Support to and Coordination of Integrated Border Management Strategies

Contract No. 81242

Inter-agency Training Manual

Inter-agency Training Manual

Consortium led by:

(Austria)   (France)   SCTIP (France)

Contents

Abbreviations and definitions

Abbreviations

BCP	border crossing point
BSE	bovine spongiform encephalopathy (mad cow disease)
CARDS	Community Assistance for Reconstruction, Development and Stabilisation
EC	European Commission
EU	European Union
IBM	integrated border management
IT	information technology
MoU	memorandum of understanding
SAp	stabilisation and association process
SARS	severe acute respiratory syndrome
TNA	training needs analysis

Definitions

border control	An activity carried out at a border in response exclusively to an intention to cross that border, regardless of any other consideration. It covers: (a) checks carried out at authorised border crossing points to ensure that persons, their vehicles and the objects in their possession may be authorised to enter the territory of the State or authorised to leave it; and (b) surveillance of borders outside authorised border crossing points and fixed hours, in accordance with this regulation, to prevent persons from bypassing border crossing points in order to avoid checks and enter or leave the territory of the State illegally.
border crossing point	Any crossing point – at land, sea or air borders – authorised by the competent authorities for crossing external borders.
customs officer	A customs officer is a public official deployed either at a land, sea or air border crossing point, along the land or maritime border or in the immediate vicinity of the border, or at regional or central headquarters. Customs authorities generally act as the lead agency for commercial trade. They should also guarantee trade facilitation as well as protect society and prevent cross-border crimes, and are therefore primarily in charge of controls of goods passing the borders.
database	Automated collection of data that can be analysed electronically.
early warning system	In the context of integrated border management, this refers to a system to transmit and receive relevant information on expected or already ongoing movements of persons or goods to provide

	pre-arrival information and – where necessary – also facilitate timely preparation for interception. Also applicable for export and transit reasons. Early warning systems for other services pertain to information on animal, plant and public health risks.
EU *acquis communautaire*	All legal instruments of the European Union (EU)/European Community, which have to be legally and/or operationally implemented by Member States, as well as accession countries, according to an agreed plan before accession or within a certain time frame after accession.
EU good practices	The EU distinguishes between written legal provisions (e.g. communications, common measures, regulations and directives, agreements, Council resolutions and Council decisions) and good practices that have been developed in specific areas, countries and/or fields of work. These practices have been commonly agreed to be good practice within the EU, with the aim of harmonising procedures at a very high level. Good practices are not legally binding. (Examples are the guidelines of the Commission on risk analysis in the customs field and the Schengen Catalogue on good practices for external border control (to be replaced by the common catalogue), readmission, the Schengen Information System Supplementary Information Request at the National Entry (SIS SIRENE), police cooperation and visa matters.)
mobile unit	Control composed – owing to foreseen tasks – of representatives of one or more agencies involved in border management to carry out inland surveillance and/or surveillance between border crossing points.
phytosanitary inspection	Phytosanitary inspection is the inspection of controlled plants and plant products imported into or in transit through a country so as to prevent the introduction and spreading of organisms harmful to endemic plants and plant products.
risk analysis	Evaluation of the probability of non-compliance with legal provisions, either before or after an action is carried out.
training curriculum	Education/training plan designed for specific target groups and specific fields of work. As an example, the EU "core curriculum" for border guards is a plan agreed upon at the EU level and consisting of a set of modules considered necessary for the training of border guard officers.
training manuals	Booklets designed on the basis of the relevant curricula in order to ensure proper implementation of the goals and objectives of the corresponding training curriculum.
veterinary border inspection	The veterinary border inspection service is generally responsible for the inspection of live animals and foodstuffs (of both animal and non-animal origin) introduced into the country, although rules for inspection of food of non-animal origin (responsible

	authority, structural requirements) are not clearly defined by the *acquis*. The responsibility of the veterinarian border inspection service covers both consignments that are intended for import as well as consignments in transit – with or without temporary storage. Foodstuffs of animal origin intended for ship supply are also included.

Background

The present *Inter-agency Training Manual* was developed in the framework of the project "Support to and coordination of integrated border management strategies" (the IBM CARDS regional project), carried out on behalf of the European Commission by a consortium led by the French Ministry of the Interior Service de Coopération Technique Internationale de Police (SCTIP) and composed of the French Ministry of Foreign Affairs France Coopération Internationale (FCI), the Austrian Ministry of Finance Agency for European Integration and Economic development (AEI), the International Centre for Migration Policy Development (ICMPD) and the Organisation for Security and Cooperation in Europe (OSCE).

Beneficiary countries of the project were the five SAp countries: Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia and Serbia and Montenegro/Kosovo[1]. The project was implemented from February 2005 to April 2007.

The main objective of the project was to provide technical assistance, based on the *Guidelines for Integrated Border Management* distributed by the European Commission in 2004, to support the five CARDS countries in the development or updating of their national integrated border management (IBM) strategies and to ensure that these were consistent and effectively coordinated at the regional level, focusing on trade facilitation and border control. The project supported a multidisciplinary approach, including the border guard, customs, veterinary and phytosanitary inspection services and others involved in border management issues.

What is integrated border management?

Efficient border management and border security is a top priority for the European Union (EU). The main objective is to ensure the right balance between open, but at the same time secured and controlled borders: open borders for trade, tourism and other forms of legitimate movement of persons and goods, but borders that are secured and controlled in relation to the threats posed by illegal migration, trafficking in human beings, activities of criminal networks and terrorism.

IBM requires that all competent authorities work together in an effective and efficient manner. Cooperation should not be established exclusively within each country, but also across its borders, with relevant agencies of neighbouring States. IBM addresses three levels of cooperation and coordination:

- **Intra-service cooperation**: efficient management of processes, information and resources within agencies responsible for specific tasks
- **Inter-agency cooperation**: close cooperation between all agencies involved in border issues both at the border and at the central level, thus minimising overlap and inconsistency and optimising the efficient use of resources
- **International cooperation**: establishment of communication and coordination channels and procedures at the local, bilateral and multilateral levels

This manual focuses on the second pillar of IBM, inter-agency cooperation.

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[1] Under international administration pursuant to Security Council resolution 1244 (1999) of 10 June 1999.

Why is inter-agency cooperation so important?

Rather than working separately and sometimes at cross purposes, it is necessary to establish well organised and coordinated cooperation between all the authorities and agencies involved in border management issues, especially the border guard, customs, veterinary and phytosanitary inspection services, to work on common problems. This can only be effected by establishing common objectives and tasks that require trained staff to carry them out. One of the main objectives of the IBM CARDS regional project was precisely to foster inter-agency coordination and cooperation among ministries, institutions and agencies involved in border management issues to ensure that their efforts and activities were complementary in nature. Inter-agency cooperation increases the effectiveness of existing capacities and programmes by streamlining administrative procedures and processes, thus minimising overlap and inconsistency between policies and practices. Gaps in border management are also easier to identify when all parties are in regular contact and corrective action can then be decided upon together.

As already mentioned, an important role in this process is played by the staff working at border crossings. Training that enables them to carry out their work in a more efficient and professional manner and increases their awareness of the importance of cooperation and mutual assistance, is therefore absolutely essential. By establishing and implementing regular training on inter-agency cooperation, EU standards in this particular area can be met. The present training manual is a contribution to inter-agency training initiatives in the SAp countries. It is intended to serve as a tool to accomplish the following aims:

- To improve cooperation and coordination between agencies with competence at the state border, as well as with the competent bodies of other countries
- To improve cooperation with other state bodies and agencies that are not directly involved in border surveillance or control
- To improve the speed and security of border traffic flows and national border security; to protect people, nature and the environment and to fight all forms of cross-border crime, resulting in the enhancement of regional security
- To ensure that the relevant strategic guidelines of the EU are successively introduced into the working process, and that cooperation and coordination take place accordingly
- To introduce officers to the work of other agencies at border crossing points (BCP) and other points of control
- To provide a unique opportunity for the exchange of information and experience between agencies
- To foster mutual acquaintance between agency officers

Introduction for the Trainers

As mentioned before, modern border management systems are based on the understanding that borders not only have to be protected against illegal activities and threats to national security, economy and public health, but at the same time have to be open to legitimate trade and movement of persons. Facilitation of regular cross-border flows enhances the economic development of the whole region.

Based on this understanding, the *Guidelines for Integrated Border Management in the Western Balkans* (the *IBM Guidelines*), on which the present training manual is based, emphasise coordination and cooperation among all relevant authorities and agencies involved

in border control, trade facilitation and border region cooperation to establish effective, efficient and integrated border management systems.

This manual has been developed to support trainers and training institutions in preparing and delivering training on enhanced cooperation and coordination between the agencies present at the borders. Such training should target the heads of BCPs, providing them with a summary of the different elements of inter-agency cooperation and a better understanding of the importance of cooperation to work effectively and efficiently towards a common goal, that is, protecting national borders against threats and criminal activities, while facilitating legitimate movements. Examples of good practices from EU countries are provided and participants are encouraged to consider including those examples in their own activities within the given legal and regulatory framework. The training thus offers an opportunity for the exchange of experience and views between the officers of the individual agencies.

This training manual is intended to complement the basic training that generally already includes a briefing on the tasks and responsibilities of all the agencies present at the border as well as the links between them, the legal and regulatory framework; the workflow/procedures, communication and information exchange; and infrastructure and equipment in line with the *IBM Guidelines*. The training described here should encourage active participation by the officers attending and have the character of a workshop.

The manual is divided into two parts. The first part describes the context within which any inter-agency training should take place and provides guidelines for training needs analysis, planning, feedback and training evaluation. The second part of the manual provides guidelines and exercises for a two-day inter-agency training workshop, consisting of two modules (a) on border security; and (b) on trade facilitation. Each module is made up of the following sections, which should be adapted to the circumstances in the respective countries:

- **Introduction**. This section introduces the trainer to the specific topic to be presented and discussed in the following module. It can also be used by the trainer to introduce the module to the participants during the training.

- **Questions and discussion**. This section suggests questions that can be used to encourage discussion in smaller groups.

- **Handouts for participants**. Suggestions are given for handouts to be prepared by the trainers on the specific topic, either summarising the current state of affairs or recommendations in a specific field, or to be used as a basis for discussions in working groups.

- **Presentation**. Here suggestions are made for presentations to be given by the trainers (see also annex I).

- **Additional information for the trainer**. This section features additional information for the trainer on the different topics and their relevance for IBM.

> **It should be noted that this manual has not yet been tested and validated. It should also be recalled that it is the task of the training institutions in each country or the individual trainers to define which particular modules and topics are specifically relevant within the context of their own country and how these should be approached in the training.**

Part I. Training context

1. Training needs analysis

A training needs analysis (TNA) is one of the most important instruments of human resource development. It serves to close the gap between the actual and the required qualifications of staff by comparing the first with the defined target qualification level.

A training needs analysis should be conducted before finalising any training plan.

1.1.   Training needs analysis terminology

Broadly speaking, a needs assessment compares "what is" with "what is desired" in order to determine the gap between the actual and the required qualifications. The gap represents the needs.

A **training need** has been defined as a "performance gap separating what people know, do or feel from what they should know, do or feel in order to perform competently".

A **training needs assessment** identifies gaps in the results, places them in order of priority and selects the most important for reduction. It is undertaken to identify, document and justify gaps between what is and what should be and place the gaps in order of priority.

A **training needs analysis** identifies the causes of the gaps in the results so that appropriate methods, means, tactics, tools or approaches may be rationally identified and then selected in order to meet the needs. It is thus carried out following a needs assessment.

A **training requirements analysis** is an approach to designing training that will respond to the identified needs. A training requirements analysis specifies exactly what kind of training is necessary.

1.2.   Indicators of training needs

The accurate identification of the training needs of an organisation is crucial to its success and development. However, theory does little to assist those who face this difficult task. It is not simply a matter of deciding on the location, scope and magnitude of the needs. Priorities need to be set and linked to those with other functions within the organisation, as well as to the organisation's goals.

Needs may be identified either by you or by someone else. In law enforcement agencies indicators of training needs may come from:

- Supervisors
- Other officers
- Complaints from citizens
- Accident reports
- Frequent errors in report writing
- Case dismissals or findings of not guilty
- Reports of accidental firearms discharges
- Fielding of new equipment
- Injuries to officers
- Changes in the law

- Large staff turnover
- Changes in the work force, for example, inexperience resulting from a large number of retirements

Identification of training needs usually consists of three distinctive analyses, which should be interrelated to build on each other and to produce a complete training needs statement.

1.3. Types of training needs analysis

The three types of training needs analysis are:

1. Organisational analysis

Organisational analysis is used to determine where training can and should be used. It looks at organisational objectives, short-term plans and long-term views on how the environment may change in the next few years and the pool of skills at present available (for example, new organisational structure, new systems, new equipment or changes in performance standards).

Some of the recommended data sources to use to support the analysis of training needs at the organisational level are:

- *Organisational goals and objectives*, which will provide targets for the various functions within the organisation. Some of this will imply *changes in performance standards* and this may have training implications.

- *The human resource plan*, which will predict gaps caused by *retirement*, *promotions* and *turnovers*. This provides a demographic basis for identifying training needs.

- *The pool of skills*, which are the *inventory of knowledge and skills* available within the organisation. The maintenance of such an inventory will indicate training needs. It is possible to predict some of the skills that will be required in the future and that are not at present available.

- *Request by line management* or *surveys* of their opinions, which are often used to establish the training plans.

- When *new systems* or *new equipment* are introduced there is often a training implication.

2. Job analysis

Job analysis involves collecting data about a job or a set of jobs. The analysis will determine the required standards and what knowledge, skills and attitude are needed to achieve those standards. It is necessary to determine which tasks need to be performed to complete the job, how they should be performed and what skills need to be learned by staff in order to perform well (newly established units, job descriptions).

There are a number of recommended data sources to use to support the analysis of training needs at this level and some of these are:

- *Job descriptions*, which will give an outline of the job and a list of *duties* and *responsibilities*. For some jobs these will change each year in response to the setting of new priorities.

- *Job specifications*, which are more detailed than job descriptions and should provide a *complete list of tasks*. They may also include standards for judging satisfactory performance of important tasks.

- *Job observation* or *desk audits*, which can be used to examine particular parts of a job in detail.

- Asking the *incumbent of the job* and the *supervisor* about the job is also a useful method.

3. Personal analysis

At the individual level of analysis, the intention is to assess actual performance levels against those required for the job. Theoretically, a training programme can then be designed for each individual in order to close the gap between present and desired levels of performance.

Some of recommended data sources to use to support the analysis of training needs at this level are:

- *Performance appraisals*, which identify weaknesses and areas for improvement as well as strengths.

- *Observation* and *desk audits*, or *testing* the knowledge and skills required in the job.

1.4.   Data collection methods

There are a number of different types of analysis and ways of carrying them out. Which type of analysis you choose and what data collection methods you use will depend on your topic, your organisational environment and the type of training you are considering.

Data collection methods are:

1. **Interviews**: formal or informal, structured or unstructured, used on a particular group or everyone concerned, in person or on the phone, at the work site or away from it.

2. **Questionnaires or surveys:** variety of questions (open or closed, projective, multiple choice, rating scales).

3. **Observation**: lessons, presentations.

4. **Focus groups:** problem analysis in formal or informal, structured or unstructured groups.

5. **Key consultation:** to obtain information from the persons who are in a good position to know what the training needs of a particular group are.

6. **Print media** – including professional journals, legislative news/notes, magazines and in-house publications.

7. **Tests**: basically a standardised form of questionnaire.

8. **Records, reports:** employee records, minutes of meetings, memos, reports, evaluation studies.

9. **Work samples**: similar to observation, but must be in written form.

1.5.   Training needs analysis report

Prior to writing a TNA report, it is essential to understand that such a report consists of four parts:

1. **Introduction**. The evaluator should explain why a TNA has been conducted.

2. **Methodology.** A TNA report by an evaluator should note which methods of data collection have been used.

3. **Findings/Results:** The evaluator should report his/her findings, based on the results of the TNA conducted.

4. **Recommendations:** In the final part of a TNA report the evaluator writes his/her recommendations based on his/her findings and the results of the TNA.

2. Planning

Professional planning has to take certain criteria into account in order to facilitate the implementation of any training.

2.1.   Training staff/trainers

The organisational structure of a training institution determines whether full-time trainers are available or whether training is performed by part-time trainers.

One of the greatest advantages of full-time trainers is their permanent availability for training activities. This can cover a broad range of subject matters and ensures that a certain number of training sessions can be performed. A possible disadvantage of full-time trainers can be that after some time they may lose their connection to the operational field and lack practical examples.

Part-time trainers are taken out of their area of work for a defined period of time in order to pass on their knowledge. This means that they cannot work at their normal place of work during the time of the training. This requires negotiations at the management level in order to agree on the provision of experts/trainers to the training institute. A possible solution to this problem could be defining training as a part of each job description up to a certain percentage of the total tasks.

2.2. Training objectives

At the heart of planning professional training is the definition of training objectives. It is crucial to focus on the expected outcome of the training when defining its objectives: What level of knowledge shall the trainee have upon completion of the training?

A precise formulation of objectives allows for an easy post-control to check whether the objectives have or have not been met.

2.3. Curriculum

A curriculum contains certain information about a training activity:

- Summary of the training content
- The number and method of capacity controls
- Possibly also a list of literature to be used during and for the training

The curriculum is on the one hand a basis for the trainers to know what content has to be covered and on the other an orientation for the trainees. It also ensures a coordinated approach by the trainers.

2.4. Design

Each individual training activity requires detailed planning. This usually means that each activity is individually designed. The design consists of a table containing the content of the training, the level of depth, the applicable methods and the duration of the respective training modules. In addition, any hardware requirements such as projectors, flip charts and so on can be indicated in such a design.

2.4.1. Content

It can only be stressed here that "less is more". The selection of the appropriate content for the individual target group is an important factor in preparing the training. One of the major problems in putting together the contents is that trainers in general have more knowledge than there is actual time available to impart.

The collection of major topics can be done in different ways. One possibility is to use the "mind mapping"[2] method, which helps to focus on the main points first and then add all possible linked subjects that need to be taken into account. The definition of the content in the design should cover all the main aspects to be covered in the training. The content is based on the already determined objectives.

2.4.2. Levels of depth

The content determines the level of depth to which different topics needs to be treated and what trainees need to have mastered for their future work.

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[2] A "mind map" is a diagram used to represent words, ideas, tasks or other items linked to and arranged radially around a central key word or idea. It is used to generate, visualize, structure and classify ideas and as an aid in study, organization, problem-solving and decision-making (see also annex III).

There are three levels of depth:

- Level 1 focuses on the trainees' awareness of the content. Here, general knowledge suffices, so trainees need not be given any details at this stage.
- Level 2 focuses on the level of depth in content knowledge. This means that the trainees are able to recall the information after the training.
- Level 3 should enable the trainees to apply the content learned independently after the training. This means that training at level 3 should contain a lot of practical exercises and activities.

2.4.3. Methods

Selecting an appropriate training method is conducive to better learning, that is, it helps to convey the content of the training in an optimal way. If several trainers teach the same content, using the same or similar methods can also ensure a similar manner of knowledge transfer.

It is important to find the best method possible for each training course. One factor to be aware of is to ensure that the training is diversified. A methodologically good training uses various methods that may not be explicitly recognisable to the trainees. The more the trainees are actively involved in the training, the more they can recall afterwards. Not every method is applicable to any number of trainees, so the size of the group also influences the choice of the right method.

2.4.4. Duration

The parameters determining the length of the training are the content, the level of depth foreseen and the recommended methods. This means that the trainers need a certain level of discipline when applying the proposed methods.

All these factors are a part of the training design. On the one hand they support the implementation of the content and on the other ensure a certain quality of training. This is of particular importance when more than one trainer delivers the same training.

2.4.5. Infrastructure

Appropriate infrastructure is crucial for successful training, so the best learning environment possible should be provided. The learning environment starts with an appropriate classroom, adequate equipment and the material needed for the training. The more a classroom offers, the easier it is for a trainer to provide professional training. It is important that all available classrooms offer the same standard of equipment in order to support the trainers in the best possible way.

Equipment in an ideal classroom:

- Room for approximately 30 trainees (chairs and adjustable tables)
- Daylight and very good lights, curtains
- Wooden (parquet) or other floor, but NO carpet
- Cupboards to store textbooks and other things
- Flip chart (at least two), a screen, pin-boards (at least two)

- Beamer, laptop, overhead projector and, if available, digital recorder and camera, loudspeakers
- Colour printer, fax and photo copying machine
- A place to hang coats
- Training box, if available

Training box:

A "training box" contains all possible and useful materials and tools that are needed for the training in conjunction with modern training methodologies. This includes moderation cards in different colours and sizes, markers (black, blue, green, red), needles, tape, glue, stickers, drawing pins, scissors, chalk, magnets, knife, ruler, telescope pointer, laser pointer, staples, stapler and paper clips.

A professional trainer always has some special extras with him that are not part of a moderation case, for example, an extension cable, a long extension for the projector / laptop connection or a remote control for PowerPoint animation.

2.4.6. Capacity controls/exams

If examinations are foreseen, this should be decided upon in the planning phase of each activity. If they are, the indicators to be tested should be as detailed as possible.

Exams are only recommended once a certain number of training units have been completed. This means that it does not really make sense to set an exam before a certain amount of content has been covered, for example, 10 training units. Advance planning must also determine appropriate measures in case of a failed exam. The general standard is that trainees can repeat an exam twice if they fail. Otherwise the course needs to be repeated.

The results need to be archived in a training file or in the personal file of the employee.

3. Training plan

A training plan indicates the defined priorities and contains all the activities to be conducted in the following year. It should cover all the kinds of training needed to help the employees fulfil their daily work in future. A possible model for a training plan is given in annex IV.

3.1. Systematic or regular training

This type of training always focuses on specific professional tasks and can be related to the basic training that each employee has to undergo when entering the administration or changing his or her job. It has to be taken into account that basic training needs to be offered directly after recruitment in order to have the qualified staff operational as soon as possible.

Another component of systematic training is the continued training of staff. Continued training is part of lifelong training and accompanies an employee throughout his or her whole working life. It strives to ensure that an employee can fulfil his or her working tasks as efficiently as possible.

3.2. Train-the-trainer system

At the very beginning of a trainer's career it may be helpful to offer him or her a mentor. The mentor can be used to support the future trainer either in a specific professional field or in the teaching area. This is a very high-resource method and requires a strategic decision if such accomplishment of trainers is wanted.

3.3. Regular meetings/seminars

The organisation of regular experts' meetings for information exchange and/or specific problem-solving has proved to be a very successful approach. Regular contact between experts from the central and the operational levels enhances the degree of understanding of the situation of the counterparts. The experts from the operational level can obtain first-hand information and also address their questions directly to the experts from the central level. Personal contacts can lead to strengthened relations and better cooperation.

3.4. Concept

The concept of a training plan should cover all possible aspects of the organisation of training activities in order to help implement future training activities. A possible summary of the parameters to be covered in the concept can be found in annex IV.

The following costs are to be calculated: per diems, accommodation, travel expenses, fees for the trainers, cost of training materials (copies, paper, etc.), rental costs, for instance, of an external seminar room, cost of mineral water and coffee, contingency reserve and so on.

The result of the TNA forms the basis for drawing up a training budget. The training budget should focus on the costs of the actual training activities.

3.5. Qualification of trainers

An expert needs to be trained in the teaching field before becoming a trainer. In such training the potential new trainer needs to learn how to prepare the content of future training. He or she should also learn how to design training to make it interesting and beneficial for the trainees.

Teacher training must also contain the principles of training methodology where the potential trainers learn which method can be applied at which time during a training session and the advantages and disadvantages of each applicable method (see annex III for an examination of various creative teaching methods).

Furthermore, it is important for trainers to familiarise themselves with the technical equipment involved. Every trainer has to be able to handle all the media he wants to use during the training. The use of PowerPoint is an important aspect to be mastered by trainers in their design of slides. Training in this field can be very helpful for a professional performance.

The continued development of a trainer can be enhanced with targeted video training. In such training, a trainer's presentations are recorded on video and are then watched and analysed with the trainer. The trainer can thus observe him/herself and his/her behaviour during a presentation. An ideal follow-up to this is to offer the trainer a chance to repeat his or her presentation taking into account the feedback given and changing certain parts of the presentation accordingly. This constitutes a solid basis for the trainer's further individual

development. An organisation that puts emphasis on high-quality training staff and supports their continued development should offer individual training to its training staff every two or three years. This facilitates the further personal development of trainers even after their basic teacher training.

3.6. Hints for successful training

- **Appearance.** The trainer should always be slightly better dressed than the average trainee. It is easier for the trainer to take off his tie than to find one if he does not have one. Welcoming the audience individually can create a positive atmosphere and is a so-called ice-breaker. Having already been in contact with the trainees before the actual training starts can also help a trainer to lose his or her nervousness.

- **Beginning.** The beginning of a training unit can, depending on the subject, be humorous, questioning or even provocative. It can also be a citation or an anecdote. A connection to a previous speaker or trainer can also be a very good way to start. Some can even create a connection between the place of the training activity and the subject matter, which shows a very professional preparation on their part.

- **Eye contact.** Direct eye contact is the initiator of communication. It enables the trainer to recognise whether the participants are still wholly engrossed in the subject or maybe need a break. It can also provide hints as to whether or not the content was understood by the group.

- **Gestures.** Gestures are divided into four areas:
  1. Hands below the belt = negative expression
  2. Hands between the belt and the chest = neutral expression
  3. Hands between the chest and the eyes = positive expression
  4. Hands over the eyes = negative expression

Important rule: never learn gestures by heart!

- **Posture.** Many trainers like to use a lectern. One advantage of this for the trainer is that he or she can hide a large part of his or her body behind it. However, it is much better to deliver training without it and not to use this "barrier". With keynotes prepared in advance, it is easier to move about in the seminar room and maintain close contact with the audience.

- **Speaking technique.** This covers aspects that determine the influence of the voice (high/deep, shrill/melodical) and the speed of delivery (fast/slow, rhythmic/staccato). It is crucial for the speaker to pause regularly in his or her delivery to take a break, but also to give the audience a chance to process the information given.

- **Audiovisual aids.** These can loosen up a presentation, but should only support a trainer: they should never replace him or her. If audiovisual aids are used, it has been shown that trainees can recall 30–40 per cent more information.

- **Good ending.** The beginning and the end of a presentation (5-10 sentences) can be learned by heart. This gives the trainer a feeling of security. The first impression is the decisive one and the final impression is the one that lasts.

3.7. Comprehensibility

Here are some recommendations for trainers to help them provide the best possible training:

- **Simplicity**
    o Make simple statements.
    o Use short, easy sentences.
    o Use familiar words.
    o Explain technical terms.
    o Be precise.
    o Be clear.

The following lead to decline or even loss of the group's attention:

- **Complexity**
    o Complicated statements
    o Long sentences
    o Unfamiliar words
    o No explanation of technical terms
    o Abstract language
    o Unclear instructions

The shorter the sequence, the more enjoyable it is for the trainees. The level of understanding is much higher and in the end the trainer gets positive feedback:

- **Briefness/conciseness**
    o Make brief statements.
    o Concentrate on the point.
    o Be target oriented.
    o Condense what you say: every word should be needed.

When presentations are long, the content does not seem as interesting. This can result in a confusing situation in which the trainees cannot distinguish between important and irrelevant information. The following can be typical of this:

- **Digression/lack of accuracy**
    o Broad statements
    o Non-essential information
    o Unnecessary information
    o Incoherence

It is easy for the group to maintain an overview of structured content. This makes possible targeted preparation for a possible exam following the training. When the participants cannot identify a clear structure, they easily lose orientation and overview:

- **Structure**
    o Structured presentation

- Logical order
- Clear arrangement
- Clear distinction between essential and irrelevant content
- One statement logically linked to the next

When the trainees are themselves involved in activities, their level of attention remains very high until the end of the training:

- **Animation/stimulation**
  - Examples, pictures, comparisons
  - Slogans
  - Interesting aspects
  - Varied delivery
  - Individual contributions

The presentation becomes monotonous if there is no modulation, characterised by:

- **Neutrality/no additional stimulation**
  - Sober, dry, factual presentation
  - Colourless
  - Neutral manner of speaking
  - Impersonal attitude

3.8. Killer phrases

"Killer phrases" are typical conversation stoppers that halt the flow of ideas and somehow block further development of the discussion. Typical killer phrases that should be avoided are:

- We can't go through with this.
- This may be all right in theory, but...
- This may be possible in your unit, but not in ours!
- Where are you coming from?
- This is all well known already!
- Being an expert, I can tell you...
- We've always done it like that!
- Are you taking responsibility for this?
- Once you've been here a few years...
- This is wishful thinking.
- This is not our job.
- There's nothing you can do about it!

3.9. Moderation

A very important method that every trainer should be able to use is moderation. The trainer/moderator develops the content together with the trainees. This method can be used on the one hand for training and on the other for working groups.

Moderation is a special way of steering groups. It differs from the classical teaching method by transferring more responsibility to the trainees. It is a method that supports trainees working on a subject, problem or task:

- By concentrating on the subject in a task-oriented and efficient way
- By taking responsibility for the outcome
- By using a practical approach
- By teamwork and interaction

Before the joint work starts, the trainees and the moderator negotiate the "rules of the game", which must be followed by everybody. The moderation method is closely connected to the role of the moderator. The most important aspects are:

- Impartiality
- Neutrality
- Methodological support of the group

The competence, knowledge and creativity of all trainees should be utilised. All trainees should have the opportunity to participate actively and so it is important that a method is chosen that at any rate allows for the active involvement of all trainees, for example, using moderation cards for answers and completion of tasks.

There shall be no hierarchy among the trainees, as this creates a positive working climate. The trainees feel comfortable, are satisfied with the working process and identify themselves with the results obtained. The role of the moderator is also to ensure that nobody is treated better or worse than the others. All trainees have the same opportunity to participate in and contribute to the training.

Disturbances and conflict situations should be put on an objective level and dealt with in order to ensure the full working capacity of the group. The moderator should arrange an opportunity to clear up problems or conflicts that may arise. He or she should make every effort to encourage everyone to cooperate to make sure that the training tasks have first priority and are not impeded or blocked by unimportant extraneous matters or discussion.

The results of a moderated working unit are well accepted by the trainees. As all participants are involved in arriving at the results they all feel responsible for the final outcome. The moderator is responsible for reaching the outcome, but the participants are responsible for its actual content.

To be able to carry out a moderation, it is important for trainers to receive a moderation training.

3.9.1. Beginning of the moderation

The beginning of a moderation needs to be carried out in a sensitive way, so it is helpful if the moderator welcomes the people before the official opening of the course. He or she can then have some personal contact and discussion with the trainees. This already contributes towards a relaxed climate.

3.9.2. Relaxed atmosphere

A relaxed atmosphere supports the working process in a group. To create such an atmosphere is one of the most difficult tasks of a moderator. Sometimes people put themselves under pressure to be more active and to present better suggestions than others. This can cause competition that can hinder the workflow.

3.9.3. Climate

"Climate" here does not refer to the relations between individual people, but on the climate of the room. It is important to watch the temperature of the room. The trainees' chairs need to be placed in such a way that everyone has a good view of the screen or other teaching aids. There should also be enough room left so that people can move about the room.

3.9.4. Introduction

There are many methods applicable for the introduction phase. The moderator should be careful not to overtax the trainees. The tasks need to be clearly understood by everyone right from the introduction.

3.9.5. Conversation

The moderator is responsible for communication within the group. He or she should ensure that everyone has an opportunity to talk to the others, but that communication follows certain rules.

3.9.6. Task orientation

At the beginning, the moderator should ensure that everyone knows the tasks of the group. The more precisely this is explained by the moderator, the easier it is to focus on these tasks during the work.

3.9.7. Moderation process

Once all tasks have been clarified and everyone knows what needs to be done, the actual work can start. The moderator explains each step that will be taken and divides the tasks for each working session. The moderator then collects the results obtained and starts the next task based on those results.

After each task is completed, the moderator should steer the group through the following steps. At the end of the work process all results are put together. A plan of measures that need to be taken is the end of the moderation process. The activity ends with feedback from all the parties involved.

3.10. Possible measurability of training

How can training be quantified? It is quite easy to calculate the actual cost of a seminar, but it is more difficult to measure how much a trainee has learned in a training. Some measurement parameters can however be applied here:

1. **Degree of satisfaction**. This can be assessed by a questionnaire or using the flip chart feedback method.
2. **Amount of knowledge gained**. A questionnaire or interview with the trainee or his/her line manager or role-plays can determine if a change has taken place.
3. **Success of transfer**. The transfer of the training into the daily work can be measured against the defined objectives for a knowledge transfer that can be evaluated after a certain amount of time.
4. **Success of the administration/management**. The measurement of quality-related data is the easiest to make. It can be connected to better results or to a reduction in

mistakes. In other fields, administrations often use questionnaires and interviews to measure progress.

Other criteria are:

1. **Human resource accounting**. As human beings and social entities, employees are parts of a balance. They are considered assets in the calculation.
2. **Cost-benefit analysis**. All input is compared with the output. This means that all the measures taken in relation to the input are compared with all the visible measures related to the output.
3. **Utility analysis**. All changes in behaviour following a training are measured.

4. Feedback

In general, feedback describes a process of check-back in communication situations. This includes both positive and negative feedback from the trainees to the trainer.

In order to be helpful for further use, feedback needs to correspond to certain criteria:

- It should be descriptive (not interpreting or evaluating).
- It should be precise (not general).
- It should be realistic.
- It should be immediate.
- It should be welcome.

The purpose of feedback lies in obtaining spontaneous information concerning how the trainer affected his or her audience.

4.1. Objectives reached

Each training session is based on objectives that need to be reached by the trainer. The trainees need to be informed about the objectives of the training at the very beginning of the course. Their feedback should include their opinion as to whether the objectives have been reached from their point of view:

- Were the objectives determined?
- Were the subjects covered adequately?
- Have all doubts been cleared up?
- Was the relevant previous knowledge of the trainees estimated at the right level?

4.2. Organisation and implementation

An important factor for the successful implementation of training is the way it is carried out from the organisational point of view. Organisational mistakes or problems may be blamed on the trainer. Therefore the feedback needs to cover some of the following questions:

- Was the target group correctly defined for the subject?
- Did the beginning, end and the breaks follow the schedule?
- Was there enough time available?
- Was the seating and the position of audiovisual aids acceptable?

- Was the information presented in an audible and/or visible manner?
- Were there enough materials/copies available?

4.3. Quality of trainers

A trainer is responsible for the technical and organisational implementation of training. To support him or her in optimising the training, trainees should be questioned on some points regarding the design of the training:

- Was the appearance of the trainer and his/her behaviour correct?
- Was the training well prepared?
- Was the trainer competent?
- Was the trainer able to share his knowledge successfully?
- Did the trainer deal with the questions asked by the trainees?

4.4. Forms of feedback

Feedback can be given in different ways. During the training itself, trainees may give feedback, for example, by nodding. This can signify that the content has been understood, but could also mean the opposite. Other reactions of trainees give more precise feedback about the current situation. For example, trainees who walk out of the course make a clear statement of not being satisfied with the performance of the trainer.

4.4.1. Written Feedback

Written feedback, gained by means of questionnaires distributed to the trainees and collected later, has the major advantage of a visible and permanent result. This enables the trainer to compare different training activities and to observe any possible improvement in his or her own performance. The questionnaires should be structured and contain only short and precise questions. The more precise a question is, the easier it is to evaluate the outputs.

Written questionnaires should be complemented by text boxes that provide space for additional remarks. In these boxes the trainees can provide their impressions and make proposals or suggestions for proceeding further.

Possible questions:
- What did you like best about this training activity?
- What needs improvement?
- What can or will you implement immediately?
- Should this training be continued?
- What should be covered in more depth and what should be paid less attention?

4.4.2. Oral feedback

The trainer can collect the feedback during a final conversation. In such a conversation the trainees are asked feedback questions directly. They reply to the questions while the trainer takes notes. A trainer who does not take notes gives the impression that the feedback is not being taken seriously.

4.4.3. Visual feedback

The trainer prepares some short questions on a board or flip chart. The trainees can indicate their opinion with a sticker or markers showing if they were satisfied or not with the subject mentioned in the question.

This method is more appropriate for mid-term feedback when a tendency or trend needs to be detected. The written form is ideal for final feedback.

4.4.4. Anonymous or signed

Feedback sheets can be anonymous or provide free space for the indication of the trainee's name: this can also be voluntary. Both possibilities have their advantages and disadvantages:

- Critical comments are mostly made anonymously.
- Signed feedback is easier to deal with, because it can be examined in relation to the individual person and is therefore more understandable.
- The trainee giving feedback should also take responsibility for his or her opinion.

4.5. Assessment of the feedback: implementation

It is the task of a trainer to assess the feedback results, no matter whether given in the middle or at the end of training, nor whether provided in written, oral or visual form. This means that the trainer should review the results carefully and examine whether the proposals and suggestions can really assist him or her in improving his or her presentation in the future.

5. Evaluation

Evaluation aims to obtain a grading. It concerns the whole training activity, not only one trainer, regarding the overall management and organisation of the activity and the benefit the individual trainee gains from it.

The objective of evaluation is to investigate whether what was taught is really of benefit in the work of the trainees. Such benefits can be:

- Better understanding of circumstances
- Better legal background knowledge
- More competent behaviour towards clients
- Avoidance of mistakes
- More efficient work
- Time-saving

Trainees can state their individual opinions and feelings at the end of a training activity, but some conclusions can only be drawn some time after the training has been held.

The assessment results from a comparison between actual measures and the targeted measures following clear and known indicators. Here a comparison is made between criteria of acceptance (content-related), criteria of learning standards, transfer criteria and result criteria. Evaluation serves both to control effects in retrospect and to guide future activities, as well as to reflect upon and understand situations, processes and problems.

Many methods can be applied here:

- **Observing methods**
  - ° Participating, individual viewing (structured or unstructured)
  - ° Objective supervision
  - ° Supervision using only audiovisual aids

- **Questioning methods**
  - ° Interviews (structured or unstructured)
  - ° Questionnaires
  - ° Tests

- **Descriptive methods**
  - ° Creative procedures
  - ° Free description

- **Performing methods**

An example of a possible evaluation form is shown in annex IV.

Part II. Inter-agency training module

Unit 1. Border security curriculum

Subject:

Enhancing the security of border crossing points (BCPs) and the effectiveness of border control, and ensuring smoother movement of persons and goods.

Objective:

To introduce and enhance efficient cooperation between the customs service and the border guard by:

- Improving knowledge of the legal basis for cooperation between the customs service and the border guard

- Promoting a better understanding of the joint procedures of the two agencies

- Acquainting participants with the role of information exchange and communication between the agencies

- Providing a better understanding of the needs and benefits of sharing infrastructure and equipment

Target group:

Employees of the customs service and the border guard at the head and deputy head of office level. Total number of participants per course: 15-20. Depending on the type of the BCP, employees of other agencies may join in the training.

Trainers: Trained experts from individual agencies.

Duration: One day (8.30-15.30).

Methodology: See the introduction for trainers.

Location: Selected premises.

General objectives of the inter-agency training

- To focus on cooperation and coordination with other agencies/authorities in border-related matters
- To improve knowledge of the legal basis for cooperation between the customs service and the border guard.
- To promote a better understanding of the joint procedures of the two agencies
- To acquaint the participants with the role of information exchange and communication between the agencies
- To provide a better understanding of the needs and benefits of sharing infrastructure and equipment

Timetable

Contents	Duration (minutes)
Unit 1. Training on border security	
Introduction to the training	30
I Legal and regulatory framework	30
II Institutional framework	30
III Procedures	2 x 45
IV Communication and information exchange	2 x 45
V Information technology systems (including infrastructure and equipment)	2 x 45

I. Legal and regulatory framework

Introduction

Agreements between the various services should be signed to elaborate on specific tasks and to clearly define the role of each agency concerned with controls, at the BCPs and inland, but also at green and blue borders. Agreements could ease the work, avoid problems of unclear responsibility or overlap and minimise processing time. Agreements should not be in contradiction to European Community legislation, but can contain elements needed to solve problems during the interim period pending possible EU membership.

Agreements should preferably cover at least the following issues:

- Assistance to each agency, for example, in detecting persons attempting to cross the border illegally, preventing or detecting customs crimes and offences, smuggling of drugs and stolen vehicles, and illegal transportation of waste, harmful chemical substances, radioactive and nuclear materials and other dangerous items across the border
- Details on the exchange of information: how, what type, in which form and how fast
- Organisation of joint training
- Procedures for cooperation
- Joint operations and controls aimed at streamlining border traffic
- Sharing and/or transfer of responsibilities

Questions and discussion (in mixed groups of 2 or 3 officers)

- List all the agreements you can think of related to cooperation between the customs service and the border guard and describe the key field of cooperation in each.

Handouts for participants

List the existing agreements pertaining to cooperation between the customs service and the border guard and highlight articles relating to operational cooperation in the fields below:

- Assistance to each agency in detecting persons attempting to cross the border illegally, preventing or detecting customs crimes and offences, smuggling of drugs and stolen vehicles and illegal transportation of waste, harmful chemical substances, radioactive and nuclear materials and other dangerous items across the border
- Details on the exchange of information: how, what type, in which form and how fast
- Organisation of joint training; procedures for cooperation
- Joint operations and controls aimed at streamlining border traffic
- Sharing and/or transfer of responsibilities

Presentation

Building on the handouts, present the existing national situation regarding the status of the legal system as regards cooperation.

Questions and discussion (in mixed groups of 2 or 3 officers)

In which fields could you improve the quality of cooperation (laws, sub-laws, memoranda of understanding and so on)?

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ADDITIONAL INFORMATION FOR TRAINERS

Regulations would define the competencies and responsibilities of each agency while harmonising procedures at the BCPs; remove loopholes; define common implementation procedures; regulate information exchange required for efficient execution of common objectives/tasks; execution of joint operations; planning of joint training; implementation of joint actions in accordance with the interests of the individual agencies; and would include all other issues that would facilitate more efficient inter-agency cooperation and performance.

In addition, since it is not stipulated by the existing positive regulations, such regulations should further open the legal possibility of concluding agreements with public companies and other institutions or economic entities whose interests are linked to the border, for instance, railway and port authorities, freight forwarders, airport operators, automobile associations and chambers of commerce.

The overall and permanent aim of all state administrative bodies involved in the integrated border management (IBM) concept is a coordinated and continuous harmonisation of national legislation with the EU acquis and best practices. Each agency will systematically monitor and accordingly implement any future amendments of EU legislation and best practice and, within its field of competence, introduce them into national legislation, thus avoiding contradictions and legal loopholes.

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II. Institutional framework

Presentation

Here the trainer should address such issues as the organisation and regulation of joint operations, the development of contingency/emergency plans and the organisation of regular round tables between the heads of services.

In addition, regular joint meetings should be established at the local and regional levels with the goal of finding solutions to joint problems, rendering assistance in the execution of tasks, as well as planning and implementing joint operations.

Exercise

Describe the system of joint meetings at the local level in general terms. What should such a system look like? What kind of information should be exchanged?

Questions and discussion

- Could you describe the regular meetings with other agencies that are held at your BCP?

Presentation: common risk strategy

Within the EU, it has been reaffirmed that it is essential to rationalise risk management strategies and methods. This rationalisation should start with identification of those controls which can be moved without encouraging a proliferation of the risks that they address and those which have to be carried out at BCPs. The objective is to ensure that priority is given to what is necessary for security and that controls are carried out where they are most effective.

On this basis, a complete rationalised **common risk strategy** can be developed, identifying and addressing the strong and weak points of the current border-related activities.

The controls that must be maintained at BCPs as well as at the green and blue borders for reasons of safety and security have to be weighed in order of priority. All authorities concerned must work together to establish these priorities and to define the relevant common risk profiles. The profiles established must then be used to select the most useful information for risk analysis from the data made available by all the agencies concerned and to identify any improvements or innovations that may be necessary.

Handouts for participants

Main elements of the national common risk strategy.

Presentation

Based on the handouts, presentation of the national common risk strategy of the agencies involved in border security.

Questions and discussion

- Do you see the importance of such a strategy?

Presentation: contingency and emergency plans

Contingency and emergency plans should be developed to clarify the division of responsibilities in case of extreme situations, such as severe acute respiratory syndrome (SARS), bovine spongiform encephalopathy (mad cow disease, BSE), mass outflows of refugees, terrorist activity or major accidents in the border zone. These plans should be developed at the central level, but need to be adjusted for the local level; each BCP should have clear plans outlining the distribution of responsibilities and tasks among the services. Basic issues, such as the availability of contact details of the various local actors to approach in specific situations, need to be addressed.

Questions and discussion (in mixed groups of 2 or 3 officers, preferably from the same BCP)

- Do you have a contingency plan at your BCP?
- Describe the main responsibilities of the different agencies in the plan.

Handouts for participants

Main elements of the general contingency and emergency plans of the country.

Presentation

Outlines of the national emergency and contingency plans based on the handouts, giving the main bullet points of the system and points of contact to the local level.

III. Procedures

Introduction

Procedures at BCPs, as well as at inland control points and at the green and blue borders should be harmonised and simplified in order to avoid duplication of work and checks. In this regard a coordinated processing of controls is important and any unnecessary or double controls need to be avoided in order to improve the flow of traffic across the borders. Border and customs control should be properly coordinated. Procedures should be clear for all parties on who has authority on which issues. Procedures should contain a clear description of which types of product and control falling under whose responsibility. There should also be a clear demarcation of who checks what and in which sequence. Several specific measures to ensure the development and implementation of improved procedures for IBM are described below.

An efficient instrument to facilitate coordination and cooperation between agencies and reduce waiting time at BCPs is the "Schedule of BCP Procedures" or routing slip. It helps the agencies:

- To determine the sequence of controls at the BCP (avoiding overlapping)
- To produce an exhaustive and clear list of controls performed by the different agencies at the border, giving the time of control and the name of the officer in charge
- To establish step-by-step procedures
- To increase the transparency of controls
- To ensure a client-oriented approach
- To avoid overlap between agencies
- To establish and maintain a low-cost information exchange system

Operators are provided with the "schedule", which clearly describes the control procedures and identifies the tasks and responsibilities of the customs service and the border guard.

Handouts for participants

Points of contact between the customs service and the border guard in the general workflow of the BCP (land, air, train, sea).

Presentation

Following the structure of the handouts presentation on the main points of contact in the workflow between the customs service and the border guard at a BCP.

Questions and discussion

- Is cooperation between agencies regarding the workflow of the BCP encouraged at the operational level? How/why not?
- In which areas do you think changes are needed in order to improve inter-agency cooperation?

- Where do you see the problems/limitations regarding possibilities of improving cooperation and coordination?
- Where do you see other possibilities to further harmonise the workflow
- Are there cases where overlaps and unclear responsibilities exist?

Presentation: joint actions

Where appropriate, services should consider either joint or further coordinated controls and promote synchronisation of activities. If, for example, any control agency initiates physical examination within its authority, it should inform the other agencies so as to give them an opportunity to carry out further necessary physical examinations as appropriate, and thereby save costs and inconvenience for all the parties involved. To the extent possible, double checks of vehicles and identity documents need to be avoided.

In specific circumstances, for example, after receiving intelligence about possible smuggling of illegal substances, customs and border guard services may decide to execute specific operations to check groups of people, such as passengers on planes from certain destinations, buses from specific countries or transport vehicles/cargo from a particular operator. Where such detailed inspections are made, customs and border guard could both benefit from joint operations as both services have different tasks and access to different information.

Presentation

Description of the workflow of the joint actions.

Case study (handout for participants)

Presentation of an already implemented joint action at one BCP.

Questions and discussion

- Analyse the joint action presented on the basis of the following questions:

  ° Where do you see the "grey zones"?
  ° What would you do differently?
  ° Have you had any joint actions at your BCP? What was your experience? Were the actions successful?
  ° Could you describe the benefits and disadvantages of such actions?

ADDITIONAL INFORMATION FOR THE TRAINER

More efficient and faster controls at the border can be achieved providing that administrative procedures are simplified. In order to achieve this goal it is absolutely necessary to avoid duplication. All steps taken at the BCP thus have to be clearly defined and reviewed, taking into account the responsibilities and competencies of each particular agency, as well as their interconnection.

This procedural review will be initiated by the inter-ministerial working group. Where possible, joint controls should be introduced, taking into account best practices in EU and other countries. Following these recommendations and their implementation at the local level, benchmarks will be established with the aim of measuring and increasing efficiency. The established best practice will subsequently be laid down in a manual covering all procedures and their order at BCPs in order to ensure coordination. Reduction of excessive paperwork will be achieved through the introduction of linked and compatible information technology (IT) systems.

In order to efficiently counter cross-border crime, joint operations should be organised and implemented based upon risk analysis. Special emphasis should also be put on the joint development of contingency plans, which currently only exist for certain agencies. Regular updates of these joint contingency plans (on terrorism, epidemics, etc.), as well as relevant training of staff, should form an integral part of the goal to respond in a timely and efficient manner to exceptional situations.

IV. Communication and information exchange

Introduction

Communication between the various services needs to be given high priority. Relevant information should be shared between agencies on a routine basis. The exact nature of the information and how to exchange it needs to be determined. However, especially at BCPs, informal contacts, where information relevant only for day-to-day operations is shared directly among officers of the services, would be the most effective.

Questions and discussion

- Describe the information exchange system between the border guard and the customs service at your BCP.
- How often do you exchange information?
- Do you have any good practices that have been developed over the years to further improve the quality of your cooperation?

Presentation: regular briefings

A simple tool to improve communication among services at the border is to have regular short briefings between the focal points of the various services at the BCPs, at which they can report to each other about issues such as the announced arrival of special travellers, animals, products, etc. (important personages, large army contingents, special animal transport, dangerous goods, weapons transport and persons on special medication). Other issues to be shared could be intelligence received by one of the services concerning new smuggling tactics. This could be a starting point for common risk analysis. Meetings can be very short and focused (10-30 minutes).

Questions and discussion

- Describe the system of regular briefings between the border guard and the customs service at your BCP.
- How often do you hold these briefings?
- Do you have any good practices that have been developed over the years to further improve the quality of your cooperation?

Handouts for participants

National system of communication between the competent agencies, best practices regarding the regular meetings and briefings.

Presentation

The quantity and structure of information exchange according to national demand. Substance of the reports and the meetings.

With the ultimate goal of enabling all agencies to perform their respective tasks in the best possible way, both individually and during joint operations, information exchange between the agencies at all levels should be defined, improved and accelerated. In order to achieve this, it is necessary to ensure periodic meetings of all agencies at all levels, to define reporting procedures and to determine clear procedures for rapid information exchange, to establish an early warning system and also to introduce joint automatised and computerised logging of certain statistical data gathered by all agencies.

All endeavours to share data between agencies naturally have to be in compliance with all international and national obligations regarding data protection and standards regarding information exchange. It is also necessary to establish the joint automatised and computerised logging of special statistical data for joint risk analysis, controlling and benchmarking. For statistical data, a joint specialised working group should be established that would have competence over the implementation of the goals mentioned above. All agencies should be represented on this group. It is also necessary to ensure easy access to statistical data gathered by other agencies that will not be included in the above-mentioned joint system.

It is necessary to build up the information system by including all available media, especially by making reference to websites from all agencies on border crossings, which would then be available to users. In order to allow for fast and efficient oversight of all information associated with border crossings and the agencies involved in border management, existing websites of individual agencies should provide links to the sites of all other relevant agencies.

V. Information technology systems

Introduction

Integrated information technology (IT) systems should be developed that cover border guard, national guard and customs information. Maintained centrally, they would permit multi-agency access and sharing of information. Different levels of access would ensure that only the relevant information is shared. Because of the differences in needs between the Western Balkan countries, a needs assessment should be made in each country with regard to the type of information to be exchanged, as well as to which agencies should be included in the exchange system.

It is recommended to use databases on a reciprocal basis. This would allow for more effective performance of tasks of mutual interest. Services should aim at joint telecommunication investments that can contribute to improving the clearance at BCPs.

The development of IT systems in the context of simplifying procedures is essential:

- To ensure IT support for customs and border guard services in accordance with international and/or EU standards and best practices (e.g. blueprints)
- To speed up procedures and develop risk analysis and selectivity methods (e.g. selectivity criteria)
- To create a database with data/statistics concerning the BCP (possible exchange of information)

Issues to be coordinated:

- Standards and computer programs used
- Possibilities of exchanging data between the various systems
- Possible advantages of joint tendering for hardware
- Compatibility with existing EU systems

Questions and discussion

- Briefly describe the IT system of your BCP.
- How would you improve the system so as to strengthen the cooperation with other agencies?

Presentation: infrastructure and equipment

 In most cases, customs and border guard services are located at the BCP. Depending on the importance of the BCP, other agencies could also be located there. The infrastructure should be adapted to allow integrated control in one building (passengers and goods, except goods on trucks) in order to avoid duplication of controls and double- checking by different agencies.

Inland control

Although customs services will need to be present at the BCPs, there is a trend towards moving detailed cargo control further inland. The major advantage of inland cargo clearance is the shorter waiting time at the BCP, allowing for smoother traffic flows. Inland clearance facilities could be shared by various BCPs, which again leads to more effective use of resources.

Joint use of equipment and working tools

It is recommended to harmonise the use of technical and special equipment. At BCPs situated on the transport corridors with permanent X-ray and mobile X-ray scanner units, all agencies should be able to use the equipment. The use of identical brands or types of equipment will limit costs and contribute to more standard use of equipment.

Although service dogs are highly specialised, sharing dogs among the services could also lead to good results and cost savings.

Questions and discussion

- Describe the conditions for joint work with the other agencies.
- What kind of equipment do you think could be shared between agencies?

Unit 2. Trade facilitation curriculum

Subject:

Enhancing cooperation among the agencies dealing with consignments at border crossing points (BCPs) and consequently increasing the movement of goods, while ensuring the security of the country against consignments that could jeopardise the safety of the citizens of the country.

Objective:

To introduce and enhance efficient cooperation efficiency between the border guard, the customs service and phytosanitary and veterinary inspection services (as well the state inspectorate and sanitary inspection) by:

- Improving knowledge of the legal basis for cooperation between those agencies

- Promoting a better understanding of joint procedures

- Acquainting participants with the role of information exchange and communication between the competent authorities

- Providing a better understanding of the needs and benefits of sharing infrastructure and equipment.

Target group:

Employees of the border guard and the customs service at the head and deputy head of office level and inspectors from phytosanitary and veterinary inspection services. Total number of participants per course: 15-20. Depending on the type of BCP, employees of other agencies may be join in the training.

Trainers: Trained experts from individual agencies.

Duration: One day (8.30-15.30).

Methodology: See the introduction for trainers.

Location: Selected premises.

General objectives of the inter-agency training:

- To focus on cooperation and coordination with other agencies/authorities in border-related matters
- To improve knowledge of the legal basis for cooperation between the customs service and the border guard.
- To promote a better understanding of the joint procedures of the two agencies
- To acquaint the participants with the role of information exchange and communication between the agencies
- To provide a better understanding of the needs and benefits of sharing infrastructure and equipment

Timetable:

Contents	Duration (minutes)
Unit 2. Training on trade facilitation	
Introduction to the training	30
I Legal and regulatory framework	30
II Institutional framework	30
III Procedures	2 x 45
IV Communication and information exchange	2 x 45
V Information technology systems (including infrastructure and equipment)	2 x 45

I. Legal and regulatory framework

Introduction

Agreements between customs services and veterinary and phytosanitary inspections should be signed to elaborate on specific tasks and to clearly define the role of each agency concerned with controls, at the BCPs and inland. Agreements could ease the work, avoid problems of unclear responsibility or overlap and minimise processing time. Agreements should not be in contradiction to European Community legislation, but can contain elements needed to solve problems during the interim period pending possible EU membership.

Actual working relations between customs authorities and veterinary and phytosanitary inspection services should be elaborated upon. Procedures as to who has authority on which issues should be clear for all parties. Customs officers should be fully aware of how to act when they do find products that fall under the authority of veterinary or phytosanitary officials, also when the latter are not present. Procedures should contain a clear description of the types of product and control that come under their respective responsibility.

Agreements should preferably cover at least the following issues:

- Assistance to each agency in detecting customs crimes and offences and illegal transportation of waste, harmful chemical substances, radioactive and nuclear materials and other dangerous items across the border
- Details on the exchange of information: how, what type, in which form and how fast
- Organisation of joint training
- Procedures for cooperation
- Joint operations and controls aimed at streamlining border traffic
- Sharing and/or transfer of responsibilities

Questions and discussion (in mixed groups of 2 or 3 officers)

- List all the agreements you can think of related to cooperation between the customs service and the veterinary and phytosanitary inspection services and describe the key field of cooperation in each.

Handouts for participants

List the existing agreements pertaining to cooperation between the customs and the veterinary and phytosanitary inspection services and highlight articles relating to operational cooperation in the fields below:

- Assistance to each agency in detecting customs crime and offences, and illegal transportation of waste, harmful chemical substances, radioactive and nuclear materials and other dangerous items across the border
- Details on the exchange of information: how, what type, in which form and how fast
- Organisation of joint training; procedures for cooperation
- Joint operations and controls aimed at streamlining border traffic
- Sharing and/or transfer of responsibilities

Presentation

Building on the handouts, present the existing national situation regarding the status of the legal system as regards cooperation.

Questions and discussion (in mixed groups of 2 or 3 officers)

In which fields could you improve the quality of cooperation (laws, sub-laws, memoranda of understanding, and so on)?

ADDITIONAL INFORMATION FOR THE TRAINER

Regulations would define the competencies and responsibilities of each agency while harmonising procedures at the BCPs; remove loopholes; define common implementation procedures; regulate information exchange required for efficient execution of common objectives/tasks; execution of joint operations; planning of joint training; implementation of joint actions in accordance with the interests of the individual agencies; and would include all other issues that would facilitate more efficient inter-agency cooperation and performance.

In addition, since it is not stipulated by the existing positive regulations, such regulations should further open the legal possibility of concluding agreements with public companies and other institutions or economic entities whose interests are linked to the border, for instance, railway and port authorities, freight forwarders, airport operators, automobile associations and chambers of commerce.

The overall and permanent aim of all state administrative bodies involved in the integrated border management (IBM) concept is a coordinated and continuous harmonisation of national legislation with the EU acquis and best practices. Each agency will systematically monitor and accordingly implement any future amendments of EU legislation and best practice and, within its field of competence, introduce them into national legislation, thus avoiding contradictions and legal loopholes

II. Institutional framework

Presentation

Here the trainer should address such issues as the organisation and regulation of joint operations, the development of contingency/emergency plans and the organisation of regular round tables between the heads of services.

In addition, regular joint meetings should be established at the local and regional levels with the goal of finding solutions to joint problems, rendering assistance in the execution of tasks, as well as planning and implementing joint operations.

Exercise

Decribe the joint meeting system at the local level in general terms. What should such as system look like? What kind of information should be exchanged?

Questions and discussion

- Could you describe the regular meetings with other agencies at your BCP?

Presentation: common risk strategy

Within the EU, it has been reaffirmed that it is essential to rationalise risk management strategies and methods. This rationalisation should start with identification of those controls which can be moved without encouraging a proliferation of the risks that they address and those which have to be carried out at BCPs. The objective is to ensure that priority is given to what is necessary for security and that controls are carried out where they are most effective.

On this basis, a complete rationalised **common risk strategy** can be developed, identifying and addressing the strong and weak points of the current border-related activities.

The controls that must be maintained at BCPs as well as at the green and blue borders for reasons of safety and security have to be weighed in order of priority. All authorities concerned must work together to establish these priorities and to define the relevant common risk profiles. The profiles established must then be used to select the most useful information for risk analysis from the data made available by all the agencies concerned and to identify any improvements or innovations that may be necessary.

Handouts for participants

Main elements of the national common risk strategy.

Presentation

Based on the handouts, presentation of the national common risk strategy of the agencies involved in border security.

Questions and discussion

- Do you see the importance of such a strategy?

Presentation: contingency and emergency plans

Contingency and emergency plans should be developed to clarify the division of responsibilities in case of extreme situations, such as severe acute respiratory syndrome (SARS), bovine spongiform encephalopathy (mad cow disease, BSE), mass outflows of refugees, terrorist activity or major accidents in the border zone. These plans should be developed at the central level, but need to be adjusted for the local level; each BCP should have clear plans outlining the distribution of responsibilities and tasks among the services. Basic issues, such as the availability of contact details of the various local actors to approach in specific situations, need to be addressed.

Questions and discussion (in mixed groups of 2 or 3 officers, preferably from the same BCP)

- Do you have a contingency plan at your BCP?
- Describe the main responsibilities of the different agencies in the plan.

Handouts for participants

Main elements of the general contingency and emergency plans of the country.

Presentation

Outlines of the national emergency and contingency plans based on the handouts, giving the main bullet points of the system and points of contact to the local level.

III. Procedures

Introduction

Procedures at BCPs should be harmonised and simplified in order to avoid duplication of work and checks. In this regard coordinated controls are important and any unnecessary or double controls need to be avoided in order to improve the flow of traffic across the borders. Border and customs control should be properly coordinated. Procedures should be clear for all parties on who has authority on which issues. Procedures should contain a clear description of the types of product and control falling under whose responsibility. There should also be a clear demarcation of who checks what and in which sequence. Several specific measures to ensure the development and implementation of improved procedures for IBM are described below.

An efficient instrument to facilitate coordination and cooperation between agencies and reduce waiting time at BCPs is the "Schedule of BCP Procedures" or routing slip. It helps the border services:

- To coordinate activities between agencies
- To determine the sequence of controls at the BCP
- To produce an exhaustive and clear list of controls performed by the different agencies at the border, giving the time of control and the name of the officer in charge
- To establish step-by-step procedures
- To increase the transparency of controls
- To ensure a client-oriented approach
- To avoid overlaps

Operators are provided with the "Schedule", which clearly describes the control procedures and identifies the tasks and responsibilities of the various border agencies.

Handouts for the participants

Points of contact between the various border agencies in the general workflow of the BCP (land, air, train, sea).

Presentation

Following the structure of the handouts, presentation on the main points of contact in the workflow between the competent agencies dealing with consignments at a BCP.

Questions and discussion

- Is cooperation between agencies regarding the workflow of the BCP encouraged at the operational level? How/why not?
- In which areas do you think changes are needed in order to improve inter-agency cooperation?
- Where do you see the problems/limitations regarding possibilities of improving cooperation and coordination?

- Where do you see other possibilities to further harmonise the workflow?

Presentation: joint operations

Where appropriate, services should consider either joint or further coordinated controls and promote synchronisation of activities. If, for example, any control agency initiates physical examination within its authority, it should inform the other agencies so as to give them an opportunity to carry out further necessary physical examinations as appropriate, and thereby save costs and inconvenience for all the parties involved. To the extent possible, double checks of vehicles and identity documents need to be avoided.

Presentation

Description of the workflow of joint operations.

ADDITIONAL INFORMATION FOR THE TRAINER

More efficient and faster controls at the border can be achieved providing that administrative procedures are simplified. In order to achieve this goal it is absolutely necessary to avoid duplication. All steps taken at the BCP thus have to be clearly defined and reviewed, taking into account the responsibilities and competencies of each particular agency, as well as their interconnection.

Where possible joint controls should be introduced, taking into account best practices in EU and other countries. Following these recommendations and their implementation at the local level, benchmarks will be established with the aim of measuring and increasing efficiency. The established best practice will subsequently be laid down in a manual covering all procedures and their order at BCPs in order to ensure coordination. Reduction of excessive paperwork will be achieved through the introduction of linked and compatible information technology (IT) systems.

In order to efficiently counter cross-border crime, joint operations should be organised and implemented based upon risk analysis. Special emphasis should also be put on the joint development of contingency plans, which currently only exist for certain agencies. Regular updates of these joint contingency plans (on terrorism, epidemics, etc.), as well as relevant training of staff, should form an integral part of the goal to respond in a timely and efficient manner to exceptional situations.
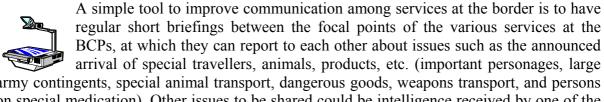
IV. Communication and information exchange

Introduction

Communication between the various services needs to be given high priority. Relevant information should be shared between agencies on a routine basis. The exact nature of the information and how to exchange it need to be determined. However, especially at BCPs, informal contacts, where information relevant only for day-to-day operations is shared directly among officers of the services, would be the most effective.

Questions and discussion

- Describe the information exchange system between the agencies at your BCP.
- How often do you exchange information?
- Do you have any good practices that have been developed over the years to further improve the quality of your cooperation?

Presentation: regular briefings

A simple tool to improve communication among services at the border is to have regular short briefings between the focal points of the various services at the BCPs, at which they can report to each other about issues such as the announced arrival of special travellers, animals, products, etc. (important personages, large army contingents, special animal transport, dangerous goods, weapons transport, and persons on special medication). Other issues to be shared could be intelligence received by one of the services concerning new smuggling tactics. This could be a starting point for common risk analysis. Meetings can be very short and focused (10-30 minutes).

Cooperation in the field of border inspections

To ensure that all consignments entering the country concerned undergo the necessary border inspection, the veterinary and phytosanitary border inspection agencies should coordinate with other enforcement services to gather all pertinent intelligence regarding consignments. This should apply in particular to information available to the customs, information on ship, boat, rail or aircraft manifests and other sources of information available to road, railway, port or airport commercial operators.

Questions and discussion

- Describe the system of regular briefings between the border guard, customs service and veterinary and phytosanitary inspection services at your BCP.
- How often do you hold these briefings?
- Do you have any good practices that have been developed over the years to further improve the quality of your cooperation?

Handouts for participants

National system of communication between the competent agencies, best practices regarding regular meetings and briefings.

Presentation

The quantity and structure of information exchange according to national demands. Substance of the reports and the meetings.

V. Information technology systems

Introduction

It is recommended to use databases on a reciprocal basis. This would allow for more effective performance of tasks of mutual interest. Services should aim at joint telecommunication investments that can contribute to improving the clearance at BCPs.

The veterinary border inspection agency should have access to the databases available to the customs services or relevant parts thereof. Subject to appropriate data security, the information technology (IT) systems used by the agency should, as far as is possible and where appropriate, be integrated with those of the customs and commercial operators in order to speed the transfer of information.

The development of IT systems in the context of simplifying procedures is essential:

- To speed up procedures and develop risk analysis and selectivity methods (e.g. selectivity criteria)
- To create a database with data/statistics concerning the BCP (possible exchange of information)

Issues to be coordinated:

- Standards and computer programs used
- Possibilities of exchanging data between the various systems
- Possible advantages of joint tendering for hardware
- Compatibility with existing EU systems

Questions and discussion

- Briefly describe the IT system of your BCP.
- How would you improve the system so as to strengthen cooperation with other agencies?

Infrastructure and equipment

Introduction

In most cases, customs, border guards and phytosanitary and veterinary services are located together at the BCP. Depending on the importance of the BCP, other agencies could also be located there. The infrastructure could be adapted to allow integrated control in one building (passengers and goods, except goods on trucks) in order to avoid duplication of controls and double-checking by different agencies.

The prevention of introduction of unauthorised animals, food, feed, plants and vegetables that may spread diseases is the major objective of phytosanitary and veterinary controls. These services should therefore be present at a selected number of specific BCPs where these animals, products or goods must be presented by importers and traders.

Inland control

Although customs services will need to be present at the BCPs, there is a trend towards moving the detailed cargo control further inland. The major advantage of inland cargo clearance is the shorter waiting time at the BCP, allowing for smoother traffic flows. In addition, infrastructure developments need not be at the border, where the topography may be unsuitable or the political situation difficult. Inland clearance facilities could be shared by various BCPs, which again leads to more effective use of resources. Clear coordination with veterinary and phytosanitary services is needed, as, according to major EC principles for veterinary border inspection, such controls have to be carried out at the state border and thus can not be moved inland. A dilemma arises when veterinary controls are carried out at the border but other control activities inland. While EU legislation allows internal controls for certain plant products, it also envisages all controls at the borders for animals and animal products, with free movement thereafter within the country.

Joint use of equipment and working tools

It is recommended to use service rooms on a reciprocal basis, taking into account however the restrictions related to the hygienic aspects of the inspected consignments and the risk of contamination. This will limit costs and permit the use of special equipment that may be unavailable to other services.

It is recommended to harmonise the use of technical and special equipment. At the BCPs situated on the transport corridors with permanent X-ray and mobile X-ray scanner units, all agencies should be able to use the equipment. The use of identical brands or types of equipment will limit costs and contribute to more standard use of equipment.

Questions and discussion

- Describe the conditions of joint work with the other agencies.
- What kind of equipment do you think could be shared between agencies?

ADDITIONAL INFORMATION FOR THE TRAINER

New BCPs should be built and existing ones improved in accordance with the regulation on standards and the conditions all border crossings have to meet for the safe and economic flow of border traffic and border control, as well as the standards, requirements and recommendations of the EU. Adequate standardised premises necessary for the operations of all agencies located at the border should be ensured in order to enable a smooth application of border crossing procedures. To that end, it is necessary to define common standards and to enable joint use of technical equipment while performing border control.

Where possible, the agencies should, besides common use of technical equipment, aim to jointly use certain premises in order both to facilitate formal and informal contacts, to increase optimum performance and decrease associated costs, and thus to ensure an optimal working environment for high-quality and efficient performance of tasks. An example could be the procurement of adequate joint equipment for the surveillance of the green and blue borders by the ministry of the interior and the customs administration.

Inland control points should be set up at transit routes where joint guard and customs control is to be carried out, with the possibility of including other agencies as needed.

ADDITIONAL INFORMATION FOR THE TRAINER

In order to ensure efficient implementation of this strategy, it is necessary to enable optimal information exchange between the different agencies by means of information and communication technology. For this purpose, it is necessary to determine the type of data and information that would be exchanged at all levels, especially at the operational level.

It is also necessary to determine the modalities of the information and data exchange and to determine the level of access needed for specific types of data and information. All measures necessary for the protection of the IT systems should be taken, regarding cryptological security and protection of data, virus protection and so on.

In order to rationalise the cost of leasing telecommunication lines from the public telecommunication operators to the BCPs, portable resources should be shared between the agencies at the BCPs.

To that end, each agency should identify its needs for portable resources and envisaged traffic, determining the capacity needed in terms of leased telecommunication equipment. This would be more economical than to have each agency leasing such equipment independently. Regarding sharing of costs, each agency should participate proportionally based on the monthly volume of traffic. All the agencies present at the BCPs should have coordinated technical standards in line with EU standards.

Part III. Annexes

Annex I. Text for a possible presentation

Efficient and effective border management will enable the citizens of the countries concerned to live in an area of security and freedom, where they can travel more freely and where their businesses can operate more easily across borders – both key prerequisites for economic growth and poverty reduction. Enhanced cross-border flows will also support the development of more open societies with a better understanding and greater tolerance of their neighbours and their cultural, religious and linguistic differences. At the same time, threats related to abuse of malfunctioning border management systems, such as smuggling of goods and trafficking in people, drugs and weapons, can be better addressed if authorities responsible for management of the crossing of state borders improve the exchange of information and cooperation between themselves and their neighbours.

Efficient border management and real border security are essential for the region and, indeed, for Europe as a whole. The European Union (EU) is committed to work with all countries to achieve, in the entire region, the goal of **open but controlled and secured borders**. This is an important element of the stabilisation and association process (SAp) which leads the countries in the region towards European integration.

Borders have to be opened wide for trade and the movement of persons. They have to be open for regional cooperation, a cornerstone of the SAp. They have to be open both within the region, but also between the region and the EU. The facilitation of regular cross-border flows furthers the economic development of the whole region. Free trade and the movement of persons are key elements of the stabilisation and association agreements.

The **borders must be closed to criminal activities** however, and to any other activity that endangers stability in the region. Trafficking of all kinds, illegal immigration, terrorism and organised crime have to be tackled throughout the region, but especially at the border crossing points. Closed doors help to prevent the extension of crime abroad, to deny impunity to criminals and to reduce their profits. The fight against crime, the strengthening of justice and home affairs institutions and the establishment of the rule of law in general are fundamental for the countries' progress towards European integration.

However, border management problems cannot be solved through action at the border alone. Closer integration between the tasks performed at the state borders and those performed by services at the central level and inland is also needed. For example, bilateral or regional trade will not automatically increase simply by improving border crossing facilities, but will also require national customs operations and other trade facilitation measures to be addressed.

Inter-agency cooperation

Inter-agency cooperation takes a more horizontal approach, whereby the services active at the border, as well as the central ministries/authorities responsible for those services, ensure proper cooperation and coordination. This starts with day-to-day operational contact at the border crossing point (both at a formal and an informal level), but extends to the need to coordinate discussion on mid- and long-term strategies. Cooperation should lead to optimal addressing of practical questions, such as the alignment of policies and practices where relevant, the development of new infrastructure and its funding, the possibility of sharing buildings and information technology services, but also the development of common training
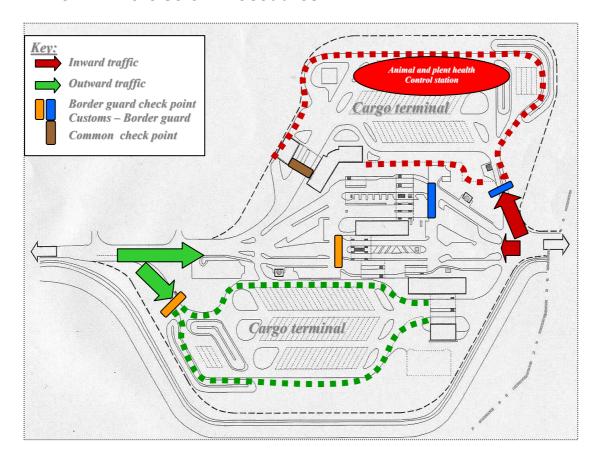
for present and new staff. For these strategic matters, an inter-agency working group should be created, discussing these matters at a higher level.

In order to achieve a comprehensive and effective border management system all the authorities and agencies involved in border issues need to co-operate closely, not only at the border and border crossing points alone but also at the central level. The aim is to increase the effectiveness of existing capacities and programmes and thus to minimise policy overlaps and inconsistencies. The overriding purpose should be for all agencies involved to ensure open, but controlled and secure borders.

Coordination between border guards, customs and veterinary and phytosanitary inspection services is essential to ensuring efficient and effective border management. Therefore the main focus here is on these agencies, and in this area customs has a special role to play. In their daily work, customs officers should have regular contacts with border guards on the one hand and veterinarian and phytosanitary control services on the other. It is therefore in the interest of the customs authorities to be active in ensuring optimal coordination between all partners.

However, the need for cooperation with other ministries or services should not be underestimated. As many states that – with international support – have invested huge sums in upgrading some of their border crossing points without consulting with all national partners have learned the hard way, there is a huge range of stakeholders whose activities and interests need to be taken into account in an integrated approach towards border management. Some of them are crucial to ensuring the proper functioning of border crossing points (e.g. the ministry of transport). Most of them are mentioned throughout the text, but – depending on local structures, of course – they could include the ministries of the interior, finance, foreign affairs, economy, defence, tourism, environment, agriculture, transport, health, telecommunications and European integration. Cooperation should also be established with cargo forwarders, carriers and other relevant interest groups.

Annex II. Exercise on Procedures

Equipment and facilities at the border crossing point

The border crossing point offers all the necessary infrastructure and equipment the different services need for their work, such as control areas for private cars and coaches beside the lines, with movable tables, adequate ramps with roofs, a fenced-off cargo area, an inspection hall and an inspection hall for phytosanitary purposes with appropriate equipment. The border guard control booths are very well equiped, with an automatic passport and number plate reader linked to the national information system, which alerts the officer in case of irregularities regarding passengers or vehicles. Data are kept for 90 days – which is considered problematic as foreigners are allowed to stay in a foreign country for 90 days and if they overstay that period, their data have already been automatically deleted. There is also a link to the national visa information system, which includes all visas issued by the consulates of the state concerned.

Mutual assistance

There is usually a general high-level agreement in the field of mutual assistance between border guard and customs services. Advice from the regional level is included therein. In their turn, the local leaders (border guard and customs) at the border crossing point also agree in a memorandum of understanding on the application of the high-level agreement and on when and how to provide mutual assistance. Control methods and workflow have also been worked out together by the agencies concerned.

Information exchange

Each service has its own database(s). Information exchange takes place orally or on paper. In practice the services have a daily information exchange and once every three months the services hold an official meeting. No minutes/reports are written on the daily information exchange, only on the quarterly meetings.

Meetings with neighbouring countries are held at the level of each service, not jointly. Border guard services have meetings every half year. The results are documented. Customs services have ad hoc contacts at the local level (points of contact are known), but no regular meetings.

Customs officers take part in training courses for the border guards and vice versa according to need and as determined by the heads of the respective services. Customs has also been organising specific training courses for border guard staff.

Joint use of equipment

There is usually an agreement covering this topic. Each service has its own equipment, but if the equipment is needed by the other service, it will be supplied with the staff.

Questions and discussion
- In which areas do you think cooperation should be further improved in the written example?

Annex III. Creative teaching methods

When creative teaching methods are to be used in a training course, the trainer should be aware of this early on and include the creative methods in his or her training preparation. Not every method can be applied at each stage of the training nor to every size of group.

One way of assisting the trainer is to compile a list of the creative methods and to categorise them in the following way:

Application	Relaxation	Preparing a response	Evaluation	Introduction	Planning	Awareness-raising	Structuring	Individual work	Work with a partner	Work in a small group	Whole group	Accompanying work

These categories give a clear overview of which method to use for which part of the training and with how many people or units each can be used effectively. The yellow boxes are parameters for certain phases of the training, for instance, the introduction. Depending on the phase of the course some methods can be applied, others not. The orange boxes describe the units or size of trainees/group that is appropriate for application of the particular method.

This categorisation of methods gives a clear overview of what is possible and how it can be applied. The list can be consulted during the trainer's preparation and offers clear hints on when and how to apply each particular method. The categories can be even more helpful when more than one trainer teaches the same content as they can then ensure that the training is given in a very similar way by all the trainers.

Fishbowl (inner/outer circle)

Application	Relaxation	Preparing a response	Evaluation	Introduction	Planning	Awareness-raising	Structuring	Individual work	Work with a partner	Work in a small group	Whole group	Accompanying work
		X				X				X	X	

Objective: Working with a smaller group within the main group.

Material: Chairs.

Time: Depends on the subject, but the inner circle should not remain in place longer than 45 minutes, because after that time the concentration of the outer circle decreases rapidly.

Procedure: A small group of trainees is asked to sit in an inner circle (one chair is left free), while the rest of group sits around in an outer circle. The inner circle starts to discuss/work on a certain subject given by the trainer. The trainer also keeps in contact with the outer circle.

If someone from the outer circle wants to participate in the discussion, he or she has to take the empty seat in the inner circle and involve him/herself in the discussion. This role can subsequently be taken by further trainees from the outer circle for a certain time. They return to their seat once their point has been discussed and another trainee take his/her place in the inner circle. The work/results of the inner circle can be discussed later on in the full group.

Info-Corners

Application	Relaxation	Preparing a response	Evaluation	Introduction	Planning	Awareness-raising	Structuring	Individual work	Work with a partner	Work in a small group	Whole group	Accompanying work
	X	X		X		X	X	X		X	X	X

Objective: Raising interest in a subject.

Material: Depends on the subject.

Time: Between 90 minutes and 3 hours.

Procedure: Information on different subjects is presented in information corners on tables, boards and so on. Each corner has its own responsible moderator. The trainees should first try to get an overview of what information is available. The trainees then decide which subject they are most interested in and want to get more detailed information on. They go to the information corner and ask for the information they need/want.

This method is also applicable in situations where in a short time a certain amount of information needs to be shared with a larger group of people. Then the group can propose where to go or the group is divided into equal subgroups and they go from corner to corner within an arranged time period.

Index Cards Query

Application	Relaxation	Preparing a response	Evaluation	Introduction	Planning	Awareness-raising	Structuring	Individual work	Work with a partner	Work in a small group	Whole group	Accompanying work
X		X	X				X	X		X	X	X

Objective: Collection of different information on a subject involving all the trainees participating.

Material: Pin board, index cards, markers, pins

Time: Approximately 30 minutes, including the time taken to do the clustering.

Transaction: In this method the trainees write their points/opinions/proposals/suggestions on index cards, which are then clustered on a pin board and categorised accordingly.

1. The trainer prepares the question for the task.

2. Index cards and markers are distributed among the trainees, who are then asked to write down on their card, in a legible way, one single piece of information per card.

3. In general the number of cards is not restricted. If the group is large, however, there should be no more than two cards per trainee.

4. The cards are collected and clustered on the pin board with the help of the trainees; the trainer does not decide where the cards need to be placed.

5. The clusters are given a heading and are numbered.

6. A further step can be to select the next topics that the work should continue to focus on.

Attention!

- No card should be thrown away, even if this is requested by the group, as doing so may offend the writer.

- Do not place one card on top of another. Every writer wants to be able to see his/her own card.

Brainstorming

Application	Relaxation	Preparing a response	Evaluation	Introduction	Planning	Awareness-raising	Structuring	Individual work	Work with a partner	Work in a small group	Whole group	Accompanying work
X					X		X				X	

Objective: To collect ideas in a short time without analysing the proposals.

Material: Flip chart, markers.

Time: Maximum 20 minutes.

Procedure: The trainer asks the trainees to make proposals on a certain topic. He or she writes down the replies without any comment. The following rules should be followed:

- Quantity is more important than quality.
- No criticism is allowed.
- Let yourself be inspired by the other trainees' ideas.

After the brainstorming the proposals are dealt with individually.

Mind mapping

Application	Relaxation	Preparing a response	Evaluation	Introduction	Planning	Awareness-raising	Structuring	Individual work	Work with a partner	Work in a small group	Whole group	Accompanying work
		X			X		X	X	X	X	X	X

Objective: To collect information that is related and needs to be structured.

Material: Flip charts, markers.

Time: Approximately 20 minutes.

Procedure: Trainees are requested to put together all their thoughts and ideas on a complex subject. They write down the words on flip charts, but may also draw little pictures to accompany or replace the words. The subject is placed in the centre. Around this subject all the other points are placed like a map. More important ideas are closer to the centre, while less important ones are placed further out. Mind maps enhance communication and can be designed in colours and with pictures.

To ensure the involvement of every trainee, groups should never comprise more than four people.

This method is also very useful for trainers in preparing the content of a training course.

SWOT analysis

Application	Relaxation	Preparing a response	Evaluation	Introduction	Planning	Awareness-raising	Structuring	Individual work	Work with a partner	Work in a small group	Whole group	Accompanying work
			X		X					X	X	

Objective: A "SWOT" analysis can be helpful when one is assigned new tasks, as it enables one to gain a critical view of the current situation and to develop a realistic approach on how to continue.

Material: Flip charts or pin boards, markers.

Time: Approximately 30 minutes.

Procedure: S = Strength   **W** = Weaknesses   **O** = Opportunities   **T** = Threats

For an analysis of these four parameters, the following matrix should be used:

	Strengths	Weaknesses
Opportunities		
Threats		

Some points to keep in mind:

- The activity should be motivating, not demoralising.
- Trainees should make their own decisions.
- The tasks assigned should be clearly defined.
- There should be no overlapping of responsibilities.
- Trainees should work in teams.
- There should be no clear leadership, but rather a team structure.
- Team members shall cooperate not steer each other.
- Coordination of and among members of the group should be encouraged.
- The exercise should be enjoyable and entertaining!

Annex IV. Model for a training plan

Subject	Technically responsible	Course organiser	Trainer(s)	Capacity planning				Target group		Obligatory
				Number of seminars	Trainees per sem	Duration (days)	Duration (training units)		Total number of seminars	

Design				Number of trainees/units					Cost
Main objective	Content	Remarks	Location		Total number of trainees	Training days	Trainer days (internal)	Trainer days (external)	

Annex V. Evaluation form

Title of the training course:

_____

Dates of the course:
From_____ To_____

Please respond to the following questions by ticking (√) one box only for each question. Your views are very important to us and will help us to improve our courses, facilities, and so on.

General

1. Overall, my satisfaction with this course was: High ☐☐☐☐☐ Low

2. The benefit of attending this course was: High ☐☐☐☐☐ Low

3. The relevance of this course for my future work: High ☐☐☐☐☐ Low

4. I was the right target person to attend this course: Yes ☐   ☐ No

Organisation of the course

5. Overall, my satisfaction with the organisation of the course was: High ☐☐☐☐☐ Low

6. Did you receive practical information (about accommodation and other facilities) prior to the course?   High ☐☐☐☐☐ Low

7. Did you receive the invitation in time ?   Yes ☐   ☐ No

Course materials

8. Did you receive any materials (handouts, overheads)?   Yes ☐   ☐ No

9. The usefulness of the course handouts was: High ☐☐☐☐☐ Low

Please comment on the above questions if you wish (on possible improvements)

_____
_____
_____
_____
_____
_____
_____

Trainer [add the name of trainer and extra questions per trainer or these for all of them]

10. The trainer's level of competence was: High ☐☐☐☐☐☐ Low

11. The delivery was comprehensible: High ☐☐☐☐☐☐ Low

12. The trainer adjusted the training to the experience of the participants: High ☐☐☐☐☐☐ Low

13. The trainer spoke at a suitable speed: High ☐☐☐☐☐☐ Low

14. The length of the training course was: Too long ☐ / Ideal ☐ / Too short ☐

Course facilities

15. The quality of the course facilities (classroom /meeting room, communication aids) was: High ☐☐☐☐☐☐ Low

16. The quality of accommodation (sleeping quarters, meals, services, etc.) was: High ☐☐☐☐☐☐ Low

17. The quality of the administration (staff responsiveness, etc,) was: High ☐☐☐☐☐☐ Low

Interpretation [if any]

18. The quality of the interpretation was: High ☐☐☐☐☐☐ Low

19. The level of support from the interpreters during working groups was: High ☐☐☐☐☐☐ Low

20. The efforts made by the interpreters were: High ☐☐☐☐☐☐ Low

Please comment on the above questions if you wish (on possible improvements) and make any other general comments on the course as a whole

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