*, aimed at sustaining the desired level of operational effectiveness, or *new* requirements where new competencies should be developed and/or existing competencies need to be improved. In the spirit of the comprehensive approach, the military training requirements for IBM will be developed with consideration of CSDP civilian training requirements.

3. After thoroughly analysis of the questionnaire results, we concluded that military role in IBM is different among EU-MS. This was expected as in most of the EU-MS they do not use military assets for activities referring to IBM. Moreover, the way each EU-MS approaches the IBM concept, requires different skills and competencies for their personnel. Therefore, we concluded that the military training should focus on the following thematics **but it should not limited only to these :**

- a. EU and National Legislation of IBM
- b. Crisis Management
- c. Threat Analysis (Security issues)
- d. Risk Management
- e. Treaties and Agreements concerning IBM
- f. Information Sharing
- g. Cultural Awareness

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The last expression concentrates in the fact that there is no military training open to the all EU-MS. For this specific reason if an EU member state wants to adopt all the modules included in the CCC should have the opportunity to do it.

4. In all above mentioned thematics the military has already a prior knowledge and procedures. But adding the IBM aspect the outcome and the approach should be adjusted accordingly and in-line with EU's CSDP concept.

H. EU TRAINING OPPORTUNITIES FOR IBM

1. The existing training opportunities available to the EU MS will be presented, considering the results of the questionnaire and several other national, NATO and EU training institutions. Any training opportunity that is not open to all EU MS and EEAS bodies, cannot be considered as EU training opportunity.

2. Before we continue with the results of the questionnaire it is critical to refer the responders which are as follows:

- a. CEPOL
- b. Slovakia
- c. The Netherlands
- d. Cyprus

The rest of the results were collected from the 2 IBM workshops in national and EU level.

3. The results of all the actions can be summarized as follow:

a. Questionnaire on Training opportunities for "(Military Role in) Integrated Border Management" (Ref. M) resulted in the following:

i. The Netherland

Provides military training regarding Modules 1 and 5 from CCC. Any other military specific training need is covered by FRONTEX.

ii. Cyprus

Conducts civilian training regarding Module 5 from CCC focusing on surveillance in sea border but is not open to EU-MS and is not in English.

iii. Greece

Conducts military training regarding Module 5 from CCC focusing on migration issues which is open to all EU-MS under the ESDC auspices.

b. NATO Education and Training Opportunities Catalogue (ETOC) and NATO School Oberammergau (NSO) website does not have any related military training activity because of the lack of a respective discipline.

c. No military training opportunities recognized during 1st national IBM meeting. The training which was recognised was national, in civilian side (Police and Coastguard) and not open to EU-MS. Therefore, nothing was recorded as training opportunity.

d. No military training opportunities recognized during 1st EU IBM meeting, because the participant countries did not use military for IBM.

4. The existing courses will be valued as in-scope and out-of-scope courses. In scope courses are those courses that apparently match the performance objectives of the Discipline Common Core Curriculum. A number of out-of-scope courses will be considered and recorded for further use of other disciplines and possible subsequent inter-disciplinary analysis, as follows:

- a. Courses that could complement the training for IBM;
- b. Courses that may be regarded as prerequisite for training on IBM;
- c. Functional training for IBM (environmental - air, maritime, land or functional – engineer, logistics, cyber, PSYOPS, CIMIC, Medical).

5. All the recognised training is valued as “out of the scope” with exemption, The Netherlands training and the Greece training. Even though the Netherlands training is not open to all EU – MS this is a matter of change. As a result, overall the military training in IBM can be considered as **non-existence**. **In most of the cases FRONTEX takes over the leading role in IBM training.**

I. CONCLUSIONS

1. Training in IBM remains in Civilian side with FRONTEX as leading agency in training provision.
2. Military training regarding all modules described in CCC, remains a requirement for all those member states where the military is the only organ or where the constitution allows the use of the military in IBM, because, the military may contribute to specific emergency contexts. Furthermore, the military is used in a diversity way in IBM from different EU-MS.
3. IBM remains one of the most complicated topics with the military role still in question. On the other hand, there are EU-MS which uses the military as the only body conducting the IBM function. This diversity led to include in CCC all the initial recognised modules and the all levels of the respective audiences, covering the needs of every possible EU-MS.
4. Initiatives needs to be taken towards a more unified and consolidate military training activities in IBM, from the EU-MS which confront with the problem of mass migration which raises security issues many times.

I. PROPOSALS

This Training Requirements Analysis for Integrated Border Management is in line with CSDP training requirements, provides a very first common approach in IBM training, enhancing the EU CSDP integrity and the EU Comprehensive approach.

However, implementation of IBM training, as a cross cutting issue in military and civilian institutions, organizations and agencies could offer valuable knowledge and effective cooperation among key players in IBM. Implementation is proposed not only to have the abovementioned modularized training, but can also be shaped in other equally productive ways, as follows:

1. Conduct two (2) conferences in IBM (biannually).
2. Drafting and publishing an IBM Handbook
3. Conduct Regional Working Groups in IBM (active participation by EU MS and EU neighboring Countries is needed).
4. Offer Mobile training teams according to their expertise.
5. Lessons Learned Center establishment in IBM
6. IBM large scale Scenario based exercises.

ANNEXES

- A. Questionnaire on Training opportunities for "(Military Role in) Integrated Border Management",
- B. The Common Core Curriculum in **(Military Role in) Integrated Border Management**.

2019

ANNEX A
Questionnaire on Training Opportunities

(Military Role in)
Integrated Border Management





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Questionnaire Aim

Note: *This questionnaire is intended to identify training already in place, thus help defining potential training gaps and the need for additional training activities necessary to meet the training requirements for “(Military role in Integrated Border Management)”.*



Institution Details

Institution Details	
Member State/ EU Institution	MPSOTC
Organization/Directorate	Training Branch responsible for TRA process in Military role in IBM
POC for this questionnaire	Maj (GRC-A) Dimitrios Manolopoulos
Telephone number	(+30) 23410 27468 (ext. 140)
E-mail address	d.manolopoulos@hndgs.mil.gr



Question 1

Please identify the training audience that requires training on "Integrated Border Management" in your Member State, EU institution, multinational headquarters or organization.

MS EU	Military	Diplomatic	Police	Rule of Law	Interior Border Control	Development	Humanitarian Aid	Other ⁵
HR	-	-	-	-	-	-	-	6
CY	√	√	√	√	√	√		7
CZ	-	-	-	-	-	-	-	8
FR	-	-	-	-	-	-	-	9
EL	√	√	√	√	√	√		10
HU	√	-	-	-	-	-	-	11
NL	Members of the RNM, already provided by FRONTEX and the RNM training center			Members of the RNM, already provided by FRONTEX and the RNM training center	Members of the RNM, already provided by FRONTEX and the RNM training center	Members of the RNM, already provided by FRONTEX and the RNM training center	Members of the RNM, already provided by FRONTEX and the RNM training center	12
SK	-	-	-	-	-	-	-	13

⁵ Please specify your special request for training audience with reference here.

- 6
- 7
- 8
- 9
- 10
- 11
- 12
- 13

MS EU	Military	Diplomatic	Police	Rule of Law	Interior Border Control	Development	Humanitarian Aid	Other ¹⁴
ES	-	-	-	-	-	-	-	15
CEPOL	- (We do not require any training for CEPOL staff.)	-	-	-	-	-	-	16
NATIONAL DEFENCE STAFF (NL)	Members of the RNM, already provided by FRONTEX and the RNM training center			Members of the RNM, already provided by FRONTEX and the RNM training center	Members of the RNM, already provided by FRONTEX and the RNM training center	Members of the RNM, already provided by FRONTEX and the RNM training center	Members of the RNM, already provided by FRONTEX and the RNM training center	17
EUROSUR (NL)	Members of the RNM, already provided by FRONTEX and the RNM training center			Members of the RNM, already provided by FRONTEX and the RNM training center	Members of the RNM, already provided by FRONTEX and the RNM training center	Members of the RNM, already provided by FRONTEX and the RNM training center	Members of the RNM, already provided by FRONTEX and the RNM training center	18

¹⁴ Please specify your special request for training audience with reference here.

¹⁵

¹⁶

¹⁷

¹⁸

Question 2

What kind of individual training do you provide on “Integrated Border Management”, in English/ French language? Please specify:

Serial	MS/ Training Provider	Course Code/Name of the course Audience	Course aim/ Content/ Methodology	Course learning/training/ enabling objectives	Integrated Border Management procedures/ Classification	Course Format/ duration/ frequency	Open to EU MS? Seats for foreign participants?	Similar Core Common Curriculum
1	CEPOL	CEPOL does not provide trainings on IBM as that is the mandate of Frontex. On the other hand border control related issues are discussed in our specific trainings (e.g. courses, webinars on illegal immigration, excise fraud etc.)						
2	Cyprus Police Academy	Sea Border Surveillance Course	Port and Marine Police members	To strengthen the knowledge of the members of the Port and Marine Police on issues that concern their daily multifaceted and demanding tasks	Lectures/Discussion Workplace Training Teamwork Practical Training	35 Members 5 Days annually	No Only CY Port and Marine Police members	
Note: It is noted that the above training is provided in Greek only. This training is above and beyond the trainings provided by FRONTEX								
3	Slovakia Republic	N/A						

Serial	MS/ Training Provider	Course Code/Name of the course Audience	Course aim/ Content/ Methodology	Course learning/training/ enabling objectives	Integrated Border Management procedures/ Classification	Course Format/ duration/ frequency	Open to EU MS? Seats for foreign participants?	Similar Core Common Curriculum
4	RNM training center (NL)	IBM	How to work within an integrated environment	To train border guards in IBM		2 weeks	no	
5	FRONTEX (NL)	IBM strategy	How to write an strategy	To write an IBM strategy		2 weeks	yes	
6	MPSOTC	Crisis response to Irregular Migration and Refugees' Flows	Border Management during Migration Crisis	Confront with Migration crisis and the measures that should be taken to tackle security issues	Lectures/Discussion	1 week	yes	

Question 3

What kind of collective training organized by your state / institution, in English/ French language, has the objective to train “Integrated Border Management”? Please Specify: -

Serial	MS/ Training Provider	Exe Code Name of the exercise Audience	Training/ exercise objectives	Training/ exercise specification on Integrated Border Management	Integrated Border Management procedures/ Classification	Exercise duration/ frequency	Open to EU MS? Seats for foreign participants?	Remarks
1	Cyprus Police Academy	Please see answer in question no. 2						
2	Slovakia Republic	N/A						
3	RNM training center (NL)	BST	To work at the EU external border	As a team working with national and international GO's and NGO's		2 weeks		
4	MPSOTC	Same as Question 1						

Question 4

Are there national training needs for "Integrated Border Management" that, for various reasons, are not or partially met? If yes, please describe what these needs are:

MS	ANSWER
National	
AT	
BE	
BG	
HR	
CY	The preparations for the development of the National IBM Strategy is at the initial stage, though a national border management system is in place. No evaluation has been yet lodged to determine possible training needs.
CZ	
DK	
EE	
FL	
FR	
DE	

EL	No
MS	ANSWER
HU	
IE	
IT	
LV	
LT	
LU	
MT	
NL	
PL	
PT	
RO	
SK	Currently not identified any needs
SL	
ES	

SE	
MS	ANSWER
UK	
EU Level	
EUMS	
ISP	
CPCC	
ESDC	
EUROJUST	
CEPOL	Not applicable to CEPOL. CEPOL cannot conduct national level or regional trainings.
INTERPOL	
CION	
EU HQ	
MULTINATIONAL HQ	
INSTITUTIONS	
FRONTEX	
EU SATELITE CENTER	

NATIONAL DEFENCE STAFF	
MS	ANSWER
OSCE	
UNHCR	
IOM	
EUROSUR	

Question 5

Providing you answered "yes" to question 4, what options do you envisage to cover these needs and overcome this situation?

MS	ANSWER
National	
AT	
BE	
BG	
HR	
CY	
CZ	
DK	
EE	
FL	
FR	
DE	
EL	N/A

MS	ANSWER
HU	
IE	
IT	
LV	
LT	
LU	
MT	
NL	
PL	
PT	
RO	
SK	N/A
SL	
ES	
SE	



MS	ANSWER
UK	
EU Level	
EUMS	
ISP	
CPCC	
ESDC	
EUROJUST	
CEPOL	N/A
INTERPOL	
CION	
EU HQ	
MULTINATIONAL HQ	
INSTITUTIONS	
FRONTEX	
EU SATELITE CENTER	
NATIONAL DEFENCE STAFF	



MS	ANSWER
OSCE	
UNHCR	
IOM	
EUROSUR	

Question 6

What role do you expect from EU in covering the training gaps? Do you see any need for additional training activities at EU level, in order to meet the training requirements for "Integrated Border Management"?

MS	ANSWER
National	
AT	
BE	
BG	
HR	
CY	EU agencies and other bodies have provided training for the elaboration of National IBM Strategies. Trainings in the context of IBM, should be ongoing.
CZ	
DK	
EE	
FL	
FR	
DE	

EL	Yes. Countries with EU external borders should be trained under common context
MS	ANSWER
HU	
IE	
IT	
LV	
LT	
LU	
MT	
NL	RNM If there is a need for additional training from EU than FRONTEX will provide us whit such a training.
PL	
PT	
RO	
SK	N/A
SL	
ES	

SE	
MS	ANSWER
UK	
EU Level	
EUMS	
ISP	
CPCC	
ESDC	
EUROJUST	
CEPOL	Given its mandate Frontex shall take that responsibility in cooperation with stakeholders.
INTERPOL	
CION	
EU HQ	
MULTINATIONAL HQ	
INSTITUTIONS	
FRONTEX	
EU SATELITE CENTER	

NATIONAL DEFENCE STAFF (NL)	RNM If there is a need for additional training from EU than FRONTEX will provide us with such a training.
MS	ANSWER
OSCE	
UNHCR	
IOM	
EUROSUR	

Question 7

What kind of certification and set of skills are needed to be acquired by attending your courses?

MS	ANSWER
National	
AT	
BE	
BG	
HR	
CY	
CZ	
DK	
EE	
FL	
FR	
DE	
EL	Depth of Knowledge 2-4 according the mass migration implications to security issues.

MS	ANSWER
HU	
IE	
IT	
LV	
LT	
LU	
MT	
NL	<p>Depends on the level of the course. Most of the time on border guard level is this experience on border control and border surveillance.</p>
PL	
PT	
RO	
SK	<p>N/A</p>
SL	
ES	
SE	

MS	ANSWER
UK	
EU Level	
EUMS	
ISP	
CPCC	
ESDC	
EUROJUST	
CEPOL	<p>CEPOL trainings are usually regarded as EQF (European Qualification Framework) level 4-6. In addition to this CEPOL implements the accredited “European Joint Master`s Programme” which provides Master`s degree on International Police Cooperation to successful graduates.</p>
INTERPOL	
CION	
EU HQ	
MULTINATIONAL HQ	
INSTITUTIONS	
FRONTEX	
EU SATELITE CENTER	

NATIONAL DEFENCE STAFF (NL)	RNM experience on border control and border surveillance on strategic level.
MS	ANSWER
OSCE	
UNHCR	
IOM (NL)	RNM experience on border control, border surveillance and return operations
EUROSUR (NL)	RNM experience on border control, border surveillance and intelligence

Question 8

Is your institution ECTS credits provider after the course attendance? It will be useful if the IBM Training course will provide ECTS credits?

MS	ANSWER
National	
AT	
BE	
BG	
HR	
CY	No ECTS are provided.
CZ	
DK	
EE	
FL	
FR	
DE	
EL	No ECTS are provided. Yes if it is part of an full academic programme

MS	ANSWER
HU	
IE	
IT	
LV	
LT	
LU	
MT	
NL	RNM FRONTEX provides ECTS credits
PL	
PT	
RO	
SK	N/A
SL	
ES	
SE	

MS	ANSWER
UK	
EU Level	
EUMS	
ISP	
CPCC	
ESDC	
EUROJUST	
CEPOL	<p>CEPOL in cooperation with Universities implements “European Joint Master`s Programme” which provides Master`s degree on International Police Cooperation to successful graduates. In case our `normal` (typically 4-5 days long courses) we do not provide ECTS credits.</p>
INTERPOL	
CION	
EU HQ	
MULTINATIONAL HQ	
INSTITUTIONS	
FRONTEX	
EU SATELITE CENTER	

NATIONAL DEFENCE STAFF (NL)	RNM FRONTEX provides ECTS credits
MS	ANSWER
OSCE	
UNHCR	
IOM	
EUROSUR (NL)	RNM FRONTEX provides ECTS credits

Question 9

Is your institution e-learning provider for that course? If yes, please specify in which course and platform.

MS	ANSWER
National	
AT	
BE	
BG	
HR	
CY	No
CZ	
DK	
EE	
FL	
FR	
DE	
EL	

MS	ANSWER
HU	
IE	
IT	
LV	
LT	
LU	
MT	
NL	
PL	
PT	
RO	
SK	N/A
SL	
ES	
SE	

MS	ANSWER
UK	
EU Level	
EUMS	
ISP	
CPCC	
ESDC	
EUROJUST	
CEPOL	CEPOL has strong e-learning portfolio (webinars, e-learning modules) but not related to the topic of IBM.
INTERPOL	
CION	
EU HQ	
MULTINATIONAL HQ	
INSTITUTIONS	
FRONTEX	
EU SATELITE CENTER	
NATIONAL DEFENCE STAFF	

MS	ANSWER
OSCE	
UNHCR	
IOM	
EUROSUR	

2019

ANNEX B
COMMON CORE CURRICULUM
IN INTEGRATED BORDER MANAGEMENT



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Set Background of IBM

Integrated Border Management (IBM) has been confirmed as a priority area among EU Member States (MS) for EC Global Approach to Migration¹⁹. Since the integration of the Schengen acquis²⁰ into the European Union framework and in response to the conclusions of the Tampere European Council of 15 and 16 October 1999²¹, the European Union has taken various important steps on the path towards integrated border management. On 7 December 2001, the Council endorsed the so called "European management concept on border control" (doc. 14570/01 FRONT 69)²² which provided a basis for further development of the operational cooperation between the Member States.

During the meeting in Laeken on 14 and 15 December 2001²³, the European Council, in its Conclusion, asks for *"Better management of the Union's external border controls that will help in the fight against terrorism, illegal immigration networks and trafficking. The European Council asks the Council, the Commission and the Member States take steps to work out arrangements for cooperation between services, responsible for external border control and to examine the conditions, in which, a mechanism or common service to control external borders, could be created."*

In accordance with this conclusion, the European Commission on 7 May 2002 approved a Communication to the Council and the European Parliament concerning "an integrated management of the external borders of the Member States of the European Union". This Communication included an analysis of the situation in this field, both at operational level and at normative level, and

¹⁹ A Global Strategy for the European Union's Foreign and Security Policy

²⁰ Schengen Acquis

²¹ Tampere European Council 15 And 16 October 1999 Presidency Conclusions

²² 2396th meeting of the COUNCIL (Justice, Home Affairs and Civil Protection Brussels 6-7 Dec 2001

²³ Presidency Conclusions European Council meeting in Laeken 14 and 15 December 2001 (DOC-01-18_EN)

proposed a number of measures and actions to be implemented at European Union level [COM (2002) 233 final]²⁴.

Following the abovementioned Commission's Communication, the Council adopted the "Plan for the management of the external borders of the Member States of the European Union (doc.10019/02)²⁵ on 13 June 2002", containing 5 main components of a common integrated border management system:

- 1. A common operational co-ordination and co-operation mechanism**
- 2. Common integrated risk analysis**
- 3. Personnel and inter-operational equipment**
- 4. A common Corpus of legislation**
- 5. Burden sharing between the Member States and the Union.**

After the adoption of this plan, significant measures were taken both at operational and legislative level towards the progressive development of the common integrated border management system , inter alia, by the creation of the Schengen Catalogue on border control, the adoption of the Schengen Borders Code, the drafting of a practical handbook for border guards, the creation of an "External Borders Fund" and, last but not least, the establishment of the FRONTEX-Agency with a special risk analysis unit.

Border management is a security function in which all Member States have a common interest. First and foremost, border management is an area of policing, where security interests have to be met while fully recognizing the commitments in the field of international protection and human rights. Since the burden of controlling borders differs considerably between Member

²⁴ Communication From The Commission To The Council And The European Parliament Towards Integrated Management Of The External Borders Of The Member States Of The European Union - COM (2002) 233 final

²⁵ COUNCIL REGULATION Plan for the Management of the External Borders of the Member States of the European Union (doc.10019/02) 13 June 2002

States, burden sharing has become a priority issue, as shown by the framework programme on Solidarity and Management of Migration Flows.

To meet these various demands, the EU has established a rigorous *acquis*, and a set of politically binding requirements for the implementation of border management. These politically binding elements include the Tampere conclusions that require that only specially trained professionals can be deployed along the future external border of the EU, and the Schengen Catalogues on the correct implementation of the *Acquis*.

Until now, further steps from EU have been done in IBM concept. The Hague Program, the reestablishment of FRONTEX agency in a new task framework, the legal definition of IBM under the new agency's framework, the new EU Global Strategy and the recently signed EU –Turkey statement for irregular migration, highlights the importance of IBM concept from many aspects.

Introduction

The Global Strategy for the European Union's Foreign and Security Policy (EFSP)²⁶ guides the Common Security and Defence Policy (CSDP). CSDP missions and operations can work alongside the European Border and coast Guard and EU specialized agencies to enhance border protection and maritime security in order to save more lives, fight cross-border crime and disrupt smuggling networks. Towards this direction an IBM model with common training among EU MS could serve the abovementioned missions.

Also, according to Global Strategy for the European Union's Foreign and Security Policy, closer actions in cooperation with NATO must be undertaken, in order the EU's security to be enhanced. Further cooperation among EU and

²⁶ Shared Vision, Common Action: A Stronger Europe. A Global Strategy for the European Union's Foreign and Security Policy

non-EU countries could be promoted, in order tailor-made approaches to migration and border management could be developed accordingly.

Cooperation is a crucial element that can tackle the illegal migration and efficiently serve EU CSDP goals. This can explain how the Global Approach to Migration¹, Priority actions focusing on Africa and the Mediterranean and The Hague Programme²⁷, has been set as fundamental priorities for the European Union. Both the Global approach and The Hague Programme, list a series of actions to increase operational cooperation between Member States, including border control. In addition, cooperation among neighboring countries in EU's external borders, is essential, in order to accomplish strategic objectives of ESS²⁸ (Europe Security Strategy).

EU Council, in its Conclusions on Migration of July 2006²⁹, recognized the growing importance of migration related issues as an integral part of the external relations of the EU in the framework of a balanced and comprehensive approach to migration. Practice has shown that there is still room for harmonizing the positions expressed by EU experts whether acting as evaluators or directly involved. For example, the well-known expression "Integrated Border Management", even though widely used, has not so far been defined, despite several attempts.

Nevertheless, the consisting aspects of IBM definition, according to IBM Strategy³⁰, are the following:

- Border control, as defined in 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.

²⁷ The Hague Programme: Strengthening Freedom, Security and Justice in The European Union (2005/C 53/01)

²⁸ EUROPEAN SECURITY STRATEGY (Brussels, 12 December 2003)

²⁹ COUNCIL DECISION of 24 July 2006 (2006/616/EC), COUNCIL DECISION of 24 July 2006 (2006/617/EC)

³⁰ Integrated Border Management Strategy

- The four-tier access model (measures in third party countries, cooperation with neighboring countries, border control, control measures within the area of free movement including return).³¹
- Inter-agency cooperation for border management (border-guards, customs, police, national security, and other relevant authorities) and international cooperation.
- Coordination and coherence of activities of Member States, Institutions and other bodies of the Community and the Union.

The abovementioned aspects regarding IBM, explicitly highlight the importance of the guided by CSDP security function, where all Member States have an obvious common interest.

According to CSDP EU further development of the integrated border management remains a priority issue. In this direction, President of European Commission, in his speech³² in 2016, recognized the continuous migration flows as a crucial challenge. In that way remains no doubt for the great importance that EU attributes to the IBM.

In that direction, the Chairman of the EU Military Committee (MC) stretches that, “The EU response to this challenge (massive migration flows) en-compasses all the unique characteristics of the Union: It is multi-level, multi-layered and multi-dimensional. It mobilizes and uses all available policies and instruments. Therefore, military instrument could not be absent.”³³

Moreover, and fully in line with the Common Security and Defense Policy (CSDP) Handbook³⁴, Military has a role in Integrated Border Management. Military and civilian agencies, civil authorities, governmental

³¹ Schengen Catalog 2002

³²Jean Claude Juncker: The State of the Union 2016. Towards a better Europe. A Europe that empowers, protects and defends. Publication Office of The European Union

³³ Migration - How CSDP can support [European Security and Defence College (ESDC), EGMONT, 2016]

³⁴ Handbook on CSDP 3rd Edition Vol I

and non-governmental organizations (GOs and NGOs), can effectively cooperate in border management and sufficiently contribute to the concept success.

Training Objectives of Integrated Border Management

CSDP in order to successfully deliver against new threats and challenges demands an, efficient border control. Border control is in the interest not only of the Schengen Member State at whose external borders it is carried out, but of all Member States that have abolished or will abolish border control at their internal borders. Therefore, according to the Schengen Catalog¹⁴, while implementing border management, it should be borne in mind that Member States are controlling their external borders for themselves, but also, at the same time, for other Schengen Member States (**principle of solidarity**). Efficient border control should be maintained constantly, and control should cover all illegal phenomena, including those which do not have an impact on local security. Furthermore, CSDP considers the external border management as a high priority aim, in order to address effectively migration and refugee flows.¹⁴

According also to the Integrated Border Management concept, as described in the previous mentioned document¹⁴, one of the five dimensions is the inter-agency (border guards, customs, police, national security and other relevant authorities) and international cooperation for border management. On that basis as military remains a significant security asset for CSDP it is well assumed that military have a role in IBM.

Furthermore, the ongoing migration and refugee crisis has resulted to an enormous pressure placed on the EU member states frontiers and tested the limits of the existing infrastructure and state institutions.

The objective of Union policy in the field of the external border management is to develop and implement European IBM at national and Union level³⁵.

Under this framework, the training objectives for Integrated Border Management can be summarized in the following:

1. Planning in Political-strategic level, and set EU borders policies and strategies in Integrated Border Management;
2. Operational planning process in Integrated Border Management;
3. Set the global context of European Union security;
4. Strategic cooperation in Integrated Border Management;
5. Organizational development in border management;
6. EU and MS legal framework, fundamental rights and ethics in Integrated Border Management;
7. Risk and threat analysis relevant to Integrated Border Management and early warning mechanism development;
8. Borders guarding, surveillance and control mechanism in all three dimensions in Integrated Border Management;
9. Inter-agency and international cooperation;
10. Implementation of recent innovations and technologies in Integrated Border Management;
11. Research on integrated and best management practices for IBM;
12. Social, gender and cultural awareness in IBM;

³⁵ Regulation (EU) 2016/1624 of the European Parliament and of the Council of Europe 14 Sep 2016

13. Intra (agencies) and international Information sharing in IBM;
14. Evaluation mechanisms and lessons learned;

Aim of Common Core Curriculum (CCC) for Integrated Border Management

Responding effectively to the European External Action Services (EEAS) expressed necessity for an efficient IBM, Greece took over the leading role, as a Discipline Leader (DL) in Integrated Border Management. Hellenic National Defense General Staff (HNDGS) assigned Multinational Peace Support Operations Training Center (MPSOTC), as the expert institution, to elaborate and draft the Training Requirement Analysis (TRA) in IBM. MPSOTC is a military training institution providing special training in peacekeeping and security issues, certified by UN and NATO. More than 3740 trainees from 93 countries worldwide have been trained during nineteen (19) years of continuous operation. MPSOTC is a member of the “Partner for Training and Education Center” (PTEC) NATO Community and conducts annually two (2) Courses, regarding Border Security.

The present CCC (Common Core Curriculum) draft for IBM is developed by MPSOTC, based on EU training Policy and training Concept for Common Security and Defence Policy (CSDP)³⁶. Moreover, current CCC draft reflects the initial concept of training in IBM and has been drafted with contribution of national IBM related authorities. Draft’s elaboration is still pending and further contribution by national related authorities is under way. In that regard further contribution from EU and MS authorities and experts’ community is more than welcomed.

³⁶ EU Policy on Training for CSDP (doc. 7838/17)

CCC offers a set of common standards for Integrated Border Management (IBM) training, across EU Member States. With the CCC implementation into national curricula, student learning process will be guided in order to reach the objective of gaining professional knowledge, relevant skills, expertise and appropriate attitude, all required for planning and conducting Integrated Border Management operations.

In the framework of a common comprehensive approach for Integrated Border Management tasks, a similar harmonization of IBM training is also required throughout the European Union MS.

The Integrated Border Management concept requires solidarity, mutual trust and co-responsibility among Member states and its keystone is full respect for human rights in both its actions and procedures. Also, the Member States shall develop and maintain skillful professionals and credible resources that allow for viable operation control on their borders and the possibility of conducting and managing joint operations as well. The later can be provided through the current CCC, serving the Common Conceptual approach to Border Control¹³.

CCC should guide Integrated Border Management to accomplish set tasks, by adopting the Schengen Borders Code³⁷ recommendations and efficiently support CSDP aims in Integrated Border Management. European Security Strategy (ESS)¹⁰, as the lighting house for CSDP, in the “Strategic Guidelines for Action” highlights that: *“IBM plays an important role in maintaining the EU security, by tackling illegal migration. The IBM must be reinforced in order, inter alia, to spread best practice among border guards. The feasibility of the creation of a European system of border guards must be explored on this basis of a prior analysis”*³⁸. Current CCC effort is to fulfill the CSDP concept goals in IBM, by providing common training standards,

³⁷ Schengen Border Code: Chapter III

³⁸ Council of the European Union “Draft Internal Security for the European Union: Towards a European Security Model”, 5842/2/10 REV2, 23 Feb 2010

organization and structural common principles, operational procedures and a pool of high-level professionals and experts. Thus, it is strongly recommended that CCC should be implemented into national curricula for Integrated Border Management training.

Structure of the Common Core Curriculum for Integrated Border Management

During the TRA process, nine (9) modules in IBM training have been recognized. Each module is aimed to provide skills and knowledge in a specific training area of interest. This training structure provides in each EU Member State, the potential to adopt EU commonly agreed policy and doctrine in IBM in balance with national legislation and train the desired target audience accordingly. As a result, the modularity of this scheme provides the maximum flexibility and adaptation in each EU Member States requirements.

The proposed modules for Integrated Border Management training are as the followings:

- 1. EU security policy, IBM doctrine, Political-Strategic Planning and Strategic Cooperation in IBM under CSDP concept**
- 2. Operational planning and Organizational Development in IBM**
- 3. International, EU and Member States Legal Framework**
- 4. Crisis Management in IBM**
- 5. Multi-dimension control approaching IBM**
- 6. Cooperation and information sharing in IBM**
- 7. Innovation and Technology in IBM**

8. Cross-cultural approach of IBM

9. Best management practices, Evaluation and Research process in IBM.

The main concept of the CCC is that each module can be taught independently according to national legislations and target audience needs.

Module 1 - EU security policy, IBM doctrine, Political-Strategic Planning and Strategic Cooperation in IBM under CSDP concept

1. Description

The module will provide the trainees with strategic guidelines, planning process and cooperation aspects at political/strategic level in IBM. Furthermore, EU Global Strategy, Common Security and Foreign Policy (CSFP) and CSDP will be analyzed and explained under the context of IBM.

2. Aim of Module

Strategic thinking combined with planning procedures, will enable trainees to develop the necessary skills in order to plan and conduct IBM tasks. Also, the factor of cooperation at political/strategic level in IBM, will lead the trainees to plan more robust IBM solutions. Last but not least, EU Security framework will set a common goal to all trainees in IBM implementation.

3. Audience

High executive's civilians, Rule of law, Diplomatic, Custom and Border agencies' personnel, Police, Coastguard and Military Officers, currently working or about to work in Integrated Border Management section.

4. Thematics

a. Learning Objectives

- EU Strategic Guidelines in Political/Military level for Integrated Border Management
- EU Global Concept for Border Management
- EU Comprehensive approach
- EU CSDP explained under IBM context
- Cooperation in political/strategic level in IBM
- EU Capacity building
- EU Planning process for Border Management
- EU Anticorruption strategies for Border Management
- Cooperation among EU Member States for Border Management
- Civil – Military Cooperation in IBM

i. At the end of the module, participants will be able to:

- Understand the EU Strategic Guidelines in Political/Military level in Border Management
- Understand the EU Global Concept for Border management
- Conduct EU Capacity building operations
- Understand the EU comprehensive approach
- Understand the CSDP concept
- Conduct EU Planning process for Border Management
- Be aware for the EU anticorruption strategy for Border Management
- Cooperate better with EU Member States
- Enhance the cooperation between civilian and military sector in EU Member States under CSDP operations

5. Potential issues for consideration (teaching points)

- a. EU Global Strategy
- b. European Foreign and Security Policy
- c. Common Security and Defense Policy
- d. EU Comprehensive Approach

6. Possible training methods

- a. Classroom training
- b. Team work
- c. Case studies
- d. Blended training

7. Suggested references

- a. A global Strategy for the European Union's Foreign and Security Policy
- b. CSDP Handbook 3rd Edition Vol I
- c. The Global Approach to Migration and Mobility (EU Commission 2011 743 Final 18/11/2011)
- d. Integrated Border Management Strategy Deliberations (Council of The European Union 13926/3/06 Rev3 21 Nov 2003)

Module 2 – Operational planning and Organizational Development in IBM

1. Description

Develop certain operational capabilities for IBM, requires specific operational planning process and organizational development methods. These factors will be analyzed and explained in depth. Also, leadership methods and practices will be presented focusing in efficient and effective commanding of border management agencies.

2. Aim of Module

Trainees will be provided with the necessary leadership and operational planning skills. These will enable them as leaders in border management organisations to plan in an efficient way and suggest structure changes of organisations according to their missions. Also, trainees will be in position to inter-cooperate with national and EU authorities. The module and command.

3. Audience

Civilians, Police Officers, Coastguard, Military, Custom and Border agencies' personnel, currently working or about to work as Commanders or Directors in Integrated Border Management section.

4. Thematics

a. Learning Objectives

- Introduction to Organizational Development in Integrated Border Management Concept
- Models for organisations change
- Techniques for analysis of change issues within organisations
- Intervention strategies and skills
- Managing and evaluating effective change programs.
- Basic planning procedures
- Leader Skills
- Cooperation among organisations

- i. At the end of the module, participants will be able to:

- Improve organizational performance as measured by profitability, market share, innovativeness, etc.
- Make organisations better adaptive to its environment which always keeps on changing.
- Make the members willing face organizational problems and contribute creative solutions to the organizational problems.
- Improve internal behavior patterns such as interpersonal relations, intergroup relations, level of trust and support among the role players.
- Understand own self and others, openness and meaningful communication and involvement in planning for organizational development.
- Develop efficient Planning methods
- Enhance their leadership skills

5. Potential issues for consideration (teaching points)

- a. Leaders and Commanders must be well trained.
- b. Common training in organizational development and planning facilitates the cooperation.

6. Possible training methods

- a. Classroom training
- b. Case studies

7. Suggested references

- a. National Documents referring to the specific organisations structure
- e. A global Strategy for the European Union's Foreign and Security Policy

- f. CSDP Handbook 3rd Edition Vol I
- g. Regulation (EU) 2016/1624 of the European parliament and of the council of 14 September 2016

Module 3 - International, EU and Member States Legal Framework

1. Description

This module provides the students with the International and EU border policies and legislations for Integrated Border Management. Furthermore, detailed explanation and analysis of EU conventions/Treaties in contribution with International, EU and national legislations, will offer the deceptions of Integrated Border Management concept. Additionally, the EU human right convention and international law applications will be discussed and explained, concluding the EU legal framework for Integrated Border Management. Finally, EU safety and Security and Defense Policy will underline the importance of IBM topic.

2. Aim of Module

The main aim of this module is to notify the trainees in EU and national laws, policies and legislations for Integrated Border Management. Also, the knowledge of EU human rights convention and international law, will allow any EU or national border management agency deliver its tasks with respect to human rights and EU and national legislations.

3. Audience

Civilians, Rule of law, Diplomatic, Police Officers, Coastguard, Military, Custom and Border agencies' personnel, currently working or about to work in Integrated Border Management section.

4. Thematics

a. Learning Objectives

- EU External Border Security Policy
- EU Integrated Border Management Strategy
- EU human right convention
- International Law on Migration
- EU Convention for Human rights
- EU migration policy
- EU Security and Defense Policy
- EU Safety procedures
- EU Rules of Engagement
- EU Conventions about migration and Border management

i. At the end of the module, participants will be able to:

- Understand the EU legal framework in Integrated Border Management
- Apply the principles of human rights in their operations
- Better implementation of the security and defense policy in their national context of border management
- Understand the Asylum procedures
- Recognise smugglers and criminal organisations
- Basic rule of law application procedures
- Administer with migrants

5. Potential issues for consideration (teaching points)

- a. Way of using military assets in IBM from each EU Country
- b. Agencies involving on national IBM procedures
- c. Constitutional restrictions

6. Possible training methods

- a. Classroom training
- b. Syndicate Work
- c. Discussion

7. Suggested references

- a. A global Strategy for the European Union's Foreign and Security Policy
- b. Schengen Borders Code
- c. Respective National Legislation
- d. The Constitution of each EU Country

Module 4 - Crisis Management in IBM

1. Description

This module provides the students with knowledge of EU crisis management mechanism. In this context different risk and threat assessment methods will be analyzed. Also, we will try to provide answers in what are the threats and risks in IBM, what needs to be protected and what are the implications if IBM crisis management fails.

2. Aim of Module

The module objectives are to provide the trainees with necessary skills in order Crisis management is to threat assessment and risk management, which enable them to recognise threats and develop recommendations that maximize the effectiveness of actions that have been took over in IBM.

3. Audience

Civilians, Rule of law, Diplomatic, Police Officers, Coastguard, Military, Custom and Border agencies' personnel, currently working or about to work in Integrated Border Management section.

4. Thematics

a. Learning Objectives

- EU Crisis Management Mechanism in IBM
- National crisis management mechanisms
- Risk management methods in IBM
- Threat assessment methods in IBM
- Plan development for recognised threats
- IBM Security concerns
- Implications of crisis management failure

i. At the end of the module, participants will be able to:

- Be aware how EU crisis management mechanism works
- Harmonize national crisis management mechanisms with EU mechanism
- Recognise main Security constrains in IBM
- Develop plans for recognised threats
- Conduct risk analysis and threat management projects according to EU Concept for the Border Management
- Evaluate and recognise the lessons learned from the conducted Border Management operations according to EU Concept

5. Potential issues for consideration (teaching points)

a. Negotiation strategies during crisis mitigation

- b. Risk management methods used in other aspects of life may be applied also in IBM

6. Possible training methods

- a. Classroom training
- b. Syndicate work
- c. Practical Exercise

7. Suggested references

- a. A Global strategy for the European Union's Foreign and Security Policy (June 2016)
- b. CSDP Handbook 3rd Edition
- c. EEAS Crisis Response System (CRS)
- d. The ABC of EU Law (December 2016)
- e. Action Plan on Strategic Communication

Module 5 – Multi-dimension control approaching IBM

1. Description

This module will provide the trainees with additional knowledge for different types of borders (land, sea, air, rivers, lakes). A variety type of practices according to border type will be analyzed and how these practices are applied. Also, cooperation among land, sea, air, space and cyber agencies in border management will be explained. Finally, security constrains and problems for each border type will be analysed according to EU CSDP.

2. Aim of Module

The main aim of this module is to provide the trainees with necessary knowledge, in order to ensure that, each EU MS IBM model will perform effectively in any kind of border type, serving a broader IBM model across EU MS. Also, through the different trainees' background, new opportunities will be formed, leading to better methods of cooperation among agencies in different border types.

3. Audience

Civilians, Rule of law, Diplomatic, Police Officers, Coastguard, Military, Custom and Border agencies' personnel, currently working or about to work in Integrated Border Management section.

4. Thematics

a. Learning Objectives

- Basic definitions and overview on land, air, sea, borders;
- Laws, legislations and policy on land, air, sea, borders;
- Land, air, sea, current border management mechanisms across Europe;
- Cooperation and coordination with other authorities (Police, Customs, Security companies, Coast Guard, military, Space agencies, cyber agencies and civilians);
- Planning for land, air, sea, border management actions;
- Search and rescue operations;
- Security constrains on land, air, and sea border management;
- Command and Control on land, air, and sea operations;
- Cyber role in IBM;
- The role of Space in IBM.

- i. At the end of the module, participants will be able to:

- Have a general basic knowledge of border management definitions on land, air, sea border management
- Plan search and rescue Operations
- Having a basic knowledge for additional laws, legislations and policies on land, air and sea borders
- Understand the cooperation factor among border management agencies, and with space and cyber agencies
- Ensure that all kind of borders are operate according to EU CSDP
- Enhance their Command and Control skills
- Know each agency capability regarding the border type it operates

5. Possible training methods

- a. Classroom training
- b. Practice
- c. Team Work

6. Suggested references

- a. A Global strategy for the European Union's Foreign and Security Policy (June 2016)
- b. CSDP Handbook 3rd Edition
- c. EEAS Crisis Response System (CRS)
- d. The ABC of EU Law (December 2016)
- e. Action Plan on Strategic Communication
- f. Schengen Borders Code
- g. Respective National Legislation
- h. The Constitution of each EU Country
- i. Regulation (EU) 2019/881 of the European Parliament and of the Council of 17 April 2019 on ENISA (the European Union Agency for Cybersecurity) and on information and communications

- technology cybersecurity certification and repealing Regulation (EU) No 526/2013 (Cybersecurity Act) (Text with EEA relevance) PE/86/2018/REV/1
- j. Directive (EU) 2016/1148 of the European Parliament and of the Council of 6 July 2016 concerning measures for a high common level of security of network and information systems across the Union
 - k. COMMISSION RECOMMENDATION of 26.3.2019 Cybersecurity of 5G networks
 - l. COMMISSION RECOMMENDATION of 12.9.2018 on election cooperation networks, online transparency, protection against cybersecurity incidents and fighting disinformation campaigns in the context of elections to the European Parliament
 - m. COM (2016) 705 - Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions
 - n. Communication from The Commission to The Council, The European Parliament, The European Economic and Social Committee and The Committee of The Regions Towards A Space Strategy For The European Union That Benefits Its Citizens (COM/2011/0152 final)

Module 6 – Cooperation and Information sharing in IBM

1. Description

In this module the cooperation factor at all levels and among key actors in IBM will be presented. Also, trainees will study how information sharing facilitates all IBM activities between EU MS and non-EU MS countries.

2. Aim of Module

This module will provide trainees with the theoretical and best practice knowledge and skills in order to enable them a more effective cooperation and information sharing among all the key actors in IBM.

3. Audience

Civilians, Rule of law, Diplomatic, Police Officers, Coastguard, Military, Custom and Border agencies' personnel, currently working or about to work in Integrated Border Management section.

4. Thematics

a. Learning Objectives

- Cooperation among EU MS Countries in IBM
- Cooperation among non-EU MS Countries in IBM
- Cooperation among national agencies in IBM
- Cooperation among international agencies in IBM
- Basic Information sharing methods
- Technology in Information sharing
- Best practices in cooperation and information sharing
- Sharing information with non-EU MS countries

- i. At the end of the module, participants will be able to:
 - Understand why cooperation is an integral part of IBM
 - How cooperation and information sharing facilitate the IBM activities
 - Why cooperation and information sharing are important with non-EU MS countries
 - How cooperation and information sharing serve the comprehensive approach under CSDP
 - How CSDP is involved in cooperation and information sharing

5. Potential issues for consideration (teaching points)

- a. Legal framework from non-EU MS
- b. Cooperation requires willing from parts
- c. Information sharing has restrictions according to national policies

6. Possible training methods

- a. Classroom training
- b. Syndicate work
- c. Exercise

7. Suggested references

- a. A Global strategy for the European Union's Foreign and Security Policy (June 2016)
- b. CSDP Handbook 3rd Edition
- c. Action Plan on Strategic Communication
- d. Schengen Borders Code
- e. Respective National Legislation
- f. The Constitution of each EU Country

Module 7 - Innovation and Technology in IBM

1. Description

This module will provide the students with latest technological evolutions and innovations in Border Management. Furthermore, the use of current surveillance and data collection system will be described and explained. Also, the new experimental technologies in surveillance and biometric recognition will be presented. Finally, the use of traditional equipment, such as Radio communication and vehicles will be presented. Finally, they will be provided how Military assets can help the Border Management.

2. Aim of Module

The main goal of the module is trainees to learn the usage of all available technologies in Border Management. However, they should also be trained into traditional equipment such as radio communication usage, reporting systems and driving in difficult terrains. Finally, the most recent technologies will be presented, so that they are ware for the next innovation in Border Management.

3. Audience

Civilians, Rule of law, Diplomatic, Police Officers, Coastguard, Military, Custom and Border agencies' personnel, currently working or about to work in Integrated Border Management section.

4. Thematics

a. Learning Objectives

- Surveillance technologies usage

- Data collection systems usage
- How Military assets can help the Border Management
- Newest biometrical and data management systems in Border Management
- Radio communication training
- Driving training in difficult terrains

i. At the end of the module, participants will be able to:

- Know the usage of surveillance equipment
- Know the usage of data collection systems
- Suggest the complementary use of military assets
- Enhance their radio communication skills
- Enhance their driving skills
- Prepare their selves for the new upcoming technology

5. Potential issues for consideration (teaching points)

- a. Not all people are familiar with the computer-based equipment
- b. No common equipment among EU Member States

6. Possible training methods

- a. Lecture
- b. Practical

7. Suggested references

- a. Regulation (EU) 2019/881 of the European Parliament and of the Council of 17 April 2019 on ENISA (the European Union Agency for Cybersecurity) and on information and communications technology cybersecurity certification and repealing Regulation

- (EU) No 526/2013 (Cybersecurity Act) (Text with EEA relevance)
PE/86/2018/REV/1
- b. Directive (EU) 2016/1148 of the European Parliament and of the Council of 6 July 2016 concerning measures for a high common level of security of network and information systems across the Union
 - c. COMMISSION RECOMMENDATION of 26.3.2019 Cybersecurity of 5G networks
 - d. COMMISSION RECOMMENDATION of 12.9.2018 on election cooperation networks, online transparency, protection against cybersecurity incidents and fighting disinformation campaigns in the context of elections to the European Parliament
 - e. COM (2016) 705 - Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions
 - f. Communication from The Commission to The Council, The European Parliament, The European Economic and Social Committee and The Committee of The Regions Towards A Space Strategy for The European Union That Benefits Its Citizens (COM/2011/0152 final)
 - g. Better regulations for innovation-driven investment at EU level

Module 8 - Cross-cultural approach in IBM

1. Description

This module will provide the students with the basic knowledge on how to deal with people from different cultures. Sociology, cultural diversities in Religion, Ethics, language and customs, xenophobia and minorities will be presented analytically. Finally, Gender issues will be discussed extensively, in order to be clear, the subject importance.

2. Aim of Module

The main aim of this module is to provide the basic knowledge and the necessary skills in trainees, enable them to deal with different cultural backgrounds in an effective and efficient way.

3. Audience

Civilians, Rule of law, Diplomatic, Police Officers, Coastguard, Military, Custom and Border agencies' personnel, currently working or about to work in Integrated Border Management section.

4. Thematics

a. Learning Objectives

- Applied psychology
- Communication skills and public relations
- Sociology (Cultural and different background)
- Professional ethics
- English language training
- Working with interpreters
- Gender issues
- Heritage protection

i. At the end of the module, participants will be able to:

- Understand the human behavior
- Spot suspect behaviors
- Face all people equal and with respect to their beliefs
- Know how to protect the heritage
- Know the roles of Genders in common societies
- Work with interpreter

- Enhance their English language
- Communicate more effectively
- Enhance his/her professional ethics

5. Potential issues for consideration (teaching points)

- a. UN Gender Policy
- b. Cultural awareness
- c. Religion Diversity
- d. Real examples from the tactical level
- e. Lessons Learned

6. Possible training methods

- a. Classroom training
- b. Practice
- c. Syndicate work
- d. Exercise

7. Suggested references

- a. A Global strategy for the European Union's Foreign and Security Policy (June 2016)
- b. CSDP Handbook 3rd Edition
- c. The Universal Declaration of Human Rights
- d. UN Security Council resolution 1325 Women as Active Agents in Peace and Security
- e. UN Security Council resolution 1820 on Sexual Violence
- f. UNESCO Strategy on human rights
- g. Comprehensive approach to the EU implementation of the United Nations Security Council Resolution 1325 and 1820 on women, peace and security (December 2008)

- h. Working Party on Human Rights (COHOM - <https://www.consilium.europa.eu/en/council-eu/preparatory-bodies/working-party-human-rights/#>)

Module 9 – Best management practices, Evaluation and Research process in IBM.

1. Description

This module will provide the trainees with the recent management practices and research topics in IBM. Also, evaluation procedures will be explained, and all the lessons learned from previous IBM actions will be presented.

2. Aim of Module

The main aim of this module is to provide the trainees with the latest research topic and practices in necessary skill in order to command their Border security organisation with the most effective and efficient way. Moreover, trainees will be in position to inter-cooperate with national and EU authorities.

3. Audience

Civilians, Rule of law, Diplomatic, Police Officers, Coastguard, Military, Custom and Border agencies' personnel, currently working or about to work in Integrated Border Management section.

4. Thematics

a. Learning Objectives

- Best management practices
- Research into management practices for IBM

- Agencies functionality improvement through management practices
- Lessons learned analysis
- Evaluation necessity
- Evaluation Procedures

i. At the end of the module, participants will be able to:

- Be aware of the most recent management practices
- Develop Evaluation procedures for their agencies
- Evaluate their organizations
- Improve the functionality of their agencies
- Improve their management skills
- How lessons learned help the future IBM actions

5. Potential issues for consideration (teaching points)

- a. The module requires very experienced instructors

6. Possible training methods

- a. Classroom training

7. Suggested references

- a. A Global strategy for the European Union's Foreign and Security Policy (June 2016)
- b. CSDP Handbook 3rd Edition
- c. Schengen Borders Code
- d. Respective National Legislation
- e. The Constitution of each EU Country

Implementing the Common Core Curriculum for Integrated Border Management

This Common Core Curriculum (CCC) under CSDP military training requirements, provides a very first common approach in IBM training, enhancing the EU CSDP integrity and the EU Comprehensive approach. The military action in nowadays IBM tasks is absent with some exerts (migration crisis in Mediterranean).

Undauntedly, the implementation of IBM training as a cross cutting issue in military and civilian institutions, organizations and agencies could offer valuable knowledge and effective cooperation among key players in IBM. This can be done in many ways.

These ways include:

7. Training courses from ESDC associate members.
8. The conduct of two (2) conferences in IBM annually is proposed.
9. Drafting and publishing IBM Handbook
10. Regional Working Groups in IBM from EU MS
11. Mobile training teams
12. Computer assistive training in IBM
13. Scenario based real exercises