1. Basic Information
1.1. CRIS Number: 2003/005-710.03.01 Twinning number: 2003/IB/JH/02
1.2. Project title: Twinning for border services
1.3. Sector: Justice and Home Affairs
1.4. Location: Poland

2. Objectives
2.1. Overall objectives
The general objective of this project is to provide institutional and administrative support to achieve alignment with Schengen standards as stated in the Protocol to the Amsterdam Treaty in view of the future external border of the EU located on the territory of Poland (with particular emphasis on airports and seaports); to fulfil obligations stated in Titles IV TEC and VI TEU; to implement the guidelines contained in the document Poland – Strategy for Integrated Border management (part IV.1 Border Guard); to achieve consistency with the priorities contained in the Accession Partnership and in the National Programme of Preparation for Membership in the European Union, Polish Schengen Action Plan and Anti-corruption Strategy to adjust Polish legislation, procedures and administration to EU acquis in border management and surveillance and in combating organised crime, illegal migration and corruption, quality, finance and human resources management.

2.2. Project purpose
- Effective EU external border management and surveillance (including technical means) with special focus on seaports and airports;
- Achievement EU border control and security standards at airports and seaports;
- Effective management of EU internal borders and performing border services’ tasks inland;
- Improvement of border services organisational structures and skills responsible for combating organised crime and illegal migration;
- Improving investigative techniques and intelligence work for fighting illegal migration and organised crime;
- Development of institutional and administrative capacity to prevent corruption;
- Full co-operation between EU services responsible for the protection of EU external and internal borders and fulfilment of the Schengen obligations
- Skills development and reinforcement in the field of quality management, finance management and human resources management.

2.3. AP and NPPM priorities
AP: implementation of the Schengen Action Plan (July 2002); preparation for future participation in the SIS by developing and managing national databases and registers; strengthening efforts in upgrading the institutional and administrative capacity of border services in combating organised crime and illegal migration; establishing full co-operation between national and EU law enforcement agencies according to EU legal procedures by providing necessary administrative, training and logistical support; alignment of data protection practices; align cross-border surveillance;
NPPM: Priorities defined in part No 24 – ‘Justice and Home Affairs’: adjustment of visa policy to the Community system (priority 24.2); approximation of the national frontier protection to the Community requirements (priority 24.3); advice and assistance in training border services in EU administration and legal procedures (priority 24.4);
2.4. Contribution to the National Development Plan - N/A
2.5. Cross Border Impact - N/A

3. Project description
The overall objective of the project can be reached by continuing support, advice, training and transfer of the relevant know-how from the EU Member States in the post accession period and prior to joining SIS II by Poland. All activities are in compliance with the document “Poland – Strategy of Integrated Border Management” (Parts: IV 1. Border Guard, IV 6. Crisis management), Schengen Action Plan updated July 2002 (Chapter I: Border Control – 1. Crossing Internal Border, 2. Crossing External Border, Regulations on seaports and airports, 4. Co-operation between the Schengen States; Chapter III: Migration – Fighting illegal migration), EU Common Position and Anti-corruption Action Plan adopted in the Border Guard in June 2002 in compliance with Anti-corruption Strategy.

Majority of activities under Twinning 2003 will be the continuation of the former twinning projects from years 1998, 1999, 2000, 2001 and 2002 and comply with Phare investment programmes 2001, 2002 and 2003 for Border Guard. The experts’ recommendations, reports and experiences of those Phare programmes are taken into consideration in planning activities under the Twinning 2003.

3.1. Background and justification
Due to entry into force on the 15 June 2001 of the Act amending the Border Guard Act the Scope of BG duties and competencies has been extended. Under the provisions of amendment Act the BG officers are authorised to fight border related crime (including organised crime and illegal migration) all over the Polish territory. Moreover the new BG Act defines the scope of co-operation between the BG and National Centre of Criminal Information (KCIK), as well as other law enforcement services. Such as joint activities and operations, joint training’s, exchange of information, mutual access to databases.

Furthermore, the legal changes enabled the reorganisation of the BG internal structure. These changes were undertaken in the year 2002. The improvement of border management as well as the effectiveness and efficiency at the BG activities has been the most important purpose of the reorganisation. Within the above mentioned process new type of organisational units were established: Border Departments (responsible for planning and realising the duties in the scope of border protection including border traffic control and border surveillance), Operation and Investigation Departments (responsible for management of investigations, asylum decisions, control of legal status of foreigners, readmission, proceedings).

The new Operations and Investigations Units were created in Torun, Lódz and Kielce.

Both the above mentioned organisational adjustments and the expert’s suggestions included in the final reports from previous Twinning projects indicated that undertaken activities were adequate to BG needs and should be continued under future Twinning projects.

This Twinning project is focused on the areas of crucial importance for the Polish Border Guard and based on its experience, international contacts, exchange of information and co-operation with other law enforcement agencies. The project complies with priorities defined in the strategic documents adopted by the Polish authorities.

The implementation of this project will take place after Poland’s accession to the EU and before joining the Schengen Convention. Thus, there is a need to concentrate on activities that would lead to improvement of border services’ abilities to manage and control the external border of the EU by achieving Schengen standards of border control and security at seaports, airports and land border and establishing effective co-operation with other the EU Member States in performing these tasks. Currently the BG co-operates with border services of the EU as an active observer within the SCIFA+ undertakings.

At that stage BG will participate in common activities of EU border services. At that moment BG began co-operation in SCIFA+ what will lead to participation in common activities. According to the internal document schedule of making the BG professional force in the years 2003 – 2006 arising from Poland – Strategy for Integrated Border Management 2003 – 2005 the recruitment of 5300 new BG functionaries is planned (1325 functionaries each year). All new BG staff is trained according to the modern training system introduced in the year 2002, and the knowledge transferred by multiplicators participating in Twinning programme 2003 seems to be very useful element of their education, particularly in scope of
functioning of the EU Member States border services. After the accession the problem of effective management of EU internal borders should also be recognised. Taking into account the average staffing of the present border units at the future internal border (border patrol station ca. 50%, border checkpoints – ca. 65% and Regional units – ca. 60%), retirements (ca. 150 officers per year) and planned shifting of recruitment limits to the future external border, it seems that it will not be necessary to reallocate officers from the future internal border. It is foreseen that ca. 70% of the present number of posts of professional officers will be remained.

During the realisation of Twinning 2003 BG, will employ ca. 1325 officers who should have appropriate knowledge about working methods of European border services. Current recruitment plans (see above) would lead to increase the number of new staff. Therefore, it is required to maintain the proper and homogenous abilities and knowledge within enlarged services of BG. This can be achieved by continuation of the activities initiated under previous Twinning projects and training multipliers that will transfer recent knowledge gathered during Twinning project 2003 to new officers.

Performing Border Guard task inland will require strengthening of co-operation between EU border services and other law enforcement agencies. The activities of this project are aimed at improving the Border Guard efficiency in border control and surveillance and ensure security at the borders.

Component 1 – Border control and surveillance (including technical means)
By the events of 11th of September 2001 border control and security standards on airports and seaports qualifying passengers for detailed control, detection of dangerous materials and forged documents are one of the major concerns of BG. On the other hand the fact of Poland close accession to EU the problems with increasing amount of receiving asylum applications, migration to Poland and through Poland to Western countries showed up that new challenges are appearing for Border Guard. Last year BG experience shows that border traffic in seaports and airports is increasing.

In relation with constant changes of migration flows, border traffic, evolution of border protection techniques, technical means and related law and organisational procedures, there is a need for permanent training for BG officers. This kind of training will assure constant exchange of recent experience between European border services.

Component 2 – Combating organised crime and illegal migration
For the last few years criminal acts on border increased and organised crime groups developed sophisticated and modern ways of human trafficking and smuggling dangerous materials.
Combating organised crime and illegal migration requires strengthening of investigative services and setting up the criminal analysis system in the Border Guard. Criminal analysis is an important tool in improving the efficiency of border services in this field. The “Criminal Analysis Implementation Programme” is being prepared in the Border Guard, based on recommendations of EU experts in former twinning projects, and is expected to enter into force by the end of 2002. Activities aiming at establishing criminal analysis system (strategic and operational) and training of investigators are carried out under the Twinning project 2000. The activities will be continued under the Twinning projects 2001 and are planned under Twinning projects 2002 and 2003, gradually leading to creation of the criminal analysis system, training future trainers and setting up a training centre for future analysts. The establishment of the criminal analysis in BG will also require substantial financial means for purchasing the necessary equipment (computers and software). Implementation and development of criminal analysis in BG correspond with EU experts’ recommendations, presented in First Quarterly Twinning Report (PL2000/IB/JH/02) and Phare 2003 investment project for the Border Guard Protection system of the future external European Union border. The fact of constant changes of methods of activity used by criminal organised groups causes that Border Guard officers require permanent exchange of knowledge on combating organised crime. Expected training’s should concentrate on exchange of know-how and recent experience with other border services for example on investigative techniques, undercover operations in fighting organised crime and illegal migration. Training should also concentrate on use of criminal analysis (also in relation with corruption issues). Poland in short period of time will become EU member and that force a need for training on EU legislation and regulations in the field of collecting,
storing, processing, transmitting and utilising data and inter-institutional co-operation at national and international level

Component 3 – Anti-corruption measures:
The need for further development of operational and administrative capacity to prevent corruption was recognised by EU experts in the twinning projects PL/98/IB/JH/02 Eastern border management and infrastructure (Component 1, Schengen, France) and PL99/IB/JH/01a Fight against organised crime (Component 10, Internal control and fight against corruption, France). Training in anti-corruption preventive measures will start under the Twinning project 2001 with needs assessment and will be continued under the subsequent projects, gradually leading to realisation of Anti-corruption Action Plan adopted by the Border Guard in June 2002. By the fact that polish eastern border in the future will be an external EU border there are signals of pressure by organised criminal groups on BG functionaries to co-operate and help in smuggling people and goods. BG have received signals that organised criminal groups are trying to prepare secure ways (for example: by corrupting officers) for easy smuggling (people and goods). Criminal groups are offering BG officers material goods and other profits for help and information that will simplify smuggling.

Component 4 – quality, finance and human recourses management:
Another important issue is quality management. Reaching and maintaining some standards cannot be achieved without quality control and quality management. Some of the border services from the Member States have created special units responsible for effective human management and training future high and middle level staff. So far, they have gathered experience and work out special procedures concerning quality, finance and human recourses management appropriate for services like BG.

The need of changes in the border management was indicated within realization of previous twinning projects (Phare Twinning’98- PL98/IB/JH/02- Eastern border management and infrastructure; Phare Twinning’99- PL99/IB/JH/01b- Reinforcement of home affaires administration and border management) Due to such recommendations, BG’s reorganization process and in order to achieve effective border, finance and human recourses management there is a need to develop and reinforce BG’s high level official knowledge not only in the field of quality and finance management but also in human recourses. All activities foreseen in this project will follow the concept of training the future trainers from BG training centres in order to achieve the multiplying effect. The relevant representatives of BG training centres will participate, as a rule, in all activities in order to incorporate the knowledge and skills received during the training into the BG training system.

Introduction of quality management system in the BG will lead to change in performance of duties – the quality should become the most important factor in all of the Border organisation activities.

3.2. Linked activities
Twinning 2003 is a continuation of the EU twinning programmes addressed to Polish services responsible for border protection and migration issues.

Phare Twinning 1998 Eastern Border Management and Infrastructure II
Programme has been completed: 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.
Phare Twinning 1999  Reinforcement of home affairs administration and border management

The project has been completed. 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 borer 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.

Phare Twinning 2000  Twinning for border and visa policy

The project has been launched: Modernisation and development of Polish eastern border: immigration policy, criminal analysis (basic training, creation of database), intervention in crisis situation, data collecting and processing, inter-institutional co-operation, enrolment to the services – personnel and training policy, use of technical equipment used in border control; Harmonisation of Polish visa and migration-asylum policy with EU requirements; IT system design, management of NSIS type database and communication network, procedures with regard to EU acquis – SIRENE, Dublin Convention, implementing AFIS (incl. EURODAC), setting up of computerised centre of information on the countries of origin.

Phare Twinning 2001  Twinning for Border and visa policy; - Twinning Covenant 1 – Twinning for border services (Germany) - planned; Covenant preparation;
Training on combating organised crime within the responsibilities of the Border Guard, combating corruption and illegal migration, criminal analysis (training in manual operational analysis ANACAPA, basic training in strategic analysis), Police co-operation in EU – collecting, processing and protection of data, improvement of recruitment and training systems, organisation and management of logistic services, civilians in law enforcement organisations, courses relating to investigative techniques (technical and management aspect of surveillance and undercover working, forgery, training of criminal laboratory staff); comparison of visa policies and their implementation in EU member states (project “Migration and visa policy” is realised by Office for Repatriation and Alliance).

Phare Twinning 2002  Twinning for border management and visa policy (project fiche has already been approved by the Commission)

Land and sea border protection and surveillance: technical means used in land and sea border protection and surveillance – study visits, expertise and seminars preparing BG specialists for implementation of technical means of border protection – maritime and land (eastern, “green”) border (among others Radar Coast Surveillance System at maritime border); training concerning management and administration of radar coast surveillance system and inter-institutional co-operation and co-ordination (at national and international level) in this field.
Combating organised crime and illegal migration: training in investigative techniques, operational work (related to corruption issues), detection of explosives and smuggling; advanced training in criminal analysis (operational and strategic);
EU legislative regulations in SIS II and personal data protection (BG);
Common EU visa policy and its implementation (BG, MFA);
Practical aspects of the Schengen visa system, visa consultations including communication systems between the consular offices and the MFA, visa authorities as well as visa register (BG, MFA); Detection of the false and falsified travel documents (BG, MFA); The continuation of the project is planned under Phare Twinning 2003.

Planned Phare investment programmes relevant to Phare Twinning 2003:

- Phare 2001 - State border protection system
- Phare 2002 - Sea border protection system
- Phare 2002 - State border protection system II (technical observation- mobile surveillance units)
- Phare 2003 - Radar coast surveillance system and implementation of criminal analysis in BG Protection system of the future external European Union border

3.3. Results

- EU/Schengen legal and organisational procedures in EU external and internal border management applied;
- EU/Schengen regulations in border traffic organisation in border crossings (including seaports and airports) applied at EU external border;
- EU/Schengen border control and security standards at airports and seaports achieved; land border surveillance improved;
- Co-operation between border services of the Schengen States in the management of EU external and internal borders established and sustained;
- Regional units of criminal analysis established;
- Improvement of investigative techniques and intelligence work for fighting illegal migration and organised crime.
- Increased number of trained specialists able to perform training for the specialists in criminal analysis (strategic and operational) and conduct courses for Border Guard functionaries in order to prepare them to co-operate in this field with EU border services;
- BG investigative and operational services prepared for carrying out operations aimed at fighting illegal migration and organised crime;
- Legal and operational tools for preventing corruption developed and applied;
- Efficiency of services responsible for internal control and fighting corruption increased,
- The exchange of experience and advisement in the scope of human resources management is going to increase the effectiveness in human resources management in BG and will influence directly on realizing of BG duties, particularly on the state border
- The exchange of experience and advisement in the scope of quality management is going to improve the management’s effectiveness on the particular stages of organizational structures of BG and rise the standard of data flows in horizontal and vertical directions,
- The exchange of experience and advisement in the scope of finance management is going to increase the effectiveness of budgetary and EU aid funds finance measures management

3.4. Activities

Detailed description of activities will be elaborated in the process of Covenant preparation.

- Component 1 – Border control and surveillance (including technical means)
  
  Application of EU/Schengen legal and organisational procedures in EU external and internal border management. The training will be addressed to investigation, border control and surveillance services of Border Guard and trainers from BG training centres – theory and practice, seminars, on-job training:
  - application of EU legal and organisational procedures in border management;
  - border traffic organisation in border crossings: (with emphasis on seaports and airports) according to EU/Schengen regulations – theoretical and practical training and workshops;
  - EU border control and security standards at airports and seaports: receiving and considering asylum applications; qualifying passengers for detailed control (profiling); deportation procedures; security standards at airports and seaports; detection of dangerous
materials and forged documents seminars; managing crisis situations in connection with border incidents;
- co-operation between border services of the Schengen States in the management of EU external and internal borders;
- performing border services’ tasks inland in co-operation with law enforcement agencies at national and international level;

• Component 2 – Combating organised crime and illegal migration
The main objective of this activity is to provide training for officers who will work with criminal analysis system in Polish Border Guard and in regional units of criminal analysis. The training will be addressed to analysts from investigation departments, trainers from BG training centres and Border Guard Regional Divisions and investigative and operational services in BG (continuation of activities started under former Twinning projects) – theory and practice, seminars, on-job training:
- training in investigative techniques and management aspects of surveillance and undercover operations in fighting organised crime and illegal migration (e.g. smuggling of humans and dangerous materials);
- organised crime analysis in relation to corruption issues – seminars, training;
- criminal analysis (operational and strategic) – computer - based training for analysts (activities complementary to 2003 Phare investment fiche for Border Guard and continuation of former twinnings);
- workshops, seminars and training in application of EU legislation and regulations in the field of collecting, storing, processing, transmitting and utilising data and inter-institutional co-operation at national and international level;

• Component 3 – Anti-corruption measures:
The training will be addressed to the services responsible for internal control and fighting corruption at different managing levels and trainers from BG training centres – theory and practice, seminars, on-job training:
- preventive and repressive measures in dealing with corruption: collecting and analysing data and evaluation of situation in this field;
- application of legal and operational tools used for preventing corruption among functionaries (practical aspects): operational control, controlled delivery and secret surveillance of producing, transportation, storing and trading of products of crime;
- methods and manners of disclosing possession and addiction to drugs among functionaries and civil employees.

• Component 4 – quality, finance and human recourses management:
The activities are going to be addressed to the BG’s different officials, in particular to the lower level of officials who in the future will obtain management posts and will be using knowledge transferred by EU experts during workshops and experience exchanges. The representatives of BG training centres will also take part in above mentioned activities in order to transmit their knowledge within training courses.
The scope of planed activities:
1. In the subject of quality management:
   - the concept of primary institution evaluation criteria,
   - complete quality management system,
   - measures presenting the institution,
   - systematic quality control
2. In the subject of human recourses:
   - the role of BG’s personnel function,
   - the scope of human recourses management in the EU border services,
   - organization of the personal function,
   - each manager’s role in the human recourses management,
- design of the working post,
- description of posts, duties and their connections

3. In the subject of finance management:
- salaries management and their structure in connection with effectives, competencies and commitment,
- the budgetary planning procedures connected with realization of BG projects,
- public procurement procedures and commission working regulations, planning of procurement, protesting mode
- the reports procedure connected with realization of budgetary expenses,
- financial management regulations of public spending sector, investment financing, reporting.

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 English language (also Polish language would be advisable). The PAA will be involved in:
- securing the effective co-ordination and implementation of the twinning projects objectives and the delivery of planned outputs by day to day management of the project;
- securing necessary support and back-up required for the implementation of the project in consultation with relevant representatives of European Commission, the Polish authorities and the twinning partners;
- assisting the Polish Ministry of Interior and Administration in implementation of the project objectives.

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

Short-term experts involved in activities are expected to have vast knowledge of EU/Schengen acquis in the subjects covered by this Twinning project, adequate professional experience and abilities to use active methods of training.

After Poland’s accession to European Union the Polish Government will consider necessity to establish so-called Strategic Steering Group consisting of teams of experts from EU (including also the former Strategic Steering Group members) and Polish ones depending on ad-hoc needs. The Polish and EU experts will have equal rights and duties, and will work for Poland on matters connected with JHA investments. The costs of work of the expert’s teams (meetings and others) could be financed from the Phare twinning budget.

3.5. Lessons learned
This project corresponds with the European Union Experts recommendations in aspect of Twining. All this recommendations presented in the Annual Assessment Report R/PL/JHA/00099 were taken into consideration when preparing this project, namely recommendations concerning the possibility to arrange a special assistance programme providing support for relevant services on Polish border (point 6.2.4 of the Report, p.23). Apart from that Polish Border Guard adopted for example the following suggestions that where indicated in the past Twinning projects:
- amendment of laws (Act on Aliens, Border Protection Act, Border Guard Act) as base for further restructuring
- deepened general knowledge on EU and Schengen requirements among a great number of officers of all beneficiaries and provision of special skills for future work meeting EU and Schengen standards by activities of the Twinning projects

4. Institutional framework
The Ministry of Interior and Administration (MIA) is responsible for implementation of the project. The Ministry of Interior and Administration in co-operation with leading EU partner will establish a steering committee, which will consist of representative of all recipient ministries and EU partners. The beneficiary of the project is the Border Guard HQ (Ministry of Interior and Administration).
This Twining Project will be continuation of the former Twinning Projects and BG does not expect any institutional changes.

5. Detailed Budget in million euro

<table>
<thead>
<tr>
<th>Investment</th>
<th>Institution Building (IB)</th>
<th>Total Phare</th>
<th>Recipient</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Border Guard</td>
<td>-</td>
<td>2.0</td>
<td>2.0</td>
<td>0.5</td>
</tr>
<tr>
<td><strong>Total contract 1</strong></td>
<td>-</td>
<td><strong>2.0</strong></td>
<td><strong>2.0</strong></td>
<td><strong>0.5</strong></td>
</tr>
</tbody>
</table>

The co-financing funds for the project implementation will be available.

6. Implementation arrangements

6.1. Implementing Agency

Project Authorising Officer (PAO): Ms Tadeusz Kozek, Under-Secretary of State, Office of the Committee for European Integration, Al. Ujazdowskie 9, 00-918 Warsaw, Phone: +48(22) 455 52 41, Fax: +48(22)455 52 43

Financing and contracting unit: CFCU: Co-operation Fund, Mr Piotr Zaprzalek, Director, Górnoslaska 4a; 00-444 Warsaw, Phone: +(4822) 622 00 31, Fax: +(4822) 622 95 69.

The CFCU is responsible for handling tendering, contracting and payments of contracts on behalf of the Ministry of Interior and Administration.

6.2. Twinning


Contact person: Ms Malgorzata Kutyla, Department of European Integration and International Co-operation, Ministry of Interior and Administration ul. Wspólna 2/4; 02-514 Warsaw, Phone: +48 22 6618978; Fax: +48 22 6618966; e-mail: wydzei@die.mswia.gov.pl

The CFCU will be in charge of the financial management.

6.3. Non standard aspects

Provision of the Twinning Manual will be followed.

6.4 Contracts

Number of contracts – 1 twinning covenant for 2.0 M€. Co-financing 0.5 M€ - Co-financing covers direct and indirect cost of the beneficiary administration in compliance with Twinning Manual.

7. Implementation schedule

Covenant signing: 4 Q 2004

Start of project activity: 1 Q 2005

Completion of projects: 4 Q 2005

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.


11. Investment criteria: n.a.

12. Conditionality and sequencing

- The covenant is planned to be signed in the 4 Q 2004.
- Activities are planned to be realised between 1 Q 2005 and 4 Q 2005
- The projects will be co-financed from the budgets of beneficiaries for 2005
- The Steering Committee will meet quarterly to monitor the implementation of the project.
Annex 1:

**LOGFRAME PLANNING MATRIX FOR**

<table>
<thead>
<tr>
<th>Programme name and number</th>
<th>Twinning for border services</th>
<th>Contracting period expires:</th>
<th>Disbursement period expires:</th>
</tr>
</thead>
</table>

**Total budget:** 2,5 M€ **Phare budget:** 2 M€

### Overall objective

The general objective of this project is to provide institutional and administrative support to achieve alignment with Schengen standards as stated in the Protocol to the Amsterdam Treaty in view of the future external border of the EU located on the territory of Poland (with particular emphasis on airports and seaports); to fulfil obligations stated in Titles IV TEC and VI TEU; to implement the guidelines contained in the document *Poland – Strategy for Integrated Border management* (part IV.1 Border Guard); to achieve consistency with the priorities contained in the *Accession Partnership* and in the *National Programme of Preparation for Membership in the European Union, Polish Schengen Action Plan and Anti-corruption Strategy* to adjust Polish legislation, procedures and administration to EU *acquis* in border management and surveillance and in combating organised crime, illegal migration and corruption, quality, finance and human resources management.

### Project purpose

- Effective EU external border management and surveillance (including technical means) with special focus on seaports and airports;
- Achievement EU border control and security standards at airports and seaports;
- Effective management of EU internal borders and performing border services’ tasks inland;
- Improvement of border services organisational structures and skills responsible for combating organised crime and illegal migration;
- Improving investigative techniques and intelligence work for fighting illegal migration and organised crime;
- Development of institutional and administrative capacity to prevent corruption;
- Improving investigative techniques and intelligence work for fighting illegal migration and organised crime;
- Full co-operation between EU services responsible for the protection of EU external and internal borders and fulfilment of the Schengen obligations;
- Skills development and reinforcement in the field of quality management, finance management and human resources.

### Results

- EU/Schengen legal and organisational procedures in EU external and internal border management applied;
- EU/Schengen regulations in border traffic organisation in border crossings (including seaports and airports) applied at EU external border;
- EU/Schengen border control and security standards at airports and seaports achieved; land border surveillance improved;
- Increased number of BG employees trained in procedures, application standards and other regulations of Schengen Information System;
- EU procedures and regulations introduced in training programmes in BG;
- Number of crisis situations in connection with border control and surveillance and fighting illegal migration and organised crime improved;
- Efficiency of quality management, finance management and human resources.

### Assumptions

- Increased commitment in fight against (organised) crime and illegal migration; EU legal regulations applied in border protection and surveillance; financial obligations will be kept on time; proper strategy of employment policy and staff training; active participation of experts involved in the project.

### Sources of Verification

- EU/Schengen norms and standards applied; Eastern border adjusted to the Schengen standards.
- Schengen requirements gradually achieved; organisational structures and working methods of border services adapted to EU standards; EU procedures and regulations applied in EU external and internal border management; EU/Schengen border control and security standards at seaports and airports achieved; Co-operation between EU border protection services established and intensified; Efficiency of border services responsible for border control and surveillance and fighting illegal migration and organised crime improved; Efficiency of quality management, finance management and human resources.

### Assumptions

- Reports of the EU representatives and the EC experts; reports of the MIA, Border Guard; statistic data; specialised analysis.
Co-operation between border services of the Schengen States in the management of EU external and internal borders established and sustained;
Regional units of criminal analysis established;
Increased number of trained specialists able to perform training for the specialists in criminal analysis (strategic and operational) and conduct courses for Border Guard functionaries in order to prepare them to cooperate in this field with EU border services;
BG investigative and operational services prepared for carrying out operations aimed at fighting illegal migration and organised crime;
Legal and operational tools for preventing corruption developed and applied;
Efficiency of services responsible for internal control and fighting corruption increased;
The exchange of experience and advisement in the scope of human resources management is going to increase the effectiveness in human resources management in BG and will influence directly on realizing of BG duties, particularly on the state border;
The exchange of experience and advisement in the scope of quality management is going to improve the management’s effectiveness on the particular stages of organizational structures of BG and rise the standard of data flows in horizontal and vertical directions;
The exchange of experience and advisement in the scope of finance management is going to increase the effectiveness of budgetary and EU aid funds finance measures management.

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Component 1 – Border control and surveillance (including technical means)</strong></td>
<td>Twinning covenant agreed and signed; PAA in place; training materials provided; training and study visits carried out; translated documents.</td>
<td>funds for co-financing ensured; trained staff stays at the beneficiary institutions.</td>
</tr>
<tr>
<td>Application of EU/Schengen legal and organisational procedures in EU external and internal border management. The training will be addressed to investigation, border control and surveillance services of Border Guard and trainers from BG training centres – theory and practice, seminars, on-job training:</td>
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<td>- application of EU legal and organisational procedures in border management;</td>
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<tr>
<td>- border traffic organisation in border crossings: (with emphasis on seaports and airports) according to EU/Schengen regulations – theoretical and practical training and workshops;</td>
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<tr>
<td>- EU border control and security standards at airports and seaports: receiving and considering asylum applications; qualifying passengers for detailed control (profiling); deportation procedures; security standards at airports and seaports; detection of dangerous materials and forged documents seminars; managing crisis situations in connection with border incidents;</td>
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<td>- co-operation between border services of the Schengen States in the management of EU external and internal borders;</td>
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<td>- performing border services’ tasks inland in co-operation with law enforcement agencies at national and international level;</td>
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<td><strong>Component 2 – Combating organised crime and illegal migration</strong></td>
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<tr>
<td>The main objective of this activity is to provide training for officers who will work with criminal analysis system in Polish Border Guard and in regional units of criminal analysis. The training will be addressed to analysts from investigation departments, trainers from BG training centres and Border Guard Regional Divisions and investigative and operational services in BG (continuation of activities started under former Twinning projects) – theory and practice, seminars, on-job training:</td>
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<tr>
<td>- training in investigative techniques and management aspects of surveillance and undercover operations in fighting organised crime and illegal migration (e.g. smuggling of humans and dangerous materials);</td>
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</table>

incidents lowered and security improved, number of illegal border crossings decreased;
- Trained specialists will conduct courses for BG functionaries (analysts) on criminal analysis;
- Detection rate of organised crime and illegal migration increased due to implementation of criminal analysis system in BG
- Number of investigators trained in investigative and operational work increased;
- Corruption rate lowered;
- Increased number of BG high level officials trained in quality management, finance management and human resources.

**risk: implementation delays**
- organised crime analysis in relation to corruption issues – seminars, training;
- criminal analysis (operational and strategic) – computer-based training for analysts (activities complementary to 2003 Phare investment fiche for Border Guard and continuation of former twinnings);
- workshops, seminars and training in application of EU legislation and regulations in the field of collecting, storing, processing, transmitting and utilising data and inter-institutional co-operation at national and international level;

**Component 3 – Anti-corruption measures:**
The training will be addressed to the services responsible for internal control and fighting corruption at different managing levels– theory and practice, seminars, on-job training:
- preventive and repressive measures in dealing with corruption: collecting and analysing data and evaluation of situation in this field;
- application of legal and operational tools used for preventing corruption among functionaries (practical aspects): operational control, controlled delivery and secret surveillance of producing, transportation, storing and trading of products of crime;
- methods and manners of disclosing possession and addiction to drugs among functionaries and civil employees.

**Component 4 – Quality, finance and human resources management:**
The activities are going to be addressed to the BG’s different officials, in particular to the lower level of officials who in the future will obtain management posts and will be using knowledge transferred by EU experts during workshops and experience exchanges. The representatives of BG training centres will also take part in above mentioned activities in order to transmit their knowledge within training courses.

The scope of planned activities:
1. In the subject of quality management:
   - the concept of primary institution evaluation criteria,
   - complete quality management system,
   - measures presenting the institution,
   - systematic quality control
2. In the subject of human resources:
   - the role of BG’s personnel function,
   - the scope of human resources management in the EU border services,
   - organization of the personal function
   - each manager’s role in the human resources management,
   - design of the working post,
   - description of posts, duties and their connections
3. In the subject of finance management:
   - salaries management and their structure in connection with effectives, competencies and commitment,
   - the budgetary planning procedures connected with realization of BG projects,
   - public procurement procedures and commission working regulations, planning of procurement, protesting mode
   - the reports procedure connected with realization of budgetary expenses,
   - financial management regulations of public spending sector, investment financing, reporting.

**Preconditions**
Covenant signed;
Phare funds available
### Annex No 2-3: Implementation, contracting and disbursement schedules

<table>
<thead>
<tr>
<th>Twinning for border services</th>
<th>Date of Drafting</th>
<th>August 2002</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Planning Period</td>
<td>4 Q 2004 – 4 Q 2005</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Implementation schedule</th>
<th>Contracting schedule</th>
<th>Disbursement schedule</th>
<th>Budget Allocation Cost Estimate (in MEUR)</th>
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<tr>
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<td><strong>PLANNED</strong></td>
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<td>III’03</td>
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<td>I</td>
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<td>IV</td>
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<td>(1)</td>
<td>(2)</td>
<td>(3)</td>
<td>C</td>
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</tbody>
</table>

**Legend:** C = tendering and contracting; I = covenant implementation and payment, D = designed of sub-projects