



Cambridge
Training College Britain

TRAIN THE TRAINER



Training of Trainers (ToT) Curriculum

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Preamble

State borders define a national territory. Sovereign nationhood is the relationship between a modern and secure state, and its ability to effectively control, oversee and manage crossings across its borders. The access of persons, goods and services should be controlled and regulated based on a consistent application of the principle of legality and the implementation of effective control mechanisms to enforce domestic jurisdiction. A State's legal and managerial capacities therefore, have a direct relationship to its territory, personnel, training, equipment, technology and collaboration, both within the state institutions, as well as on national and international levels. In reverse, the lack of comprehensive and functioning border management systems reduces the legitimate and controlled movement of people, goods and services across state borders, as well as facilitates delays, harassment, corruption and the violation of human rights. Comprehensive and effective border management incorporates complementary aspects of security and facilitation.

Modern border security and management (BSM) infrastructures improve the recognition of the rights of persons to cross borders and effective management of migration in alignment with national legislation and international conventions. They improve the flow of goods, the collection of revenues, strengthen law enforcement, as well as reduce the threat of terrorism and cross-border crime. All of this leads to improved respect for human rights, enhanced mobility of people, trade facilitation, more competitive private sectors, increased revenues for the State, as well as improved public safety, order and security. The national, regional and global impacts that follow this intervention logic are very much in line with the Millennium Development Goals (MDGs) and Sustainable Developments Goals (SDGs) of the United Nations (UN).

Terrorist groups and transnational criminal organizations continue to cross porous land borders outside official border crossing points (BCPs) to traffic people, antiques and art objects, small arms and light weapons (SALW), ammunition and explosives, drugs and other contraband. National border agencies may need technical assistance and support in their efforts to enhance BSM to counter terrorism effectively, apprehend foreign terrorist fighters (FTFs) and restrict cross-border organized crime. While Member States may recognize the importance of developing national border management strategies

and action plans, they may lack the resources and knowledge to do so, especially as they relate to counter-terrorism, FTFs and cross-border organized crime. They also recognize the importance of safeguarding their borders, as well as the necessity for enhanced inter-agency cooperation and information exchange to facilitate holistic collaboration with neighbouring border agencies and border communities. A multilateral and coordinated approach to BSM is integral to addressing the plurality of threats and variety of challenges that States face individually.

To address these challenges, the Global Counterterrorism Forum (GCTF) and the United Nations Counter-Terrorism Centre (UNCCT) of the United Nations Office of Counter-Terrorism (OCT) jointly established the Border Security Initiative (BSI) project, which seeks to enhance the border security and management (BSM) capacities of countries in the Horn of Africa and the Sahel, with a specific focus on strengthening inter-agency cooperation, cross-border cooperation and information exchange.¹ An inaugural conference for the project was hosted by the Kingdom of Morocco in El-Jadida on 21-22 July 2015, bringing together more than 100 delegates from over 40 Member States. The project has also delivered one study visit in Cairns, Australia in August 2015; one expert seminar in Vienna, Austria in September 2015; two regional workshops for countries in the Horn of Africa in Nairobi, Kenya and Djibouti City, Djibouti in December 2015 and May 2016 respectively; and one regional workshop for Sahel countries in Dakar, Senegal in May 2016.

One of the key deliverables from this project are the non-binding *Good Practices in the Area of Border Security and Management in the Context of Counterterrorism and Stemming the Flow of Foreign Terrorism Fighters*, which were adopted during 7th GCTF Ministerial Plenary Meeting in New York in September 2016.² The Good Practices are intended to inform and guide Governments as they develop policies, programs, and approaches for effective BSM, cross-border cooperation and border surveillance in a counterterrorism context. They can also be used to shape bilateral or multilateral technical or other capacity-building assistance in these areas. As the final deliverable

¹ See <https://www.un.org/counterterrorism/ctif/uncct/border-security-initiative>

² See <https://www.thegctf.org/Cross-Cutting-Initiatives/Border-Security-Initiative>

from the BSI project, UNCCT and GCTF have developed this curriculum, which will be used to deliver standardised training courses to senior-level policy makers and practitioners on how to implement the *Good Practices* paper, in line with the United Nations Global Counter-Terrorism Strategy (A/RES/68/276) and relevant Security Council resolutions, including resolutions 1373 (2001), 1624 (2005), 2129 (2013), 2178 (2014), and 2309 (2016).

Introduction

The *Good Practices* paper provides the basis for this curriculum, which is the final deliverable from the BSI project. The purpose of this document is to assist Member States to implement the 15 *Good Practices*, by building their capacity and competence in these areas. Any programs, policies, laws and/or actions implemented in furtherance of these *Good Practices* must be done in accordance with the obligations of States under international law.

The curriculum will enable experienced personnel to show future trainers how to organise and deliver courses, workshops and seminars. Usually, a future trainer first observes a training event led by the course director or subject-matter expert. The ToT model aims to facilitate the establishment of a pool of competent border service officials (i.e. future trainers) who can then deliver training to other border officers within the respective national border law enforcement agencies. Instead of having just one instructor who teaches a specific BSM related course for a long time, it is recommended to have multiple future trainers teaching the same course at the same time. This ensures that border officers get timely training to complete their tasks in line with their respective national border policies, regulations and procedures.

ToT modules typically prepare instructors to present information effectively, respond to questions from trainees, and lead activities that reinforce learning. They also direct future trainers to supplementary resources and reference materials. Future trainers learn to lead discussions, listen and make accurate observations, as well as assist trainees to link the training to their jobs. Future trainers will learn to maintain eye contact, maintain a positive attitude, speak in a clear voice, gesture appropriately, and maintain interest and dispel confusion.

This curriculum consists of two main components. The first component describes the nature of the ToT methodology. This includes outlining specific qualifications of future trainers, their tasks, and responsibilities. It also describes soft skills that trainers should have such as high motivation, dedication, commitment, and integrity. Furthermore, future trainers should have excellent communication skills to provide their specific know-how to future trainer. The second component builds on the successful and

sustainable implementation of the *Good Practices* paper with a view to assist national border agencies to enhance effective BSM standards, with a focus on countering terrorism and stemming the flow of FTFs.

This curriculum does not claim to comprehensively address all the issues pertaining to BSM, but should rather be understood as a tool to support the successful and sustainable implementation of the *Good Practices* paper.

Part 1: Training-of-Trainers Methodology

1.1 Concept and Meaning of ToT

This curriculum seeks to provide guidance to future trainers on the principle of ToT. ToT is a form of training that prepares a trainee for his/her future role as a future trainer. It also aims to assist national border services to build their own pool of trainers who are expected to serve a dual purpose, namely individual growth; and institutional and organizational development. ToT further seeks to assist these future trainers to develop the necessary orientation, awareness and capabilities to perform a catalytic role as facilitators of change and modernization.

1.2 ToT Elements

There are five basic elements of ToT, which play a key role in shaping the structure and strategy of the training process. These five basic ToT elements are as follows:

- Training Goal
- Trainer / Resource
- Target Group (The Future Trainers)
- Training Course
- Training Approach

1.2.1 Training Goal

ToT focuses predominantly on the 'sharing of ideas and experiences,' rather than on the pure 'transfer of information or expertise or specialized training.' As such, the overall objective of the training course is to change management with a focus on the instructor's training capacity and skills, as opposed to mere knowledge acquisition. As the trainees need to provide the basis for the structure and strategy of the ToT training, the training design should originate from a training needs assessment (TNA), or in this case, with the sustainable implementation of the Good Practices.

1.2.2 The Trainer

Generally, the role and position of a trainer has special significance in all types of

training. In the context of a ToT, the ToT Course Trainer is the main element.³ Some of the important roles that a trainer is expected to play are:

- Understanding the training needs of the future trainers;
- Developing the outline of the course contents in accordance with the requirements of the future trainers;
- Preparing the subject matter;
- Understanding the principles and practices of suitable ToT training methods;
- Arranging training infrastructure;
- Conducting the training;
- Assessing the impact of the training; and
- Taking necessary follow-up action

Sometimes, ToT course trainers should be accompanied by an assisting expert from the same institution or an external agency. In both cases, however, the competencies and the responsibilities of the ToT course trainer will remain the same.

Notes for ToT Course Trainers

- It is important to always keep in mind the final goal: what does the trainer want the participants to have gained by the end of the training course? What change in knowledge do they need to demonstrate?
- Knowing how much to include in a training workshop depends on one's experience. It is often useful to know the key topics that you want to present, and ensure that you have there is sufficient time to go through them with the trainees. Other topics for discussion or presentation should be prepared although they may or may not be covered during the training, depending on the pace of the trainees.
- Be ready to spend more time than initially planned on key topics if it is clear the group needs additional time to work through ideas or practical tasks. It is better to do a few things well rather than to speed through the entire curriculum and risk losing the group's concentration. If most of the group seems to understand and is ready to move on, but there are a few that appear to be confused and/or unsure, it is advisable to meet with them over breaks or in the evening to ensure that they understand the required material.
- Be flexible enough and spend time to discuss issues that are important to the group, even if not initially planned. You should, however, not lose sight of the final goal. Is the diversion helpful in attaining the overall objective of the training? If not, suggest that the discussion be moved to one of the breaks during lunch or in the evening.

³ Annotation: *The Trainer* is the person in the ToT training course that trains future trainers.

- And finally, enjoy the workshop and the participants, and embrace the opportunity to learn from the experience.

1.2.3 The Future Trainers

ToT primarily focuses on future trainers. ToT course trainers should therefore promote a practical, interactive, problem solving and participant centred approach to the training. Where feasible, they should also consider the characteristics and competences of the future trainers and their potential to undertake the tasks for which they are being trained. Background information about these and other factors, if known in advance, will help the ToT course trainers to plan both the content and approach of the training realistically. See further details under point 1.8.

1.2.4 The Training Course

The course contents and their sequencing are to be outlined in full alignment with the 15 *Good Practices*, which are clustered into five thematic areas. Regarding the relevant BSM thematic areas to be covered under each course, ToT course trainers should make use of diverse types of teaching materials depending on their experience, the expertise of the subject matter specialists and the experience of their fellow professionals. The sequencing of tasks may be determined on the basis of a top-down organizational approach (i.e. central, regional, local) or on strategic, operational and tactical approaches.

While determining the sequence of and key elements within each task, some of the considerations that need to be kept in mind are:

- Easily understood tasks should be addressed at the beginning of the training course
- Broad concepts and technical terms that are applicable throughout the course should also be introduced at an early stage, and complemented by the provision of supplementary material where necessary
- Concepts or skills that are likely to be frequently used to undertake tasks should be properly addressed in the course contents
- Difficult tasks that involve complex elements and concepts should be introduced

in an incremental fashion during the course

These are just some of the guiding principles that facilitate the design of the ToT course. It is for the ToT course trainer to make use of those guidelines that best suit the proposed course.

1.2.5 The Training Approach

A thorough training approach improves the effectiveness of a ToT training programme. The eligibility and application of such methods becomes more crucial as the participatory nature of the ToT activity demands that the training educate, but also motivate and inspire. Use of a single most effective approach or combination of approaches promotes greater synergy and interaction between the ToT course trainer and the future trainers and, hence, creates a positive and productive learning experience.

Although there are various approaches of imparting training, the two approaches that should be emphasised are instructional methods and group participation methods. While the instructional approach mainly uses the lecture method in a classroom environment, the group participation approach uses an array of methods such as discussions, workshops, seminars, field trips, and study tours. Both approaches are suitable and sufficiently effective for ToT training activities. As each approach has its own advantages and disadvantages, ToT training courses should employ a combination of approaches. Selecting suitable training approaches depends on certain basic assumptions, which are further explained in 1.5.

1.3 Future Trainers

During the first phase of the overall ToT training program, experienced ToT course trainers will instruct future trainers in how to plan, organize and deliver training courses to effectively train border officers by themselves. During the hand-over and start-up phase, experienced ToT course trainers should also act as tutors and provide technical assistance during training courses on the relevant subject matter. Training of future trainers lays the foundation for a purposeful, effective, and sustainable training program for border officers.

Experienced ToT course trainers must understand the training needs of their target groups, design and conduct the training program, and evaluate the impact of the training. ToT course trainers play important roles as facilitators and 'friends, mentors, and guides' of the border officers. Their most key role, however, should always be that of a change agent. Border officers who will be trained as future trainers have the advantage of their experience in working in their respective national border services and of being aware of the challenges within them. Future trainers must have adequate knowledge of BSM related subject matter included in the future training activities to select those training methods and materials that suit a particular training course and audience.

1.4 The Training Methods

Not all training methods are applicable to all training courses. To ensure continuity and sustainability of the ToT training program, there should be an administrative structure established for the management of future trainers at national level.

By using this training manual, training would be delivered by multiple methods, reducing monotony and increasing productive knowledge transferral to future trainers. Training can be a rewarding experience to both the ToT course trainer and the future trainers if the focus is on the promotion of participatory learning through multiple methods, thus ensuring the training process is interesting and productive.

The following are recommended methods to be used use in the ToT:

- Brainstorming
- Interactive Talks
- Illustrative Talks
- Group Discussions
- Panel Discussions
- Role Playing Exercises
- Workshop Methods
- Classroom Exercises
- On-the-Job and Field Exercises

- Practice in Participatory Evaluation of Training
- Mapping Exercises

ToT courses shall include such training modules and take advantage of these specific steps:

1.4.1. Brainstorming

This method is generally a first step to generate initial interest and essential involvement of future trainers in the training activities. For this, the ToT course trainer facilitates the sharing of ideas and asks future trainers to think of them without evaluation or judgement. The quantity, not the quality, is what matters. Ideas can be discussed later for practical consideration. Sometimes 'unwanted' or seemingly ridiculous ideas lead to a more practical idea, which would otherwise not have been considered.

1.4.2. Interactive Talks

Encouraging future trainers to be active and analytical in their learning approach marks this lecture method. Trainers are motivated to be inquisitive and anxious to know new things by asking questions and exploring alternatives.

1.4.3. Illustrative Talks

This is a lecture method supplemented by proper illustration using training materials, including audio-visual aids. Presentation of success stories and case studies is also one of this method's essential elements.

1.4.4. Group Discussions

The ToT course trainer takes on the role of a group promoter. This method is also an effective instrument of participatory learning, whereby the ToT course trainer acts as a group adviser, a group facilitator and a group mentor.

1.4.5. Panel Discussions

The use of this method is marked by greater involvement of future trainers in promoting

participatory learning. In this situation, the role of the ToT course trainer is limited to that of coordinating and moderating the discussion, while the future trainers are the panellists and act as catalyst agents of the learning process.

1.4.6. Role Play Exercise

This is one of the most effective training methods of participatory learning where future trainers put into action the skills learned throughout the training. For this, a fictional scenario is created, whereby every individual future trainer is assigned a role, which he/she enacts to demonstrate the skills learnt through the process of training. In a ToT, these assigned roles may be the trainer, the trainee, the operator of audio-visual equipment, and others. While using this training method, the role of the facilitator of training is that of a 'guide' or 'director' of the enacted play.

1.4.7. Workshop Method

This training method is used not only to promote participatory learning, but also to make the best use of the mix of talent and skill of the individual future trainers. In the workshop method, the future trainers are arranged into several groups, taking into account their interests and areas of learning. Identified through the leadership qualities demonstrated by select future trainers during interactions, each group gets a spokesperson to coordinate the discussions and present the decisions arrived at during the exercise. Each group is assigned a theme of discussion relating to the topic being covered during the training session. This method is used at an advanced stage of ToT course activities.

1.4.8. Classroom Practical

Generally used to reinforce the learning experience through classroom practice, this method may be used to supplement the knowledge input given to the future trainers through the lecture method and covered in a topic during the training session. Examples include developing a tool of a training needs assessment (TNA) or designing a plan of action for a training programme.

1.4.9. Field Practical

This method provides future trainers an opportunity to use their skills in on-the-job

situations. The only place to provide such facilities is the BSM working area, where such conditions of practice can be made available in terms of on-the-job training.

1.4.10. Practices in Participatory Evaluation of Training

A skilled ToT trainer is particularly engaged in building a cadre of future trainers (also multipliers) and sustainable knowledge sharing. He/she needs to be given practice in monitoring and evaluating the impact of the training conducted by him/her. Such a practice can be arranged both in the classroom and in an on-the-job situation. There are specific measures that can be adopted for a successful ToT course.

The following are guiding principles for achieving the desired results of a ToT:

- The job of a ToT course trainer within the ToT framework is to build a potential cadre of future trainers for preparing functionaries for different training activities, but also to inspire, encourage, and enthuse them to be the multipliers of a self-sustaining process to provide BSM know-how through a participatory approach.
- Promote future trainers' interest in the subject matter and create a curiosity to learn more about the topic in future.
- Learn with the future trainers, rather than simply providing knowledge to them.
- Be creative and encourage future trainers to be creative and think out of the box
- Supplement lectures by suitable visuals and illustrations with a view to make your presentations more interesting such as pictures, drawings, white board, models, samples etc.
- Make maximum use of interactive communication by inviting comments and queries from future trainers and sharing your views with them.
- A ToT course trainer should continuously observe and assess the commitment, dedication and competences of the future trainers, and should seek to do as objectively as possible. This can be done by monitoring the extent to which the future trainers are receptive and responsive, and have had their capabilities reinforced by the information provided to them.
- Get equipped with knowledge of recent developments in the materials and methods of training skills and BSM. This can be done by keeping in touch with the latest literature and widening one's knowledge by frequent interactions with those who have earned a 'status' of a successful professional in the field of

training.

- Inculcate a sense of ideal role performance while facilitating ToT training activities. The success of such efforts can be judged in terms of someone of your future trainers following your example while himself/herself practicing the same principle as a trainer.
- Finally, continue to explore and develop new tools and techniques, which may further enrich the exciting area of BSM-related training courses.

1.4.11. Mapping Exercise

The mapping exercise should help participants visualise the compilation of thematic findings (e.g. key words) to facilitate a mutual understanding of common approaches pertaining to BSM. A successful 'map' should indicate good practices based on lessons learned and other areas of interest and/or concern in the overall area of BSM. To this end, the mapping process uses patterns of findings that are visually represented on, for example, a flip chart using good practices, developed SOPs and key words among others.

1.5. Key Steps in Training Design

1.5.1. Context Analysis

An analysis of the institutional/organizational needs for undertaking a ToT is desirable. It is important that future trainers spend some time to discuss and reflect on the potential advantages and challenges in relation to their national BSM issues.

- a) What are the needs of the participants and society at large that the ToT training course will seek to confront?
- b) Why is the ToT training program seen as a recommended solution to addressing identified capacity gaps?
- c) What is the history of the relevant border agency/institution with regard to staff training and other capacity-building interventions?
- d) Who has the institutional responsibility of deciding whether such a training should be undertaken?

1.5.2. User Analysis

This analysis seeks to determine:

- a) For whom is the training relevant? In other words, who are the potential participants of the ToT training course?
- b) What is the level of the participants' existing knowledge on the core content?
- c) How much time are the participants able to dedicate for the ToT training course?
- d) What kind of expertise or competencies should the ToT course trainers possess?

1.5.3. Content Analysis

An analysis of material relevant to the training should be also undertaken.

- a) What knowledge or information is currently used on the job? The content of the ToT training should not conflict with job requirements.
- b) What new knowledge, skills or values are required to fill the gap, including indigenous resources?
- c) What is the general learning style of the participants attending a ToT training course?
- d) What learning approaches and methodologies are suitable for the content and learning style of participants?

1.5.4. Training Suitability Analysis

As a ToT training is one of the several solutions to addressing capacity gaps, it is important to determine the following:

- a) How will the training link to broader strategies for change in BSM related issues?
- b) With whom should we share the ToT curriculum for critical feedback?
- c) Cost-Benefit Analysis. Effective training results in a return of value to the BSM agency that is greater than the initial investment to produce or administer the training
- d) What materials and resource do we need to mobilize given budget provisions and limitations?

1.6. Structure of the Training Course

Diverse types of training modules will serve specific purposes of the ToT training course.

Each module under this ToT training programme is in alignment with and shall be understood as a supportive and complementary tool for the sustainable implementation of the *Good Practices*. It is designed to strengthen professional capacities against specific objectives and expected results in the overall area of BSM to enhance effective standards to counter terrorism, stemming the flow of FTFs and fighting cross-border organized crime.

The *Good Practices* are clustered into the following five thematic areas:

- a) Border Community Policing and Border Community Engagement;
- b) Border Cooperation Centres (BCC) and Liaison Officer Systems;
- c) Development of National Border Management Strategies and Action Plans;
- d) Intra-agency, Inter-agency, and International Cooperation, including Joint Cross-Border Operational Engagement and Joint Patrolling; and
- e) Risk Analysis, Information Exchange and Anti-Corruption Measures

1.7. Expected Benefits of the Training Programme

The guiding principle of planning a ToT training course is to integrate the training input with other activities, besides meeting the human resource requirement of the relevant national border agency's staff and beneficiaries.

The training activities are designed and developed to meet the following objectives:

- a) To enhance the professional expertise and capacity of national border service officials to implement relevant UN Security Council resolutions in countering terrorism and stemming the flow of FTFs.
- b) To accelerate the empowerment of border services to analyse their strengths, weaknesses, opportunities and threats/risks. The strategic, operational and tactical workflow capacities are meant to generate opportunities for increasing professional capacities through field analysis and on-the-job skills training.
- c) To facilitate institution and capacity-building amongst national border services, thus promoting participatory and self-reliant actions by border officials to manage their own border services in a more rational and sustainable manner.
- d) To facilitate the strengthening of national border agencies to enhance effective BSM with a focus on countering terrorism, FTFs and cross-border organized

crime.

The success of training courses will be evaluated against a set of achievement indicators. For this, evaluation models should be developed so that the progress of the ToT training programme is clearly reflected through periodical evaluations. The scope for improvements and/or modifications in the training courses, if pointed out in the evaluation reports, should be incorporated in the action plan of the training programme to be designed and executed during the succeeding phases.

1.8. The Target Group

The ToT training program puts its emphasis on border practitioners both from senior and mid-levels. ToT course trainers should learn what are specific BSM related challenges and concerns of the future trainers and the Member States they represent to shape the ToT training course. ToT course trainers ideally should know in advance relevant professional, educational, cultural and infrastructural characteristics of the future trainers.

This information, such as age, rank and positions, portfolio of tasks and responsibilities, years of service, soft skills and language competences, if known in advance, will help the ToT course trainers to plan more tailored contents and approach of the training. A questionnaire should be developed that will be sent to identified and nominated future trainers in advance to collect such relevant information.

It is the responsibility of the department heads of national border services to carefully undertake the selection process for future trainers, considering the above factors and the following key assumptions:

- a) Future trainers will come from different national border agencies such as border guard and customs services;
- b) They may have diverse backgrounds considering their knowledge and work experience, which might influence their learning process;
- c) A practical, interactive and participant centred approach would encourage their participation in the learning process.
- d) They must understand that professionalism and job performance depend on one's

continuous growth in knowledge and experience.

- e) Border officials who wish to become future trainers within their respective national border agencies must be committed to the assigned role. This will also help the growth and achievement process, which is crucial for the success of the assigned task as a trainer.
- f) They need to have proven knowledge of the subject matter to be included in the future training activities that will help the future trainer to select those training methods and materials, which suits a training course.
- g) Only multi-faceted approaches are effective to ensure the maximum impact in terms of learning experience, balanced by providing theory and practical exercises.
- h) Effective use of a specific approach depends on the competence of future trainers.
- i) ToT course trainers need to be actively involved in the learning process of future trainers during the training.

1.9. Post Training Reinforcement

Post training reinforcement of interest and competences created in the ToT groups is essential for sustaining the benefits of the ToT training curriculum in alignment with the implementation of the *Good Practices* paper.

This can be done through the following:

- a) Frequent visits to the places where ToT training course were provided as well as the working places of the future trainers. Such visits can be used to assess the use of ToT training skills.
- b) Continuous feedback of the activities of future trainers and advancements made in the professional competences generated during training courses. This can be done through regular correspondence and questionnaires.
- c) Holding regional meetings and experience-sharing workshops at a convenient regional location (i.e. regional training centres).
- d) Organising formal groups of former participants of ToT training courses to provide them with an opportunity to undertake activities of common interest through collective efforts. This could be in the form of an action group, email lists and use of existing online portals.

1.10. Use of Feedback

To ensure the best use of the feedback information gathered from future trainers during and after the completion of the training course, lessons learned should be incorporated into future programs.

1.11. Follow-up

A feasible plan of action should be drawn to ensure a meaningful follow-up of the ToT training program, which includes visits to assess the performance of future trainers, as well as the provision of ongoing mentorship and support to reinforce their skills in an efficient way.

Part 2: BSM related Thematic Areas to Counter Terrorism and Stem the Flow of FTFs

2.1. National Border Management Strategies and Action Plans

Future trainers will be introduced to and familiarized with the core elements of the concept of national border management strategies and national action plans focusing on counter-terrorism and FTFs, as well as combating cross-border organised crime.

Notes for Trainers

It is important that future trainers spend some time reflecting about the potential advantages pertaining to national border management strategies and national action plans. They should encourage participants to discuss what a border management strategy and national action plan should be in order to strengthen national border management and infrastructure systems.

Method: brainstorming, building groups of technical terms, aim for mutual understanding

It is important to conduct due diligence in advance of the training to determine what border management strategies and national action plans participating Member States may have in place, even if in draft form, to build on or work to refine and implement existing plans. There are regional strategies, particularly in Africa, which should also be consulted. Moreover, it is important to consult with participants and experts to determine political will for accepting and implementing a border management strategy.

Future trainers will acquire knowledge as to why the involvement of relevant national stakeholders is crucial in the overall area of modern border management and effective control at national ports of entry and border surveillance standards.

Exercise 1

Following an introduction/overview session, the ToT course instructor divides the future trainers into different working groups (WGs) to brainstorm on which national stakeholders are important for the development and implementation of national border management strategies and national action plans.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will create a common version of relevant stakeholders related to national border management strategies and national action plans.

A national border management strategy should ideally cover the areas of intra-agency and international cooperation, human resource management, education and training, engagement with border communities, risk analysis and information exchange, as well as technical equipment to be implemented jointly by all relevant stakeholders. All activities formulated in the national action plan should be in alignment with good practices developed based on lessons learned and international standards recognized.

Exercise 2

WGs should brainstorm on the most significant components in developing a national border management strategies and national action plans.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will create a common version of important elements related to national border management strategies and national action plans

A border management strategy provides a government and its relevant ministries with:

- a comprehensive overview of the current situation regarding BSM;
- all relevant information on border related initiatives and projects;
- clearly identified and defined strategic and operational goal(s) and specific objectives; and
- a tool with which to mobilise and coordinate further international assistance

To implement a national border management strategy with its strategic goal(s), all relevant specific activities need to be formulated in the associated national action plan in which all results to be achieved and benchmarks to be reached.

Exercise 3

Future trainers should identify strategic goals to develop a national border management strategies and national action plans.

The ToT course instructor will create models of strategic goals related to national border management strategies and national action plans.

A Strengths, Weaknesses, Opportunities and Threats/Risks (SWOT) analysis will facilitate preparation of a border management strategies and national action plans, defining the current and projected border management situation and providing an opportunity to analyse the situation against known good practices. Further elaborations of a SWOT analysis are provided in Annexes IV and V.

Exercise 4

After the ToT course instructor has familiarized participants with the principles of a SWOT analysis, each WG will carry out a SWOT analysis based on a fictitious scenario.

The spokesperson of each WG will present the findings.

The ToT course instructor will collect and moderate a discussion on the findings related to the SWOT analyses.

A comprehensive stakeholder analysis will help to identify relevant key players, both at national and international level, to facilitate, lead and supervise the implementation of the NAP. Effective BSM focuses on two main areas:

- a) Domestic coordination and integration between governmental agencies within one country, and
- b) International cooperation and coordination between neighbouring countries.

These areas of focus require inter-agency cooperation, parallel processing, as well as coordination at air, maritime, and land border points of entry, collectively referred to as ports of entry, for an optimal collective efficiency of these border institutions.

The national strategy should clearly formulate the goals to be achieved for a period of three to five years, whereas specific proposals for action should be only included in the NAP. The NAP, which lists the specific actions that must be undertaken, including timelines, benchmarks and expected results, should ideally be in alignment with the standards of international stakeholders and institutions, the national border management strategies, and other relevant documents in which the strategic and operational objectives, including improved intra-agency, inter-agency cooperation and coordination and international co-operation are defined.

Relevant stakeholders to facilitate, lead and supervise the implementation of the NAP should be identified. These should include all relevant public administrations bodies of neighbouring States, as well as regional and international organizations involved in BSM, readmission and reintegration, as well as border traffic at international airports.

The tasks of the Inter-Agency Working Group (IAWG) may include:

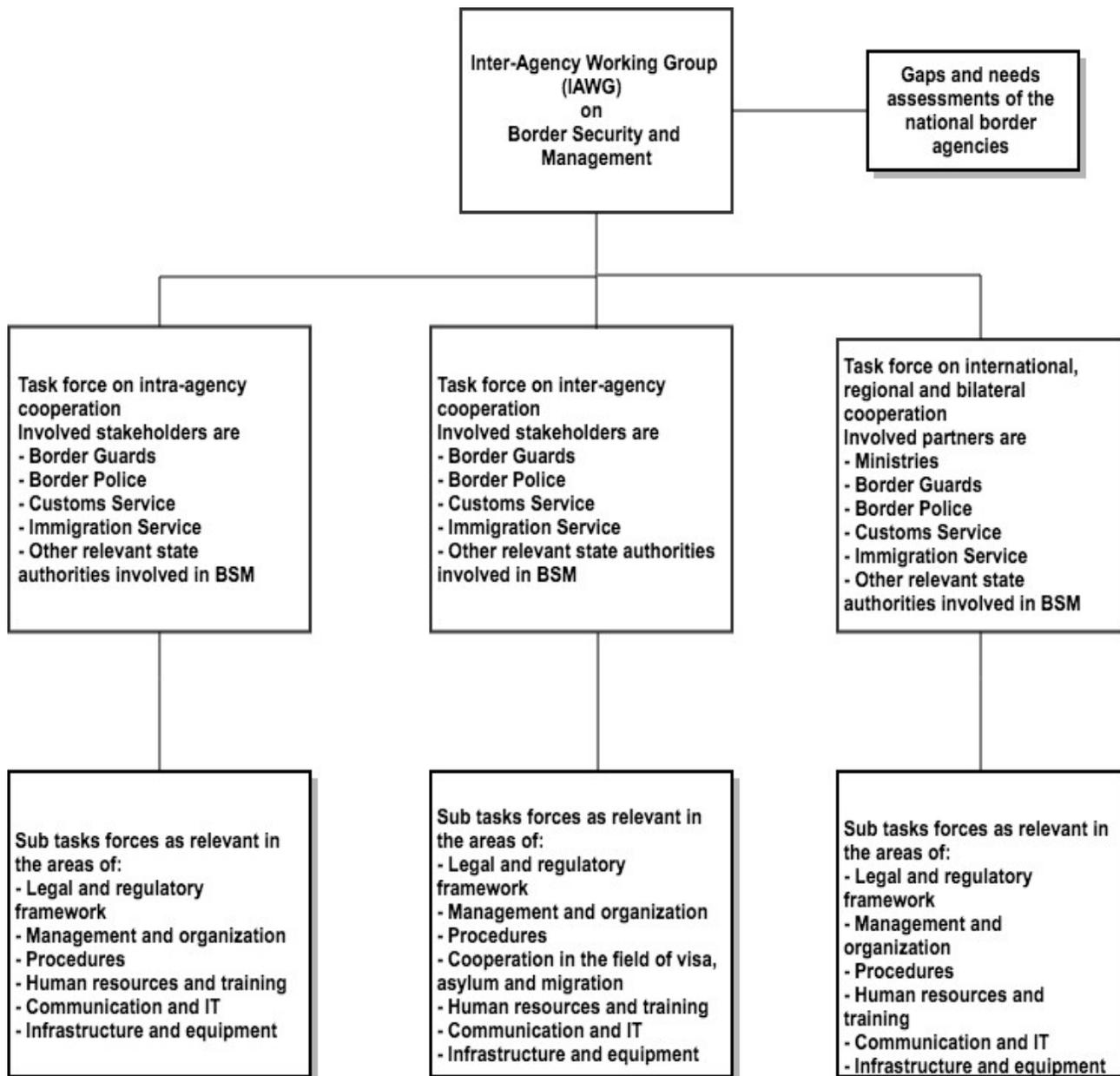
- Coordinating of the process of implementing the NAP in accordance with the border management strategies.
- Identifying important components in border management strategies.
- Monitoring the implementation of the national action plan and providing regular reports and updates on its implementation to identified stakeholders.
- Coordinating and cooperating with relevant regional and international stakeholders e.g. OCT, INTERPOL, the International Organization for Migration (IOM), the United Nations Development Program (UNDP), the United Nations High Commission for Refugees (UNHCR) among others.
- Synchronizing efforts of all state entities involved in BSM.
- Providing suggestions for resolving issues of concern and contention within and between involved agencies in BSM.
- Elaborating final documents defining the areas of responsibilities of involved agencies and delimitation of tasks.

Exercise 5

After the presentation of the tasks and responsibilities of an IAWG, each WG will carry out an exercise on how to set-up such an IAWG.

The spokesperson of each WG will present the findings.

Below is an example of an IAWG:



2.1.1. Suggested Training Program on Border Management Strategies and National Action Plans

Day ... : date	
08:30-09:00	<p>Introduction to Day ...</p> <ul style="list-style-type: none"> Review of day ... of the training course Forecast of day ... of the training course <p>Moderator:</p>
09:00-09:45	<p>Session 1: Introduction of the thematic area of national BMS and NAP</p> <ul style="list-style-type: none"> General information on national BMS and NAP Expected input from participants Expected results to be achieved Discussions and brain storming exercises Clustering areas and build word group <p>Speakers: ... Moderator: ...</p>
09:45-10:30	<p>Session 2: Identify key stakeholders in BMS and NAP</p> <ul style="list-style-type: none"> 15 minutes WG exercise and presentation, discussions <p>Moderator: ...</p>
10:30 – 11:00 Coffee Break	
11:00-11:45	<p>Session 3: Identify key elements in BMS and NAP</p> <ul style="list-style-type: none"> 15 minutes WG exercise and presentation, discussions <p>Moderator:</p>
11:45-12:30	<p>Session 4: Discuss strategic goals of national BMS and NAP</p> <ul style="list-style-type: none"> Discussion and interventions from the floor <p>Moderator: ...</p>
12:30-13:30 Lunch Break	
13:30-14:30	<p>Session 5: Introduction of the thematic area of SWOT analysis</p> <ul style="list-style-type: none"> Necessity and added value of gaps and needs analyses in BSM and NAP Utilizing SWOT (Strengths/Weaknesses/Opportunities/Threats) models for national border services for evaluation and risk assessment <p>Speakers: ... Moderator: ...</p>
14:30-15:30	<p>Session 6: Develop a SWOT analysis based on a scenario</p> <ul style="list-style-type: none"> 15 minutes WG exercise and presentation, discussions <p>Moderator: ...</p>
15:30-16:00 Coffee Break	
16:00-16:30	<p>Session 7: Introduction of the thematic area of an Inter-Agency Working Group (IAWG)</p> <ul style="list-style-type: none"> Necessity and added value for the setup of an IAWG for the elaboration of a BSM and NAP <p>Speakers: ... Moderator: ...</p>
16:30-17:15	<p>Session 8: Identify key actors of a national IAWG</p> <ul style="list-style-type: none"> 15 minutes WG exercise and presentation, discussions

	Moderator:
17:15- 17:30	Wrap-up of results achieved on Day ... Moderator:

2.2. Intra-Agency, Inter-Agency, and International Cooperation, including Joint Cross-Border Operational Engagement and Joint Patrolling

There exist various BSM models: *comprehensive*, *cooperative*, *coordinated* and *integrated* border management, which ideally are formulated in detail in national border management strategies and national action plans. These models can support Member States efforts to counter terrorism, stem the flow of FTFs and fighting cross-border organized crime. All four BSM models are based on the same key principles of intra-agency cooperation, inter-agency cooperation and international cooperation.

Notes for Trainers

Under the moderation of the ToT course instructor, future trainers should share their views in relation to *comprehensive*, *cooperative*, *coordinated*, and *integrated* border management.

Further exercises will support this process to motivate future trainers in discussing the necessity of cooperation between and within relevant law enforcement agencies and departments involved in BSM related issues in strengthening national border management and infrastructure systems.

Method: brainstorming, building groups of technical terms, aim for mutual understanding

It is important to conduct due diligence in advance of training sessions to determine what *comprehensive*, *cooperative*, *coordinated*, and *integrated* border management system each Member State may have in place, even if in draft form, to build on or work to refine and implement existing plans.

There are BSM models in African countries involving various BSM agencies that should also be discussed. It is also important to consult with future trainers and international experts to determine the political will for supporting the implementation of *comprehensive*, *cooperative*, *coordinated* and *integrated* border management.

2.2.1 Intra-Agency Cooperation

Intra-agency relations are usually based on formal or informal agreements, such as standardized operational workflow procedures based on formal directives. Formal agreements or understandings of procedures should be developed when a continuing working relationship is needed for transparent and orderly conduct of operations at the local, national and regional level. Such formal written arrangements should be developed for standard operational procedures (SOPs), administrative regulations,

internal directives, reporting and communication, methods of analysis and coordination of workflow mechanisms, in line with national legislation and administrative directives.

Intra-agency cooperation refers to cooperation between ministerial departments as well as operational units within a ministry or law enforcement agency who partner on BSM related issues. It describes the effective and efficient internal collaboration and management of work flow processes, proactive information exchange, training and resource management within a ministry, department, regional district, BCPs, border zone, or special unit responsible for specific tasks.

WG sessions should focus on horizontal and vertical (top-down and bottom-up) information exchange from the national to regional level, and further to BCPs and remote border areas in a timely manner. Information gained at BCPs and green/blue border areas need to be reported to the national level. The results of the risk analyses of information gathered should also be fed back to the local level to further improve operations.

Exercise 5

Following an introduction/overview of this session, the ToT course instructor shall divide the future trainers into different WGs to discuss which departments (for example border guards, border police, customs service, immigration service, including military authorities operating in border areas) and their respective heads are important to enhancing intra-agency cooperation.

To this end, they will explore the following:

- vertical aspects of intra-agency cooperation, between the different administrative levels from the BSM agency headquarters to the units working at the borders, both at BCPs and border zones (i.e. local, national and regional level);
- horizontal aspects of cooperation between the various BCPs, as well as inland operation mobile control units should be considered (i.e. different units at the same level).

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will make a brief synopsis for a common version of tools to be developed, respectively put in place related to strengthening intra-agency cooperation.

2.2.2 Inter-Agency Cooperation

Inter-agency cooperation describes the cooperation between relevant ministries and their departments within a Government, as well as key state authorities empowered with different tasks and responsibilities related to BSM at the local, national and regional levels (BCPs, green and blue border zones). Strengthening inter-agency cooperation will facilitate the enhancement of effective BSM, as well minimize overlaps and inconsistencies.

Inter-agency cooperation proceeds at a horizontal national level focusing on effective and efficient cooperation and coordination of activities, tasks and responsibilities between relevant law enforcement agencies involved in BSM. This national cooperation takes place at the local level amongst BCPs, as well as amongst the regional and central ministries/authorities responsible for those activities.

Exercise 6

Following an introductory session, the ToT course instructor shall divide the future trainers into different WGs to brainstorm on the national stakeholders that are important for BSM inter-agency cooperation. Additionally, they should identify tasks and responsibilities of the respective BSM authorities (key word: demarcation of tasks and responsibilities).

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will create a common version of relevant stakeholders, as well as their portfolio of tasks and responsibilities as they relate to inter-agency cooperation.

Terrorist groups, FTFs, and cross-border organized crime groups require robust and well-coordinated responses. Collaboration between civil services, including border guards, border police, customs services, as well as security services is the most effective way to maximize the use of resources, build a more comprehensive intelligence picture and respond to transnational threats.

Additionally, neighboring countries should arrange working platforms to ensure effective inter-ministerial and inter-departmental cooperation to strengthen BSM and prevent transnational threats.

Exercise 7

As a complementary session, future trainers should explore and identify opportunities on how such working platforms could be designed and implemented to strengthen inter-ministerial and inter-departmental efforts to enhance effective BSM and prevent transnational threats, including countering terrorism and stemming the flow FTFs.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will create a common version of identified opportunities on setting up such a working platform.

2.2.3 International Cooperation

Cooperation between national authorities, as well as engagement with regional, sub-regional and international organizations can increase access to information, research, analysis and intelligence, strengthen accountability and mitigate corruption. Supranational organizations can also facilitate partnerships for capacity building assistance and training.

Neighbouring countries should establish bilateral or multilateral agreements or arrangements between relevant border law enforcement agencies. This will facilitate clear communication and the exchange of information, as well as define methodologies of work and the coordination of activities. This strengthens capacities of special departments working in the BSM as to avert transnational threats, including terrorism and FTFs, as well as the smuggling of illicit goods, such as small arms and light weapons, drugs and other contraband. Such agreements can provide professional frameworks where practitioners can build cross-border cooperation, share information and improve coordination. Understanding and articulating the specific responsibilities among national officials involved in BSM will also help improve overall security.

Exercise 8

The ToT course instructor will divide the future trainers into different WGs to discuss which institutions and organizations are important to strengthen international cooperation.

The spokesperson of each WG will present the findings.

After all WGs have provided their presentations, the ToT course instructor will create an overview of relevant international organizations related to BSM.

2.2.4 Joint Cross-Border Operational Engagement, including Joint Patrolling

Effective surveillance of remote border areas and border zones adjacent to official ports of entry (i.e. road BCPs, rail BCPs, harbours and airports) is key to prevent illegal border crossings aimed at avoiding checks, smuggle commodities, execute a terrorist attack or attempt to enter or leave a State's territory illegally. Coordinating border surveillance activities between neighbouring countries in line with national legislation and based on mutual agreements (for example through memoranda of understanding) is fundamental for effective BSM and cross-border cooperation.

Joint patrols are border-patrolling teams, which consist of two or more border officials from neighbouring countries and different state border services (i.e. border police, border guards, customs service, coast guard), to carry out joint patrols in alignment with constitutional and national legislation. Joint patrols have long proved useful and at the same time are a visible sign of good cooperation and mutual trust. The duties of joint patrols include the following:

- Controlling the shared state borders within their areas of responsibility (green and blue borders).
- Effecting the detention/arrest of persons who conduct criminal activities across the border, as well as the seizure of goods that are brought illegally from outside the BCPs.
- Controlling the observance of the navigation rules for vessels along the blue border.
- Assisting in the event of a severe disasters or *force majeure* that may happen near the border.
- Exchange experiences and data on security related issues for the shared state border.

States could agree, for example, that joint patrols will operate along the state border as far as of 10 kilometres in depth from the borderline within the state territory of the contracting parties. Joint patrolling may be conducted outside the area specified before, if it is required to perform the duties more effectively.

In the performance of joint patrolling duties, officers from participating countries are entitled to undertake all necessary border-policing duties to determine the identity of persons who illegally cross borders and/or have attempted to flee from police controls. All executive activities must comply with the national legislation of the state territory in which the border-policing duties are being performed. Additionally, when performing border-policing duties, the national legislation in whose state territory the border police officers are operating prevails. Joint patrolling may be done on foot or by means of police transportation. Joint patrolling may also be done periodically depending on the level of cross-border criminal activities and the prevailing weather conditions.

Exercise 9

The ToT course instructor divides the future trainers into different WGs to discuss cross-border operational engagement models, which are in place or that could prove useful. The future trainers should also discuss options for strengthening cross-border operational engagements, including joint patrolling.

The spokesperson of each WG will present the findings.

The ToT course instructor will create a mapping of the models identified and developed by WGs.

2.2.5. Suggested Training Program on Intra-/Inter-Agency and International Cooperation

Day ... : date	
08:30-09:00	<p>Introduction to Day ...</p> <ul style="list-style-type: none"> ▪ Review of day ... of the training course ▪ Forecast of day ... of the training course <p>Moderator:</p>
09:00-09:45	<p>Session 1: Introduction of the thematic area of intra-agency, inter-agency and international cooperation including joint cross-border operational engagement and joint patrolling</p> <ul style="list-style-type: none"> ▪ General information on the topic ▪ Expected input from participants and results ▪ Expected results to be achieved ▪ Discussions and brain storming exercises ▪ Clustering areas and build word group <p>Speakers: ... Moderator: ...</p>
09:45-10:30	<p>Session 2: Identify key stakeholders in the area of intra-agency cooperation</p> <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions <p>Moderator: ...</p>

10:30 – 11:00 Coffee Break

11:00-11:45	<p>Session 3: Identify key stakeholders in the area of inter-agency cooperation and their tasks and responsibilities</p> <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions <p>Moderator:</p>
11:45-12:30	<p>Session 4: Discuss strategic goals of inter-agency cooperation at cross-border level</p> <ul style="list-style-type: none"> ▪ Discussion and interventions from the floor <p>Moderator: ...</p>
12:30-13:30 Lunch Break	
13:30-14:30	<p>Session 5: Identify ways to establish cross-border platforms in the area of inter-agency cooperation</p> <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions <p>Moderator: ...</p>
14:30-15:30	<p>Session 6: Identify key actors in the area of international cooperation and their potentials for added value</p> <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions <p>Moderator: ...</p>
15:30-16:00 Coffee Break	
16:00-16:30	<p>Session 7: Joint cross-border operational engagement, including joint patrolling</p> <ul style="list-style-type: none"> ▪ Necessity and added value for the establishment of cross-border operational engagement <p>Speakers: ... Moderator: ...</p>
16:30-17:15	<p>Session 8: Identify key elements for joint cross-border operational engagement, including joint patrolling</p> <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions <p>Moderator:</p>
17:15-17:30	<p style="text-align: center;">Wrap-up of results achieved on Day ...</p> <p>Moderator:</p>
End of Day ...	

2.3. Border Community Policing and Border Community Engagement

Border community-oriented border police engagement, or border community policing, can serve as an instrument to strengthen the collaboration between national BSM authorities, other law enforcement authorities stationed at remote border areas and border communities. Border community policing can promote partnership-based efforts and cooperative initiatives to effectively address transnational threats, including terrorism, FTFs and cross-border organized crime. It also addresses public safety and security, social disorder or social deterioration of individuals and/or groups to improve the lives of border communities since border security is integral to human security.

Exercise 10

Following a presentation from an external expert, the ToT course instructor divides the future trainers into different WGs to discuss relevant key areas of the state's responsibilities for border community engagement.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will make a mapping exercise related to border community engagement and identified best practices.

Border community policing facilitates strategic approaches of border policing that concentrates on law enforcement building ties, in this case with state border guards, border police, customs service and other law enforcement agencies involved in BSM related issues. It also involves working closely with opinion leaders and members of these border communities. Moreover, it facilitates a decentralized approach to border policing and is focused on border communities living in remote border areas. Border officials live and work in a set area, working in a proactive partnership with the border communities, including informal community leaders, to help to prevent cross-border crime and to identify and solve problems and build ownership of regional challenges.

Exercise 11

Based on the findings of exercise 1, the ToT course instructor divide the future trainers into different WGs to share their views on best practices developed based on lessons learned.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will make a mapping exercise related to border community policing.

Improved access to national authorities and public services by the border communities, particularly in remote border areas, is an extended benefit of border community policing. When border communities are not regarded as part of the local or national security structure, and trust is not built with security providers, there is the potential for cross-border organized crime and terrorism related activities to flourish. Border communities are often vulnerable to economic shocks and cross-border crime. They

may also have the perception of disenfranchisement and fear border security providers, which can in turn make them vulnerable to nefarious actors. The engagement of border communities in broader security policy frameworks could include reaching out to communities on the other side of the border, where possible, such as nomads.

Exercise 12

The ToT course instructor divides the future trainers into different WGs to identify key areas and elements related to Border Community Policing.

The spokesperson of each WG will present the findings.

After all WGs have provided their presentations, the ToT course instructor will make a mapping exercise related to border community policing.

A border community's lack of affiliation with national state authorities can potentially be exploited by organized crime groups and terrorist organizations seeking to radicalise others into violence. States must undertake all relevant efforts, in order to avoid such developments. This includes actively developing and implementing social and economic policies to help integrate these communities with the rest of the country.

Exercise 13

The ToT course instructor divides the future trainers into different WGs to identify opportunities to promote border community engagement in general, and border community policing in particular.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will make a mapping exercise related to Border Community Policing.

2.3.1. Suggested Training Program on Border Communities

Day ... : date	
08:30-09:00	<p>Introduction to Day ...</p> <ul style="list-style-type: none"> ▪ Review of day ... of the training course ▪ Forecast of day ... of the training course <p>Moderator:</p>

09:00-09:45	<p>Session 1: Introduction of the thematic area of border community policing and engagement with border communities</p> <ul style="list-style-type: none"> ▪ General information on the topic ▪ Expected input from participants ▪ Expected results to be achieved ▪ Discussions and brain storming exercises ▪ Clustering areas and build word group <p>Speakers: ... Moderator: ...</p>
09:45-10:30	<p>Session 2: Border community engagement</p> <ul style="list-style-type: none"> ▪ Presentation on how Member States can engage with border communities <p>Speaker: ... Moderator: ...</p>
10:30 – 11:00 Coffee Break	
11:00-11:45	<p>Session 3: Identify key areas in the area of border community engagement</p> <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions <p>Moderator:</p>
11:45-12:30	<p>Session 4: Identify best practices of border community engagement</p> <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions <p>Moderator: ...</p>
12:30-13:30 Lunch Break	
13:30-14:30	<p>Session 5: Introduction of the thematic area of Border Community Policing</p> <ul style="list-style-type: none"> ▪ Necessity and added value <p>Speakers: ... Moderator: ...</p>
14:30-15:30	<p>Session 6: Identify key areas of Border Community Policing</p> <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions <p>Moderator: ...</p>
15:30-16:00 Coffee Break	
16:00-16:30	<p>Session 7: Identify opportunities in promoting Border Community Policing</p> <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions <p>Moderator:</p>
16:30-17:15	<p>Session 8: Border Community Policing and Border Community Engagement</p> <ul style="list-style-type: none"> ▪ Discussion and interventions from the floor <p>Moderator:</p>
17:15-17:30	<p style="text-align: center;">Wrap-up of results achieved on Day ...</p> <p>Moderator:</p>
End of Day ...	

2.4. Cross-Border Cooperation, Border Cooperation Centres (BCC) and Liaison Officer Systems, Information Exchange and Exterritorial BSM Related Issues

The enforcement of state monopoly on legitimate use of force in accordance with the rule of law should not be restricted to the respective state territory. It should not only concentrate on neighbouring governmental authorities responsible for border

management, border control, and border surveillance. A professional and trustworthy

cross-border cooperation of law enforcement agencies involved in BSM related issues and judiciary is of paramount importance. Relevant bilateral and multilateral cross-border cooperation agreements should be developed and signed between neighbouring Member States and ratified by the respective parliaments.

Joint bi- and tri-national activities should be performed in the following areas:

- Regular routine meetings and exchange of information
- Joint risk analyses and threat assessments
- Joint patrols along the “green” and “blue” borders (where appropriate)
- Joint border checkpoints (common BCPs)
- Nomination of contact officers and exchange of liaison officers
- Bi- or tri-national Border Cooperation Centres
- Joint search operations including trans-frontier hot pursuit (where appropriate)
- Joint training (courses and exercises)
- Joint alarm plans
- Mutual support in cross border disasters (e.g. fires, floods, environmental cross-border disasters, etc.)

Clear communication and proactive exchanges of information between border law enforcement agencies and customs services are fundamental aspects to successful cooperation and effective coordination of activities, both at BCPs and border zones. Any barriers to the exchange of relevant information must be addressed and remedied as obstacles for effective BSM. The timely and accurate exchange of information is related to almost all areas of effective cross-border cooperation, flow of passengers and cargo, investigations, risk analysis, patrolling, and special cross-border operational engagements.

Exercise 14

Following a presentation from an external expert, the ToT course instructor divides the future trainers into different WGs to explore and identify key areas relevant to effective information exchange in the overall framework of cross-border cooperation to enhance effective BSM.

The spokesperson of each WG will present the findings.

After all WGs have provided their presentations, the ToT course instructor will make a mapping exercise related to information exchange and identified best practices.

The exchange of information is not only an issue limited to cooperation between officials from border police/guards and customs services. Many of the databases used by border agencies are within the information systems of the Ministry of Interior (border guards, border police) and Ministry of Finance (customs service). Successful cooperation requires a broader format to exchange relevant information that involves these institutions and their various agencies (i.e. criminal police, units combating organized crime, intelligence services, immigration services, visa regime authorities). Many mechanisms for information exchange exist and should be evaluated on a Member State basis as it considers how best to leverage existing technology and platforms, and ensure interoperability and sustainability. Examples include INTERPOL, IOM's MIDAS, PISCES and region-specific platforms such as the G-5 Sahel's *Platform de Matieres de Securite*.

Exercise 15

Based on the findings of exercise 14, the ToT course instructor divides the future trainers into different WGs to explore the good practices relevant to effective cross-border cooperation and information exchange to enhance effective BSM.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will make a mapping exercise related to effective cross-border cooperation and information exchange.

Member States should sign bilateral and/or multilateral cross-border cooperation agreements with their neighbouring countries, where appropriate. The key features of these agreements are provisions on cross-border police operations (such as safeguarding and surveillance), on joint police operations (such as joint patrols), information-sharing, cross-border personnel support, and joint cooperation centres, where the police and customs authorities of the partner countries work together under one roof and are responsible for the common border area.

Joint border cooperation centres should be located near the border. These centres facilitate cross-border information sharing and assist the responsible border law enforcement agencies and customs authorities in carrying out their operational tasks. This includes support in coordinating cross-border operations and locating the relevant

contact persons in the neighbouring country. The joint centres help in overcoming language barriers. Officers at the centres usually speak the language of the neighbouring country and have the same communications equipment.

The establishment of such centres aim at:

- Enhancing police and customs cooperation and increasing information exchange and cross-border cooperation between Member States concerned
- Promoting cooperation and enhancing knowledge on innovative methods and techniques regarding information exchange
- Promoting the best practices developed based on lessons learned for operating such common cooperation centres

Exercise 16

Based on the presentation introducing the principles of a joint border cooperation centre, the ToT course instructor will divide the future trainers into different WGs to discuss key tasks and responsibilities of such Centres.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will make a mapping exercise related to these Centres.

To address the overall BSM related challenges in safeguarding borders with a focus on counter terrorism, FTFs and combating cross-border organised crime, Member States should deploy police liaison officers in neighbouring countries. The tasks of these specialised (border) police officers may be far-reaching, vary in nature and include the below:

- Obtaining relevant knowledge in the country of deployment and its neighbouring countries
- Exchanging of information with host country investigative authorities
- Elaborating on situational overviews and their analyses
- Conducting risk analyses and combination with possible threats
- Early identification of potential transnational threats
- Reporting
- Participating in events in relation to professional duties

Exercise 17

Based on the findings of exercise 16, the ToT course instructor will divide the future trainers into different WGs to discuss key tasks and responsibilities of such border police liaison officers, as well the benefits of establishing such a system.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will make a mapping exercise related to the establishment of a border police liaison officer system.

2.4.1 Suggested Training Program on Cross-Border Cooperation

Day ... : date	
08:30-09:00	<p>Introduction to Day ...</p> <ul style="list-style-type: none"> Review of day ... of the training course Forecast of day ... of the training course <p>Moderator:</p>
09:00-09:45	<p>Session 1: Introduction of the thematic area of cross-border cooperation, BCC's and Liaison Officer Systems</p> <ul style="list-style-type: none"> General information on the topic Expected input from participants Expected results to be achieved Discussions and brain storming exercises Clustering areas and build word group <p>Speakers: ... Moderator: ...</p>
09:45-10:30	<p>Session 2: Cross-border cooperation and Information Exchange</p> <ul style="list-style-type: none"> Presentation on how Member States' BSM agencies can perform effective cross-border cooperation and information exchange <p>Speaker: ... Moderator: ...</p>
10:30 – 11:00 Coffee Break	
11:00-11:45	<p>Session 3: Identify key areas relevant to cross-border cooperation and information exchange</p> <ul style="list-style-type: none"> 15 minutes WG exercise and presentation, discussions <p>Moderator:</p>
11:45-12:30	<p>Session 4: Identify best practices relevant to cross-border cooperation and information exchange</p> <ul style="list-style-type: none"> 15 minutes WG exercise and presentation, discussions <p>Moderator: ...</p>
12:30-13:30 Lunch Break	

13:30- 14:30	Session 5: Introduction of the thematic area of Joint Border Cooperation Centres <ul style="list-style-type: none">▪ Necessity and added value Speaker: ...
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	Moderator: ...
14:30-15:30	Session 6: Identify key areas of Joint Border Cooperation Centres <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions Moderator: ...
15:30-16:00 Coffee Break	
16:00-16:30	Session 7: Discuss opportunities in promoting a border police liaison officer system <ul style="list-style-type: none"> ▪ 15 minutes WG exercise and presentation, discussions Moderator:
16:30-17:15	Session 8: Border Cooperation Centres (BCC) and Liaison Officer Systems, Information exchange and exterritorial BSM related issues to enhance cross-border cooperation <ul style="list-style-type: none"> ▪ Discussion and interventions from the floor Moderator:
17:15-17:30	Wrap-up of results achieved on Day ... Moderator:
End of Day ...	

2.5. Risk Analysis and Information Exchange

Risk analysis plays a key role in effective BSM. Analyses should focus on the risks related to public safety and security and in parallel on the threats that may affect the security of external borders. Risk analysis should be the starting point for all activities of state border law enforcement agencies, from high-level strategic decision-making to planning of operational activities and implementation at tactical level.

A modern BSM agency should be able to collect a wide range of data from neighbouring States' border agencies and organisations, as well as from open sources on the situation in States beyond regions.⁴ The data is analysed with the aim of creating an assessment of the situation at the State's external borders and the key factors influencing and driving it. Beyond establishing trends and identifying risks, a modern BSM agency should also provide advice on appropriate operational responses to various challenges, including cross-border crime, at the State's external borders. This helps to optimise the use of available resources and maximise the effectiveness of actions to be taken. The

⁴ Annotation: In general, open source refers, *inter alia*, to any initiative whose source code is made available for use or modification as users or other developers as a public collaboration and made freely available.

agency's BSM risk analysis is used to advise high-level decision-making as well for daily coordination of joint operations.

Exercise 19

Following a presentation from an external expert, the ToT course instructor builds WG's and future trainers should explore and identify relevant key areas relevant to risk analysis and information gathering to enhance effective BSM.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will make a mapping exercise related to risk analysis, information gathering and identified best practices.

A BSM risk analysis activity therefore should fall into three categories: *Strategic Analysis*, *Operational Analysis*, and *Analytics*. Strategic Analysis is aimed mostly at high-level strategic decision makers. Operational analysis supports common cross-border operational interventions. The focus of analytics is the management of collected data to support analysts with information and analytical services.

Strategic risk analysis focus on recognised transnational threats as well as new identified challenges related to national security. Annual risk analysis reports provide more in-depth situational awareness by among others identifying key factors driving the situation at the external borders. Monitoring of these key drivers and critical change factors enables BSM agencies to provide early warning as required. Situational awareness is maintained through different periodicals – quarterly, monthly, bi-weekly and even daily reports – as required and assessed fit-for-purpose.

Exercise 20

Based on the findings of exercise 19, the ToT course instructor shall divide the future trainers into different WGs to explore good practices and lessons learned relevant to risk analysis and information gathering to enhance effective BSM.

The spokesperson of each WG will present the findings.

After all WGs have made their presentations, the ToT course instructor will make a mapping exercise related to risk analysis and information gathering to enhance effective BSM.

Corruption is recognized as a common risk for effective BSM systems and undermines overall efforts for implementation of robust and coherent BSM policies. Any level of corruption should be understood as a direct threat to national and international security. Poor governance standards and endemic corruption are a major impediment to free travel and trade, decreases levels of foreign investment, causes human rights problems for travellers, and are significant in the alienation of border communities who may perceive those protecting them as the problem and not the solution.

Exercise 21

Following a presentation from an external expert, the ToT course instructor divides the future trainers into different WGs to explore and identify risks related to corruption and its negative influence on effective BSM.

The spokesperson of each WG should present the findings.

After all WGs have made their presentations, the ToT course instructor will make a mapping exercise related to anti-corruption measures and identified best practices.

Part 3: Annexes

Annex I: Glossary

1. **Air Travel Cycle** means practices in the pre-departure, departure, pre-arrival, arrival, and post-arrival phases of international air passenger travel. It highlights baseline steps to prevent cross-border mobility of terrorists and other criminals while facilitating international business and tourist travel.
2. **Advanced Passenger Information (API)** is an electronic communications system that collects passenger biographical data and basic flight details provided by the airline operator. The data is generally collected from the passenger's passport or other government-issued travel document.
3. **Blue Border** is any water border towards sea, lakes, rivers or creeks.
4. **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.
5. **Border Crossing Point (BCP)** means any crossing-point authorized by the competent authorities for the crossing of external borders.
6. **Border Guard/Police** refers to any public official assigned, in accordance with national law, to a BCP or along the green or blue border or the immediate vicinity of the border that carries out border control and/or surveillance tasks in alignment with national law and international conventions.
7. **Border Checks** means the checks carried out at BCP, to ensure that persons, including their means of transport and the objects in their possession, may be authorized to enter the territory of MS or authorized to leave it.
8. **Border Community** is often a disadvantaged section of the national population that lives along the borders of a State.
9. **Border Liaison Office** is a bi-lateral or multilateral office/centre where officials from relevant law enforcement agencies communicate, coordinate and cooperate among neighbouring border services and relevant law enforcement agencies, which are key elements, aimed at effectively combating transnational threats and cross-border crime.
10. **Border Management** means a concept of effective border management describing the need for BSM agencies involved in border management – such as border guards, border police and customs service – to coordinate their work at national and international levels.
11. **Border Surveillance** means the surveillance of green and blue borders areas between BCP institutionalized by the competent state authorities for crossing borders and the surveillance of BCPs outside the fixed opening hours, to prevent persons from circumventing border checks.
12. **Carrier** means any natural or legal person whose profession it is to provide

transport of persons.

13. **Coastal Fisheries** means fishing carried out with the aid of vessels which return every day or within 36 hours to a port situated in the territory of a Member State without calling at a port situated in a third country.
14. **Community Border Policing** is a working model of full service personalized border policing, where an officer patrols and works in the same area/s on a permanent basis, from a decentralized place, in a proactive partnership with people living in border zones to identify and solve problems.
15. **Cruise Ship** means a ship which follows a given itinerary in accordance with a predetermined program, which includes a program of tourist activities in the various ports, and which normally neither takes passengers on nor allows passengers to disembark during the voyage.
16. Document checks "**3-line-model**"
 - First Line Check** means the regular control of ID documents at the BCP.
 - Second Line Check** means a further check, which may be carried out in a special location away from the location at which all persons are checked (first line).
 - Third Line Check** means the examination at forensic level to ensure that, as far as possible, all evidence is available in a form admissible in court.
17. **External Borders** means the land borders of a State, including its river and lake borders, sea borders and airports, river ports, seaports and lake ports, provided that they are not internal borders.
18. **Green Border** is the land border between two official BCP areas.
19. **Internal Borders** mean any borders that are not international boundaries.
20. **Internal Flight** means any flight not landing in the territory of another country.
21. **Joined Border Crossing Point** means any common BCP situated on the territory of a State, at which State border authorities (foremost border guards and customs services), as well as neighbouring mirroring authorities carry out exit and entry checks one after another in accordance with their national legislation and pursuant to a bilateral agreement.
22. **Liaison Officer** is a person who liaises between two entities/organizations to communicate and coordinate their activities.
23. **Minimum Check** is the check to be carried out, as a standard rule, to verify their identity and nationality of a rapid and straightforward verification of the travel document, with the aim of checking the validity of it and of detecting the presence of signs of falsification or counterfeiting. This check may involve the consultation to relevant databases (e.g. Interpol SLTD).
24. **One-Stop-Shop** is a place where multiple services are offered, where for example customers can get all they need in just "one stop." The term describes a business model offering travellers the convenience of having multiple checks met in one

location, instead of having to "drive from border service to another one" to attain related services at different stores.

25. **Pleasure Boating** means the use of pleasure boats for sporting or tourism purposes.
26. **Personal Name Record** (PNR) is a record in the database of a computer reservation system (CRS) in the airline and travel industries that contains the itinerary for a passenger, or a group of passengers travelling together. The concept of a PNR was first introduced by airlines that needed to exchange reservation information in case passengers required flights of multiple airlines to reach their destination ("interlining").
27. **Regular Ferry Connection** means any ferry connection between the same two or more ports situated in the territory of one State, not calling at any ports outside the territory of the State and consisting of the transport of passengers and vehicles according to a published timetable.
28. **Residence Permit** means documents issued by a Member State to third country nationals authorizing a stay in, or re-entry into, its territory.
29. **Single-Window System** is a trade-facilitation model that allows parties involved in trade and transport to lodge standardized information and documents with a single-entry point to fulfil all import, export, and transit-related regulatory requirements. If information is electronic then individual data elements should only be submitted once.
30. **Threat to Public Health** means any disease with epidemic potential as defined by the International Health Regulations of the World Health Organization and other infectious diseases or contagious parasitic diseases if they are the subject of protection provisions applying to nationals of the Member States.
31. **Visa** means an authorization issued by a MS or a decision taken by such State, which is required with a view to entry for an intended stay in that State or in several States, or for transit through the territory of that State or several States.

Annex II: Check List for Organising a Successful Training Programme

With a view to ensuring that a training programme is organised successfully, there should be a checklist against which it can be assessed whether the training is going on as per desired direction. This can be done, *inter alia*, against the following criteria:

- **Purpose:** If the training is in progress as per objectives, aims and action plan.
- **Selection of Participants:** Whether the future trainers of the course have been selected in accordance to the set norms and procedure.
- **Contents:** Whether the course contents of the training are being satisfactorily covered.
- **Choice of Resource Person:** Whether the trainer or resource person has been rightly selected as judged by performance criteria.
- **Selection of Training Methods:** Whether proper training methods have been selected and used, to do full justice to the effectiveness and fruitfulness of the training.
- **Organisational Management:** Whether the training programme has been organised properly as reflected by the reactions of the future trainers.
- **Evaluation:** Whether the training programme has been evaluated during the present course itself and whether it is being conducted in such a way that post training evaluation is possible.
- **Feedback:** Whether there has been a provision for feedback information through the opinions sought from the future trainers.
- **Follow-up Action:** Whether enough scope has been provided and measures have been taken ensure that proper follow-up action is taken after the training. This may be in the form of planning for the visit of supervisory or senior staff to the project villages to see if the trained field staff is using the skills acquired through the training or not. Even post training evaluation exercise may be the part of this step.

Annex III: Questionnaire

1) Border Management Strategy and Action Plan, National Risk Analysis

This questionnaire should suggest new views related to integrated border management issues, gaps and needs assessments, and risk analysis and management.

2) Organizational Structures of National Border Services

- Which units/agencies/departments should be involved in border management in an integrated, cooperative and coordinated manner, as well as in risk analysis and threat assessments?
- Which national law enforcement agencies have the responsibility for cooperation and coordination with border services to prevent terrorism, stem the flow of FTFs and counter cross-border organized crime?
- Why are new perspectives important for your respective national border service?

3) Legal and Regulatory Aspects in relation to Border Management

- Which legal and/or regulatory authorities oversee the development and implementation of a National Border Management Strategy and Action Plan?
- What changes to existing regulatory authority might be required to support your recommendations?
- Who should be responsible for the regulatory aspects that might need to be adopted and/or modified?

4) Transnational Threats and Cross-Border Organized Crime

- Which transnational threats were identified in your geographic region?
- What challenges does cross-border organized crime pose to regional law enforcement agencies involved in border security and management related issues ?
- What are the specific identified challenges in countering terrorism and stemming the flow of FTFs?

5) Border Communities

National border service officials have a good understanding of the set-up and dynamics of border communities they deal with, for example with their social structures, traditions, and nomads routes.

- Is there any development and/or experience in community border policing within your border service?
- Can you specify traditions of distrust and malfunctioning communication between border communities and border service officials?
- Border community members previously cooperating with border services have been subject to intimidation and physical threats from terrorist and cross-border organized crime groups. What are your experiences?
- Should national border services identify border communities and nomads to specifically engage as a supportive element to counter terrorism and FTF's and fighting cross-border organized crime?
- Individuals or small groups of divided border communities seek to engage with terrorist and/or organized crime groups to enhance their own status and legitimacy and provide false information to enhance their own status and legitimacy

6) Inter-Agency and International Cooperation

Cooperation with other law enforcement agencies and private sector partners:

- Who?
- When?
- How?
- Where?
- Why?

Annex IV: Practical Exercise Related to a SWOT Analysis

Scenario

Terrorist organizations continue to operate across borders. States are therefore required to consider BSM as a core element of its counterterrorism efforts. Your Government has tasked you to undertake an outline analysis of the regional impact of terrorist organizations and FTFs as they relate to BSM, as well as the capacity for the region to prevent terrorists and FTFs from operating across borders.

Working with your colleagues, you should jointly develop a SWOT analysis. The SWOT analysis should identify regional strengths, weaknesses, opportunities and threats as they relate to utilizing border security and management to counter terrorism. After you have developed such models/diagrams, you will be required to present it and explain your reasoning behind the analysis you have made. You will also be requested to answer any questions about your SWOT analysis that may arise.

Instructions

In developing your SWOT analysis, please utilise the expertise of all members of your team and make sure that you address all elements, which have been highlighted throughout the course of the workshop that are relevant to enhance BSM. Please feel free to use the questions developed in the questionnaire form for your work.

As a baseline starting point, please assume that your Government has **no** national border management strategy and action plan. Please use the 'key issues' that are listed below as guidance and identify any considerations that may be pertinent to your respective Governments.

Your SWOT analysis should be presented in the order in which you would carry out priorities and immediate actions to strengthen BSM, effectively counter terrorism, stem the flow of FTFs and fight against cross-border organized crime.

Please use the flip charts provided to develop your SWOT analysis and presentation. Please also designate a rapporteur to present your team's SWOT analysis on behalf of your team at the end of the exercise.

Key issues

- Initial considerations
- Intra-agency, Inter-agency and international cooperation
- Gaps and technical/equipment needs
- Communication and co-ordination
- Legal framework

Annex V: SWOT Matrix

	Helpful to achieving the objective	Harmful to achieving the objective
Internal Factors of border agencies	Strengths	Weaknesses
External Factors of border agencies	Opportunities	Threats (Risks)

Annex VI: [GCTF Good Practices on Border Security and Management, Counter Terrorism, and Stem the Flow of Foreign Terrorist Fighters](#)