1. Basic Information
1.1. Desiree Number: PL0005.01
1.2. Project title: Twinning for border and visa policy
1.3. Sector: Administration
1.4. Location: Poland

2. Objectives
2.1. Wider objectives
• Achieving compliance with Schengen standards, stated in the Protocol to the Amsterdam Treaty, on the future external border of EU located on the territory of Poland.
• Reaching compliance with priorities defined in the Accession Partnership and the National Programme of Approaching Accession in the field of JHA.

2.2. Immediate objectives
• Development of effective border management and control system.
• Alignment of Polish visa, migration and asylum policy with EU standards.
• Combating illegal immigration.
• Reinforcement of institutional and administrative capacity of state agencies responsible for border control and management and implementation of Polish visa policy.

2.3. ‘Accession Partnership’ and ‘National Programme of Approaching Accession’ priority:
AP: Short-term objectives: Implement national integrated inter-agency border management strategy with particular attention to the budgetary requirements of the eastern border; and Continue to align visa regime and legislation on foreigners.

Medium-term objectives:
- upgrade law enforcement bodies (...) in particular in border control and illegal immigration to enable full participation in Schengen Information System and continue to fight organised crime, drug trafficking,
- continue alignment of Polish visa policy and practice with the EU legislation,
- align legislation and administrative capacity for implementation of asylum and migration acquis – for full reciprocal co-operation with the EU,
- implementation of integrated border strategy to facilitate readiness to undertake the obligations of the internal market.

NPAA: Priorities defined in part No 3.7.1– ‘Justice and Home Affairs’:
- implementation of migration and new asylum system (priority 3.7.1.1),
- adjustment of visa policy to the Community system (priority 3.7.1.2),
- approximation of the national frontier protection to the Community requirements (priority 3.7.1.3).

This project was prepared on a basis of „General JHA expert mission to Poland, 22-26 June 1998”.

3 Description
3.1. Background and justification
According to the guidelines for PHARE 2000 program and following the PHARE ’98 and PHARE ’99 programmes, the twinning is included into PHARE 2000 project, which will be carried out in the form of training, study visits and internships. The separate twinning agreement between Poland and EU countries is planned to be signed.

The aim of training within PHARE 2000 is: firstly – to improve professional skills of services, secondly – thanks to better knowledge of the UE sister services, to ensure the full compliance of the Polish services with EU standards.

3.2. Linked twinning activities
Twinning 2000 is a continuation of the EU twinning programmes addressed to Polish services responsible for border protection and migration and asylum matters.
- Twinning ’98 ‘Eastern Border Management and Infrastructure II – programme is in the phase of realisation:
Component 1: Schengen
Sub component 1A
• organisation and running of Border Guard Headquarters
• internal control of bodies
• discipline and action to combat illegal immigration networks
• action to combat illegal immigration networks
• action to tackle the problem of forged and fake documents
• police co-operation in the Schengen Framework
• improving training

Sub component 1B
• employment – implementation of border guard measures at Poland’s future external border
• advanced professional training measure: Border Guard training for Multipliers (seminars on National and International law on border police employment theory and on crime control)
• Schengen in theory and practice (seminar and visit to border police offices in Germany)
• advanced professional training measure: Information collection, processing and analysis in Poland and Germany (seminar on data processing methods, visit to border police offices for data processing in Germany)
• police compensation measures: study trip to Germany
• controls conducted at air and sea ports/railway stations

Sub component 1C
• document related training
• immigration work inland
• removal of illegal immigrants

- Twinning '99 'Reinforcement of home affaires administration and border management’ – programme is in the phase of drafting the covenant.

Border management and control
• continue to advice the Polish border guard on the development and improvement of organisational structures at the external and maritime border
• continue to advice the Polish border guard on matters concerning structural changes at the EU internal borders
• advice on the development of counter-measures in the case of corruption
• continuation of advice on development and improvement of border control and surveillance management and procedures
• advice on matters relating to the co-operation with border police forces of other EU Member States
• training modules organised by Border Police College
  Module 1 – The law of the European Union
  Module 2 – EU law and national law
  Module 3 – EU legal acts which are important for border guard forces
  Module 4 – Entry of persons entitled for freedom of movement under EU law
  Module 5 – Introduction into the Convention on the Application of the Schengen Agreement (CAS)
  Module 6 – Entry requirements pursuant to CAS
  Module 7 – Right to entry, transit and short stays for holders of national residence permits or national visa pursuant to CAS
  Module 8 – The Schengen Information System

Asylum and migration
• training of the operators of the information system at its various levels, provided for the Polish consular and immigration staff
• technical aspects of connecting national information systems with SIS

3.3. Results
The activities carried out in the form of twinning will strengthen the administrative capacity of Polish agencies responsible for efficient management of Poland’s eastern border and improve the quality of services delivered to aliens. The training and assistance provided in the framework of twinning aims to:
- increase the level of knowledge about equipment and systems applied in EU member countries for border protection and the border traffic control,
- give better insight into the structure of EU members and their information system concerning visa policy and practice,
- create basis for information exchange with the SIS system.

3.4. Activities
The project is addressed to develop and strengthen the institutional capacity of Polish agencies responsible for border protection and visa, migration and asylum matters.
Modernisation and development of Polish eastern border

Recipient: MIA – Headquarter of Border Guard

The following activities are to be implemented in the framework of twinning assignment:

1. Immigration policy
   The series of training focusing on immigration policy in wide meaning, concerning:
   - law order of the EU regarding the immigration policy;
   - combating of illegal immigration (esp. organised groups responsible for people trafficking),
   - system of border control and protection (internal and external borders) according to Schengen Agreement

2. Criminal analysis
   The main objective of this activity is to create a criminal analysis system for Polish Border Guard and to establish regional centres of criminal analysis. The training will be addressed to officers from investigation departments, criminal laboratories, trainers from BG training centres.

3. Intervention in crisis situation
   The objective of the training is to develop activities in case of bomb attacks and the liquidation of danger in such cases. The training will be addressed to officers from pyrotechnics groups in airports, the special dogs’ handlers, trainers from BG training centres.

4. Data collecting and processing
   The objective of this activity is to create a data exchange system (esp. confidential information) with the Police, customs and immigration offices and with relevant services all over Europe. The scope of training is following:
   - data collecting,
   - data cataloguing,
   - data processing,
   - operational data transmission and utilization
   - NSIS – organisation and managing of computer systems in BG.

5. Inter-institutional co-operation
   Principles of co-operation between BG, Police, custom offices, immigration offices and local administration in EU countries. Police co-operation in case of combating organised crime (division of competences, data exchange, common police border station, action in crisis situation).

6. Enrolment to the services – personnel and training policy
   The objective of this activity is to adopt methods and solution existing in personnel policy in police services of Member States:
   - methods of enrolment to the service,
   - psychologist role in enrolment process,
   - motivation systems,
   - management of human resources,
   - system of basic and professional training,
   - preparing of training programmes,

7. Use of technical equipment used in border control
   Technical equipment has significant influence on effective border protection and on border control efficiency. Thus the following training activities need to be included in the programme:
   - vision observation systems,
   - radiolocation (also sea border),
   - telecommunication system used by police forces in EU,
   - computer systems directly on border crossing points,
   - automatic equipment for travel document checks,
   - other technical equipment used in border protection.

Harmonisation of Polish visa and migration-asylum policy with EU requirements

Recipient: MIA – Department of Border Protection, Migration and Refugees, MFA – Consular Department

Scope of the twinning assignment:
- training in the field of IT system design, management of NSIS type database and communication network,
- training in procedures with regard to EU acquis – SIRENE, Dublin Convention,
- implementing a national automatic fingerprints identification system (AFIS), including EUROPOL provisions,
- setting up of computerised centre of information on the countries of origin.

The PAA post is expected in the framework of twinning. The successful candidate for PAA should have sufficient experience in the above mentioned matters and management skills and be fluent in speaking and reading the Polish language. The PAA will be involved in:
- securing the effective co-ordination and implementation of the twinning project’s objectives and the delivery of planned outputs by day to day management of the project;
- on consultation with relevant representatives of EC Commission, the Polish authorities and the twinning partners looking to secure necessary support and back-up required to implement the project;
- assisting the Polish Ministry if Interior and Administration to define and implement its strategic objectives, esp. related to border protection and management.

The PAA will be placed in the Ministry of Interior and Administration for 12 month period.

4. Institutional framework
The Ministry of Interior and Administration (MIA) is a leading agency of the programme. Project will be implemented in co-operation with the Ministry of Foreign Affairs (MFA).
Main institutions involved in the project (in order presented in the description):
- Headquarters of the Border Guard (MIA),
- Department of Border Protection, Migration and Refugees (MIA),
- Consular Department (MFA).

1. Development and modernisation of Polish Eastern Border management
There are 17 000 persons 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, and 4145 persons at the eastern border – 13,7% more comparing to 1997. 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. Similar as in case of Police, women constitute 15.8 % of the total work force of the Border Guard.

2. Harmonisation of Polish visa and migration-asylum policy with EU requirements
The project is directed to the Ministry of Interior and Administration (MIA), to the Ministry of Foreign Affairs (MFA), to Heads of Provinces, to the Border Guard, and to the Council on Refugees. Their respective responsibilities are:
MIA – a suitable development of the existing data processing system, to ensure the implementation of the Aliens Act (dated 25 June 1997) and the Citizenship Act (dated 15 February 1962, with subsequent amendments), and an expansion of the updated information system, to make it accessible to all authorised agencies. There are 55 people working in the Department of Border Protection, Migration and Refugees of MIA.
MFA – Training of consular and communication staff, development of present information systems and updating of existing data processing facilities and communications with outposts abroad The work force of MFA including Consular Department, which need to be trained, consists of 724 persons.
The 16 provincial (voivodship) government offices – training of personnel, ensuring the current operation of the data processing system as described above, and due involvement in the updating of the system.
Border Guard (11 main offices and 90 border checkpoints) – same tasks as above.
Council on Refugees – training the personnel, substantive co-operation in the enhancement of the system.
The institutional framework may be broadened due to subsequent inclusion of the authorised users of the system into the project, including the next Border Guard outposts in the framework of continued development of the infrastructure on the Eastern border.

5. Budget in EURO (mln)

<table>
<thead>
<tr>
<th></th>
<th>Investment</th>
<th>Institution Building</th>
<th>Total PHARE</th>
<th>National Cofinancing</th>
<th>Total</th>
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<tbody>
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<td>Twinning</td>
<td>1.5</td>
<td></td>
<td>1.5</td>
<td>0.375</td>
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</table>

The Polish authorities have assured that the Government cofinancing is available either through the reserve budget foreseen specifically by the Ministry of Finance for this purpose each year, or directly through the budget of the relevant Ministry.

6. Implementation arrangements
6.1. Implementing Agency
PAO: P. Samecki, Undersecretary of State at the Office of the Committee for European Integration
Al. Ujazdowskie 9, Warsaw. Tel.: 4822 694 75 42, 4822 694 7195, 4822 694 6064. FAX: 4822 694 7194, 4822 625 0380. CFCU: Foundation “Cooperation Fund”, 6/12 Nowy Swiat St., 00-400 Warsaw.
The CFCU is responsible for handling tendering, contracting and payments of contracts on behalf of the Ministry of Interior and Administration which itself shall be responsible for preparing projects and managing their technical implementation.

6.2 Twinning:
The PAA post is expected in the framework of twinning. The successful candidate for PAA should have sufficient experience in the above mentioned matters and management skills and be fluent in speaking and reading the Polish language. The PAA will be involved in:
- securing the effective co-ordination and implementation of the twinning project’s objectives and the delivery of planned outputs by day to day management of the project;
- on consultation with relevant representatives of EC Commission, the Polish authorities and the twinning partners looking to secure necessary support and back-up required to implement the project;
- assisting the Polish Ministry if Interior and Administration to define and implement its strategic objectives, esp. related to border protection and management.

The PAA will be placed in the Ministry of Interior and Administration for 12 month period.

6.3 Non-standard aspects : n.a.
6.4 Contracts: 1 twinning covenant (1.875 M€)

7. Implementation schedule
Start of tendering (covenant signing): Q1 2001
Start of project activity: Q2 2001
Completion of project: Q4 2002

8. Equal opportunity
Appropriate professional qualifications and experience will be the main factors of personnel recruitment and evaluation. Both women and men have identical prospects.

9. Environment
Not applicable

10. Rates of return
Not applicable

11. Investment criteria
Not applicable

12. Conditionality and sequencing
No particular conditionalities will apply to this project other than those that are inherent to the successful implementation of the project
## Wider objectives

- Enabling Poland to meet requirements of the *acquis communautaire* in the field of justice and home affairs
- Reach compliance with priorities included in the Accession Partnership and the NPAA in the frame of the titles IV TEC and VI TEU.

### Indicators of achievement

- approach to the EU norms and standards,
- Polish Eastern border – future EU external border to be sealed,
- Illegal migration and smuggling to be decreased,
- Eastern border to be adjusted to the Schengen standards.

### Sources of information

- reports of the EU representatives and the EC experts,
- reports of the Ministry of Interior and Administration, including the Border Guard
- reports of Ministry of Foreign Affairs,
- statistical data,
- professional analysis.

### Assumptions and risks

- the Polish government commitment into fight against organised crime and sealing of the future external EU border will decrease,
- changes in legislation and policy of Poland and EU on border protection between EU member states and admission of foreigners procedures.

## Immediate objectives

- Improvement of the Polish eastern border management,
- Improvement of the Polish eastern border control,
- Increase of security in the sub-border areas,
- Adjusting Polish visa policy and practice to the EU standards,
- Harmonisation of the Polish policy on migration and asylum with the EU policy,
- Raising of efficiency of services participating in the programme,
- Improvement in the institutional capacity of the services and organisations participating in the programme.

### Indicators of achievement

- Gradual move towards the implementation of the Schengen requirements,
- Diminishing in number and reduction of effects of increasing illegal migration,
- Rationalisation of information exchange,
- Better service delivered by the trained staff.

### Sources of information

- reports of the Polish governmental institutions,
- reports of EU representatives and EC experts,
- beneficiaries reports,
- reports of local authorities on criminality in places where the programme takes place,
- professional analysis,
- statistical data.

### Assumptions and risks

- the Polish authorities commitment in sealing of the Polish Eastern Border will diminish,
- financial obligations by the Polish government and EC will not be kept in time,
- the proper policy and strategy on staffing and personnel training,
- professionalism of implementing agency.

## Outputs/results of project

- Increased level of knowledge about equipment and systems applied in EU member countries for border protection and the border traffic control,
- Increased level of knowledge and efficiency of consular staff,
- Trained migration and consular services and other staff responsible for visa matters.

### Indicators of achievement

- Increase the effectiveness and security of the Border Guard activities.
- Increase the effectiveness of fight against illegal migration and crime,
- Improvement of the procedure of service for visa applicants,
- Unification of practice and standards of services for foreigners,
- Increase of knowledge of staff on equipment and systems used in EU

### Sources of information

- reports of beneficiary on progress in implementation of the programme,
- independent evaluations,
- project monitoring and assessments reports,
- experts reports,
- contractors reports,
- training sessions reports,

### Assumptions and risks

- financial, logistical and human resource commitment of responsible authorities,
- new law would be enacted,
- efficient co-operation between MS experts and national officials and experts,
- trained staff remains within the beneficiary institutions.
- better insight into the structure of EU members and their information system concerning visa policy and practice,
- personnel trained in functioning of Schengen.

<table>
<thead>
<tr>
<th>Inputs</th>
<th>Indicators of achievement</th>
<th>Sources of information</th>
<th>Assumptions and risks</th>
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<tbody>
<tr>
<td>- secondments of experts,</td>
<td>- TA in place within the deadlines,</td>
<td>- assessment of experts selection,</td>
<td>- precise TORs and specifications</td>
</tr>
<tr>
<td>- delivery of services,</td>
<td>- Qualified staff,</td>
<td>- technical evaluations and activity reports,</td>
<td>- delays.</td>
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<tr>
<td>- personnel training,</td>
<td>- Training carried out.</td>
<td>- training evaluation.</td>
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<td>- delivery of logistic services for training.</td>
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**Annex No 2-3: Implementation, contracting and disbursement schedules**

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<th>Date of Drafting</th>
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<table>
<thead>
<tr>
<th></th>
<th>PLANNED</th>
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<tr>
<td>Disbursement schedule</td>
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<td>C=covenant signing; I= implementation and payment</td>
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