Title: Eastern border management and infrastructure

Sub-programme: Justice and Home Affairs

Location: Eastern border region of Poland - frontiers of Russia, Lithuania, Belarus, Ukraine and Slovakia

Objectives: The objective of the programme - to be achieved well before Poland’s entry to the EU - is to bring the Eastern border up to the Schengen standard which means sealing the ‘green border’ against any intrusion and enacting controls on the official crossing points according to the EU Schengen rules which are being established in the EU Treaty currently under ratification.

Description:

The building up of the management of the Eastern border of Poland to the level required for EU membership is the main short term Justice and Home Affairs priority - identified in the Accession Partnership and confirmed in the NPAA which itself follows on from the declaration of intentions made by Poland in March 1997 to that effect.

The final objective of a ‘sealed’ border outside the official crossing points and the application of Schengen controls at all official points of entry will be required by the EU by the time that Poland enters the EU since there can be no transition period for JHA Acquis.

The detailed strategic approach to the management of the Eastern Border of Poland is described in documents which are classified according to Polish internal security rules - however the approach can be described as follows:

The sealing of the Eastern border using high technology ‘soft security’ methods with a similarly highly equipped border guard was initially examined but since it was well beyond the reach of the Polish budget could not be envisaged. Therefore on the basis of EU MS experience and practical necessity, the ‘medium’ technology approach using border guard patrols which are targeted using ‘security intelligence’ has been chosen and is proving the most cost effective solution.

The consequences of this decision are that basic staffing and equipment structure calculations can be based upon well known 'military methodology' but the training needs have to be developed according to a 'civilian' requirement.

The logistical support for the 'medium technology' approach falls into the following headings as confirmed by the MS Border Management Group:

- Communications : for maintaining command access to all operational units
- Surveillance : to rapidly detect intrusion
- Mobility : to guarantee rapid intervention (within 25 minutes)
• Tactical Support: to ensure complete operational ability of all patrol units

• Education and Training: to ensure the maintenance of 'civilian' approach and law enforcement

The calculations have indicated a certain level of logistical support but the inventory of the Polish Border guard shows it to be deficient in basic needs which the annual investment budget amounting to about 45 mecu can only supply over a period of years.

For this reason - in view of the calendar of accession - Phare assistance has been requested in order to bring the Border Guard up to strength over the years 1997, 1998. For the needs of 1999 and beyond the Border Guard, within the PL/MS working group 'Net Assessment' is carrying out a joint analysis of needs (threat assessment) compared with capacity (institutional audit).

Following an intensive schedule of discussions between EU MS and Polish Experts an agreed package of proposals was decided under Phare 1998. It should be noted that these justifications are not in priority order.

1. Communications and Information Technology

To manage any border effectively, it is essential that the security forces have proper and effective means of communication. However, in the case of the Polish Border Guard and National Police, the existing systems are predominately older generation equipment and do not offer comprehensive coverage of the eastern and south-eastern border regions.

It is essential for the Polish Authorities to create a modern, integrated, digital telecommunications system which can operate in all conditions and provide the agencies with secure and reliable means of communications. Furthermore, through a systematic re-equipping of the units at the border, at district level and those at the interior, it is anticipated that not only the Border Guard and Police will benefit from such an upgrade but also other agencies such as Customs, Emergency Services, Veterinary and other specialised agencies responsible for maintaining public safety.

Additionally, given the scope of the damage of the floods last year in Poland and the role of both the Border Guard and Police in Crisis Management and Civil Emergency Planning, it is anticipated that the introduction of modern telecommunication systems and information handling and retrieval systems will greatly assist the communication strategies of Central and Local Authorities in relation to their key border management agencies.

In conclusion, the Experts believe that a significant proportion of the funds available should be allocated to the above. It will make an operational impact in the border region and will undoubtedly enhance the inter-operability of the Border Guard and Police in the border zones. More modern and effective communications will improve response times at the border and greater informatics systems will improve the rate of checking and detection at official border crossing points.

The COP97 is allocated to ensuring a complete radio communications coverage of the Eastern Border so that all patrols can be kept in contact and to building a backbone network based on
multiplexers for data, fax and voice transmission. The current programme is designed to building up the digital transmission inter regional links along the Eastern border and to equipping the border control check points with computers for entry / exit checks.

Principal purchase: Civilian specification data transmission multiplexors for wide band transmission, encryption, secure lines with re-routing, transmission management processors - plus end devices.

2. Surveillance

The Polish eastern border is about 2,200 km (including 400km with Slovakia) and in many areas difficult to observe. The terrain is often a barrier to effective surveillance by conventional means and even by active and passive sensors.

However, given the weakness of the border management infrastructure in the East and the inadequacy of the manpower levels on the border, the Polish Border Guard desperately needs to utilise technology as a force multiplier. As a result, many forms of alternative surveillance means have been considered by the Polish Authorities and acknowledging that an effective surveillance system incorporates both men and machines, under Phare 1998, the provision of airborne surveillance sensors and mobile vehicle mounted sensors are foreseen. The airborne surveillance is to be mounted on the new aircraft which will be coming into service in June 1998.

This request was scrutinised carefully by the Border management Expert Group, often highlighting the problems associated with operating such systems. Adverse weather can often hamper airborne surveillance, whilst difficult terrain and climactic conditions can often degrade mobile observation observations. However, it was obvious to the Expert Group that this request had been well thought out. Technology has to make up for the lack of manpower, at least until the Border Guards deployment to the East is complete. The equipment requested by the Poles is modern but in operational use by many forces in the EU and therefore has become familiar to them over the last few years. Granted, the deployment of such assets must be considered carefully, particularly given that the Polish Authorities would have few assets to use. Consideration will be given to the maintenance and supply of spare parts to these devices.

In conclusion, the Expert Group thoroughly recommended the procurement of such equipment as a necessary tactical device which could, if operated efficiently and effectively, greatly enhance the detection rate of illegal activity on the border and indeed act as a deterrent by its presence.

Principal items to be purchased: Civilian specification: night and enhanced vision surveillance devices with analysis for aircraft mounting.

3. Mobility

Another factor which is exceedingly important regarding border management is the ability to project force across the whole length of the border. This is certainly acknowledged by the Polish Border Guard and this axiom is familiar to them. However, the current mobility of the agency is seriously impaired through a lack of modern vehicles and machines capable of operating in difficult terrain and in all weathers.
The Polish Border Guard faces a warranty problem as many of their machines are former Soviet-produced vehicles. They are operationally inferior to western machines, most are in poor serviceable condition and a reliable flow of spare parts is difficult to imagine, particularly as many of the factories that manufactured them have long gone out of business in the FSU. Therefore it was no surprise that the Expert Group rapidly acknowledged that this is a serious problem which must be recognised and fully supported a procurement programme which, in the first instance, replaced those ex-Soviet machines by modern 4 x 4 cross-country patrol vehicles.

Agreed also was a smaller request for motor bikes and snowmobiles, which recognised the type of terrain in which the Border Guards have to patrol and the extreme climactic conditions. Such machines are not luxuries but rather the necessary platforms which ensure a continuous presence on the border.

Principal purchases : 4x4 patrol vehicles, motor bikes and snow mobiles

4. Tactical Support

Technology is only as good as the people who operate it and therefore the Expert Group strongly supported the proposal of the Polish Border Guard to enhance the capabilities and well-being of the individual officer.

Following on from a process initiated in 1997, the Polish Border Guard sought to allocate Phare funds to provide personal equipment such as warm-weather clothing, bullet-proof vests, night vision devices and new protective headgear. As the Expert Group were aware, service on the Polish eastern and south-eastern borders can be extremely difficult. Whilst the weather does play a significant role, so too does the ever-increasing threat from violent organised crime, particularly from armed gangs. The requests for bullet-proof vests and Kevlar helmets must be seen in this light, again not extravagance but essential life-saving personal equipment. The Expert Group convinced the Polish authorities to concentrate the allocation of this support to the most urgent problem areas including the South East.

The Expert Group fully endorsed such a request and considered the well-being and morale of the officer a crucial factor in border management and insisted that the Polish Border guard concentrate the deployment of these items on the most critical South West border.

5. Education and Training

The Border Management Expert Group from the outset had made it a rule that no requests for equipment would be recommended without a significant training component and therefore the Polish Border Guard and Police jointly established their immediate 'skills and 'know-how' priorities for the 1998 programme.

The premises of two training centres of the Border Guard in Ketrzyn and in Koszalin, as well as of the Police training centre in Legionowo, can be used for the purpose of the training courses under the present project.

The main thrust of the training is twofold: firstly to enhance the professional capacity of the institution itself and secondly, through the greater acquaintance of the EU services, ensure that the agencies fully meet the standards accepted within the Union.
The main elements of the training package are language training, Schengen application, Criminology, legislative background and Crisis Management.

*General objectives:*

- development of effective border management;
- implementation of migration policy and the new asylum system;
- implementation of fight against organised crime;
- implementation of reforms of legislation on aliens;
- completion of alignment to international conventions, notably in view of the Schengen acquis.

*Specific objectives:*

- enabling the staff of the headquarters of the Border Guard, Police and Immigration Services short to communicate with similar services of the Member States and to understand the relevant EU documentation concerning standards and procedures;
- facilitate the efficient performance of the duties of the border guards serving on the border through improving their knowledge of foreign languages;
- creation of a professional public relations service in the headquarters and branch offices of the Police, Border Guard and Voivodship Offices.
- increase in the level of knowledge on the equipment and systems applied in the Member States in border protection and in border movement control to be able to take the proper decision on the solutions to be applied in Poland;
- draft the implementing procedures related to the migration law in accordance with EU standards;
- set up procedures for efficient operation in emergency situations;
- set up a criminal case analysis system based on the co-operation between the Border Guard and the Police in accordance with EU standards;
- increase the level of knowledge on the Member States’ structures dealing with combating of illegal migration with a view to set up the Polish Immigration Board in accordance with EU standards.

*5.1 Language training*
Language skills are considered essential so as to deepen the high level technical service contacts between EU MS services and the Polish side plus ensure a basis knowledge for the operational level. Therefore the main priority of this project is training in foreign languages in the following order of importance: English, German and French language.

Improving of the knowledge of foreign languages is encouraged within the Border Guard through a special bonus system. Examination commissions are called at least once a year to determine the level of the knowledge of foreign languages of the officials of the Border Guard obliged by a Decision of the Commander in Chief of 10.3 1998 to have a command of a foreign language.

Up to now several language courses were carried out for the Border Guard but their scope was very limited in relation to the needs. The School of the Public Administration and the Goethe Institute delivered courses in the German language focusing on the specific needs of the Border Guard. There is also an evidence of the English language courses delivered by the British Council. This experience will be helpful in setting up the ToRs for the delivery of future courses focused on the specific needs of the Border Guard, Police and Immigration Services.

It is estimated that about 500 persons from Border Guard, Police and Immigration Service should be trained:

- training courses at the Border Guard Headquarters, Police Headquarters and Immigration Service offices;
- training courses at the Warsaw International Airport;
- stationary training courses at the Border Guard and Police training centres;
- language training combined with traineeships at the services of the Member States.

It is also envisaged to purchase equipment for the training centres of the Headquarters of the Border Guard and the Police, as well as for the Personnel and Training Offices of the Border Guard and the Police, such as TV sets, video equipment, computers, photocopy machines, books, etc.

5.2 Technical training

It is envisaged to carry out series of training courses and twinning arrangements including the following fields:

- Relations with the Public/Local Population - seminars on communication skills for 100 officers of the Police, Border Guards and the Immigration Services responsible for maintaining of contacts with media and local communities. Co-operation with local population is essential for the success of operations and daily work of the services concerned. Objective: to create a professional public relations service in the headquarters and branch offices of the Police, Border Guards and Voivodship Offices.

- Equipment and systems applied in the MS-s in border protection and in border movement
control - establishment of MS/PL working group to carry out benchmarking analysis with a view to determine an optimum technical and systemic solutions to be applied in Poland in line with the EU standards. Studying of the following subjects is the priority: i) vision observation systems (FLIR, LLTV, etc); ii) radiolocation and observation system; iii) data protection (SIS); iv) checking of travel documents.

- EU legal systems and procedures concerning immigrants - continuation of 1997 project; establishment of the MS/PL working group which in liaison with the Task Force for JHA will provide input into drafting the implementation procedures related to migration law in line with the EU standards.

- Crisis management - seminars/workshops for around 70 officers from the Border Guard, Police and Immigration Services to acquire skills and knowledge in the field of operations in emergency situations, such as: natural disasters, social unrest and increased immigration flows. The methods of co-operation between different institutions within one country and between neighbouring countries should be analysed as an essential factor for an effective border management. As a result procedures for operations in emergency situations will be drafted.

- Criminal case analysis - basic training and on-job training for the Border Guard and the Police. Following a feasibility analysis defining the roles and training needs of the Border Guard and the Police, series of seminars, secondments of MS experts and possible twinning are previewed. The objective is to train at least 50 officers in the methods of criminal analysis (matching of criminal cases and identifying their perpetrators) and to establish a comprehensive system for the use of the border Guard and the Police. Crime prevention centres should be established on local level. As a long term objective, the Border Guard together with the Police will become more effective in the fight against domestic and international crime due to their improved skills and knowledge in this field acquired through training by the MS experts.

- Structures of immigration services - study visits to the Member States to increase the level of knowledge among the Polish decision makers on the Member States’ structures dealing with combating of illegal migration with a view to set up the “Polish Immigration Board” in accordance with EU standards. Currently the following services are charged with migration matters in Poland: Department for Migration and Refugee Affairs at the Ministry of Internal Affairs and Administration, the Border Guard and Police.

Besides technical assistance of the Member States and Commission’s experts for the planning and the implementation of the programme, will be financed through this project.

**Specific comments of EU MS operational service experts (Border Management Group)**

Although all of the above measures will contribute to enhancing institutional capacity, the Polish agencies expressed an interest to develop the twinning concept. Admittedly as this is a rather new concept, plans for adoption of twinning practices have still to be elaborated. Nevertheless, recognition of its value and a willingness to undertake twinning by the Polish Border Guard and Police is an exceedingly positive step and shows a professional attitude by the agencies concerned.
• The Polish Border Guard are still grappling with the considerable effort to shift a significant proportion of their assets from a western focus to an eastern focus and Polish finance is contributing to this process as well as Phare assistance.

• The Polish eastern border still lacks the basic infrastructure to support an enhancement in manning and therefore the border must still be considered undermanned.

• The Polish Ministry of the Interior has deployed additional Vistula troops to the border region but this is a stop-gap measure and has not to date diluted the Border Guards efforts to strengthen the borders.

• Transfrontier organised crime on the Polish eastern and south-eastern border is increasing in scale and the modus operandi of the criminal gangs is shifting from attacks on border-crossing activity to criminal assaults on Polish citizens and property deeper into the border zone. This trend is worrying, especially as both the Border Guard and the Police are facing organised criminal gangs who are better armed and equipped that the security forces and who believe they can act with impunity.

With these facts in mind, the Expert Group engaged their Polish colleagues in a series of discussions in order to refine the Polish requirements for 1998 into the comprehensive portfolio of projects which clearly built on the 1997 Phare TA and took into consideration the circumstances outlined above. It is the opinion of the MS experts that this is the optimum use of the funds available but note also that the actual needs are much greater and will be definitively defined as a result of the Net Assessment exercise which is being conducted.

Institutional framework

17,000 persons are employed by the Polish Border Guard including 3000 persons serving as the alternative to their military service. 420 persons work in the headquarters in Warsaw. Each year an assessment is carried out on the level of skill and conduct of each border guard - with subsequent measures taken to improve / reward where appropriate.

As far as the total Police manpower is concerned, there are 102,000 officers and 17,000 civilians. Women constitute 10% of the total work force both in case of the Police and the Border Guard.

Implementing Agency and Arrangements

This project will be managed by the Implementing Agency at the Ministry of Internal Affairs under Phare DIS procedures, and by the Commission.

The 1998 project follows on directly from the 1997 and builds upon it. The equipment specifications will therefore be made by the established PL/MS working groups.

The Border Management Group will steer the operational aspects of the implementation using MS and PL specialised services.

For the equipment components of this project - detailed technical specifications will be drawn up by the respective MS/PL working group and the collected ToRs used for establishing a 'procurement agent' contract.
In respect of training for language skills this will be similarly specified and tendered, but where operational training is concerned this will be carried out by EU MS services - building on bilateral activities and experience where possible.
The Polish Border Guard provided the supporting structures necessary under the guidance of the Ministry of the Interior.

**Institutional Building Plan**

The Border Management Group have given a positive assessment to the current deployment and organisation of the Polish Border Guard which is based on a simple threat / response ratio and as a result have taken the base line requirements in personnel and equipment as a foundation. However, both the Polish Border Guard and the Border Management Group recognise that the dynamics of the situation are leading to significant changes in requirements without these being properly assessed. Therefore a special MS/PL working group has begun work on ‘Net Assessment’ (Threat Analysis / Institutional Audit) so as to define the optimum response over time - which will result in possible re-deployments and institutional developments and input for the support under the 1999 Phare allocation.

**Implementation schedule**

<table>
<thead>
<tr>
<th><strong>ToRs ready</strong></th>
<th><strong>Start of tendering</strong></th>
<th><strong>Start of project activity</strong></th>
<th><strong>Completion</strong></th>
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**Budget:**

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<th></th>
<th>Investment</th>
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<th>Recipient</th>
<th>IFI</th>
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**Equal opportunity** : The Polish Border Guard ensures equal access to all posts and recruitment.

**Environment** N/A

1 The amount indicates the annual Polish government contribution for the Border Guard and includes the allocations set aside for building the complementary infrastructure especially Border Surveillance Posts.
Rates of return N/A

Investment criteria N/A

Conditionality and sequencing:

The Polish Border Guard will ensure:

- full basic infrastructure / maintenance for the equipment
- completion of the building schedule for the border posts (one per 20km)
- agreement to a full joint (MS/PL) institutional audit / threat analysis and subsequent taking up and implementing the resulting institution strengthening plans
- the necessary coordination with the other PL ministerial services including the MFA
- ensure that the long term career prospects are available to all recruits
- ensure premises and personnel for the conduct of training courses
- ensure adequate working conditions for seconded experts.

The Polish Police will ensure:

- ensuring full basic infrastructure / maintenance for the equipment
- maintaining the necessary co-ordinating with the other PL ministerial services including the MFA
- ensure that the long term career prospects are available to all recruits
- ensure premises and personnel for the conduct of training courses
- ensure adequate working conditions for seconded experts.