

# Methodological Approach to Developing National Differentiated Training in Integrated Border Management in Eastern Partnership Countries

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*Today the concept of Integrated Border Management (IBM, established in 2002) is a system that contains all the aspects of border guarding. It has also been included in the public administration of the countries of the Eastern Partnership. The exchange of experience related to the specific methodology applied in its teaching has just begun, during which Hungarian, Ukrainian and Belarussian teachers of border guarding examined how to ensure that the staff involved in IBM in Eastern Partnership countries acquire the competences according to a uniform concept and to the necessary extent. They proposed that national differentiated training programmes for the teaching of IBM should be developed and recommended methodologies to be applied in it. The outcome of the exchange of experience is published in the scientific periodicals of the authors' higher education institutions, in English (in Budapest), in Ukrainian (in Kiev) and in Russian (in Minsk).*

## **The problem at issue**

Under present conditions, complex processes in the EU as well as in other stakeholder countries, albeit at different levels of development, are far from a final solution.

These aspects concern, among other issues, the problems of the area of freedom, security and justice and of building a deep and comprehensive free trade area. The focal point of this issue is constantly changing in relation to the internal and external dimensions of the EU, while more and more prospects for development are being sought. In the given political framework, one of the main resultants of the activities of the EU is the building/modernising/further development of the border security system that makes sure that borders between states are open but are also safe and can be controlled.

At the same time, these requirements set in regard to the border security system are fairly controversial. On the one hand, at local, national, regional and international levels it must resist real and actual threats. On the other hand, it must fully support the standards/requirements/regulations related to all forms of legal cross-border activities and ensure basic human rights.

To this end, the European Commission developed and introduced the mechanism of the implementation of border policing policy, officially called Integrated Border Management (IBM) in 2002<sup>1</sup>. It should be mentioned that, apart from the *integrated* concept, other expressions such as *complex*, *coordinated* and *collaborative*<sup>2</sup> are also used, but in practical implementation this does not mean significant differences.

In 2015 the IBM concept operates in most EU countries and it is incorporated in the public administration (at various levels) of the Eastern Partnership countries (Azerbaijan, Belarus, Georgia, Moldova, Armenia and the Ukraine) and a number of African and Central Asian countries.

IBM is based on the coordinated and concerted activities of the authorities and services concerned, those accountable for border security and trade support (such as the authorities responsible for combating cross-border crime, managing border and customs checks and those responsible for traffic safety, counter-terrorism and migration security). In the course of these activities the cooperation of the aforementioned actors is essential, along the basic principles as follows:

- three-level cooperation (intra-agency, inter-agency and international);
- four-tier access-control model (source country, neighbouring country, border checks on entry/exit and area of free movement within the country);
- coordinated management of the borders based on cooperation, which requires the creation of the following elements of IBM: IT (communication and exchange of information), operative (concerning operations and crime detection), physical (activities of staff, for example, coordinated patrol service) and technical (infrastructure, equipment).

All this shows that the scale of border policing activities has widened and manifests the network character of these activities and the significant increase in the efficiency of border security systems built according to IBM principles.

However, we should also understand that the widening of border policing activities will inevitably result in the appearance of new factors that *may* (especially in the initial phases of the introduction of IBM) *make control much more difficult and consequently may result in a diminished efficiency of the whole IBM mechanism*. The most influential among the reasons for this are:

- the number of actors who need to operate in the IBM on the basis of a common concept will be increased;
- the planning and implementation of their common activities will become more intensive;
- the cooperation with international organisations, for example, the International Criminal Police Organization (Interpol), the European Police Office (Europol),

1 Catalogue of recommendations for the correct application of the Schengen acquis and best practices; External border control, Removal and readmission. THE COUNCIL OF THE EUROPEAN UNION. Brussels, 8 February, 2002, 5018/1/02.

2 [www.worldcustomsjournal.org/media/wcj/-2011/2/Polner.pdf](http://www.worldcustomsjournal.org/media/wcj/-2011/2/Polner.pdf); [www.wcoomd.org/en/topics/wco-implementing-the-wto-atf/-/media/2EAA71DD69EC4F91B4F4FD0162F997AF.ashx](http://www.wcoomd.org/en/topics/wco-implementing-the-wto-atf/-/media/2EAA71DD69EC4F91B4F4FD0162F997AF.ashx); [www.worldcustomsjournal.org/media/wcj/-2010/1/Doyle.pdf](http://www.worldcustomsjournal.org/media/wcj/-2010/1/Doyle.pdf); and others

the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (FRONTEX), the International Organization for Migration (IOM), the International Centre for Migration Policy Development (ICMPD), Borderpol, the World Customs Organization (WCO) and with other parties concerned (transporters, carriers, the public and others) will become more proactive.

At the same time, these features may also signify *the appearance of new, higher standards set for the staff of the organisations concerned*, as, in the framework of the question discussed, *due to its impact, the human factor has the greatest significance in realising the potential of IBM*. Consequently, the parties in IBM need to pay utmost attention to selecting, training and motivating their own staff. Still, the results of the analysis of the legislation, scientific and pedagogical sources related to the problem and of the synthesis of the empirical material enable us to draw the following conclusions related to the experience gained through the teaching of IBM:

- research concerning the issues of selecting and motivating the staff has been published widely and in the necessary depth. It is not difficult to select and adapt the rational approaches discussed in them for the purposes of IBM;
- issues related to the development and curriculum of IBM as a subject, its scientific and methodological support and teaching methods have their special features, namely:
  - various authorities, training institutions, teaching and methodological material (textbooks, lectures, lecture notes, distance learning programmes) related to IBM exist; yet, they are used either according to the ‘everything to everyone’ principle or, following organisational interests, are very specific, internally oriented, which may lead to the infringement of the principle of ‘systematic arrangement’ of knowledge while training the IBM actors’ staff;
  - changes in IBM are manifested in education with a significant delay;
  - there is a lack of scientific research material related to issues concerning the introduction of IBM competences and course development.

Thus, the aforementioned features illustrate *the high probability of disharmony within the training (educational) system of the staff operating IBM, which results in a high risk of inefficient assertion of national/international interests in the area of border policing*. Against this background, it is topical to raise the issue related to the development of the National Differentiated Training programme in IBM (hereinafter: NDT IBM). It is an integrated programme for certain categories of those involved in the training and the staff of the actors actually conducting IBM, which, adopting a unified approach, blends individual training programmes.

Using a systemic approach, to develop such a programme, first of all we need to define the requirements related to it, then to construct its model, which is the purpose of the present study.

Eventually, such a model will answer the question: How can we make sure that the competences of the staff operating IBM are developed according to a unified concept and to the necessary extent?

We think that the scientific model of NDT IBM can only be developed by using a systemic approach. An inevitable condition for this is the vision of the final outcome: *The constructed NDT IBM, the sum of all the competences of the staff of all the actors involved in IBM should ensure that the tasks related to IBM are carried out with success.*

The other requirements, considering the limited time available for the development of the competences of staff are as follows:

- The development of the competences of the individual staff categories involved in IBM is done to the extent relevant to them.
- All the categories of the staff of the organisations involved in IBM have comprehensive knowledge of the activities of the other agencies involved.
- The national curriculum of IBM is constantly updated; changes in the system of IBM should be introduced in the training programme with a minimal delay.
- In order to ensure high-standard development of competences it is vital to blend efficient and multifaceted forms of tuition (full-time, part-time, distance, etc.) in an astute way, to choose the methodology carefully and to apply a modern pool of educational tools. Joint practical training activities involving various categories of staff, organisations and the representatives of the cooperating states are essential.

It is our view that the development of the NDT IBM appropriate to the issues formulated above is feasible following the *research methodology* outlined below:

- Definition of the tasks to be solved to achieve the objectives of IBM;
- Based on the tasks, definition of competences the staff involved in IBM should have;
- Definition of general competences that are of key importance in the building of other competences (for example, communication and foreign language skills) and of the particular ones;
- Definition of the whole range of actors in IBM;
- Definition of the staff categories (positions) in relation to the actors, responsible for carrying out the tasks in IBM;
- Definition of the level/degree of staff participation in carrying out a particular task (for example, ‘coordination’, ‘in charge’, ‘direct executive’, ‘supplementary role’);
- Definition of the educational institution/training centre responsible for the admission of staff involved in IBM, with respect to all the agencies concerned;
- Definition of the compulsory elements of the NDT IBM for the purposes of the efficient application of the programme, the monitoring activities guaranteeing the mastering of competences and its continuous development;
  - the suggested frequency of the monitoring activities;
  - the general system of the development of the NDT IBM;
  - information related to customer organisations of the IBM training (contact information, customer organisations’ exact claims, the system of their participation in the training, especially in planning joint exercises and in students’ assessment);

- information concerning educational institutions/centres involved in IBM training and their supervising organisations;
- mechanisms influencing the acceptance of training through individual programmes (Ministry of Education, organisations involved in IBM etc.);
- special training programmes for particular categories of students as well as for the active staff of organisations involved in IBM (re-training and further training);
  - results of curricula audits already existing in educational institutions/centres, directed at developing competences in the area of IBM; excluding competences not directed at developing IBM competences; monitoring activities concerning the introduction of changes;
  - monitoring the activities of the staff of organisations involved in IBM, including the identification of shortcomings in the training and their categorisation (if it corresponds to risk analysis; the scale of deficiency, the potential damage);
  - final assessment of students on completion of the training (representatives of organisations involved in IBM may be involved) and their selection for further service/work;
  - the URL of the NDT IBM and the order of maintenance and access of its webpage.

In our view, the most suitable place for establishing and operating an NDT IBM is the IBM Coordination Centre.

For the purpose of the general understanding of the operation of the IBM system and irrespective of the extent of the necessary competences to be developed, a lecture on the presentation of the IBM should be embedded in the first session of all individual curricula (the training aspects should involve the objectives, tasks/functions, the range of those involved, the prospective outcomes, the directions and main issues of the further development of IBM).

The customer organisations should be involved in the planning of joint exercises and invite representatives from the organisations involved in IBM to observe them.

Table 1: Setting up a competence matrix for the staff of IBM

IBM participants	Staff categories	Place of training	IBM tasks								
			T1				T2		...		TL
			IBM competences								
			general				particular				
			T1/1	T1/2	...	T1/Z	T2/1	T2/2	...	TL/1	
S1	S1/1	S1/1/1	x <sup>3</sup>	x	x	x	x	x	x	x	x
	S1/2	S1/1/2	x	x	x	x	x	x	x	x	x
	...	...	x	x	x	x	x	x	x	x	x
	S1/M	S1/1/	x	x	x	x	x	x	x	x	x
S2	S2/1	S2/1/1	x	x	x	x	x	x	x	x	x
	S2/2	S2/1/2	x	x	x	x	x	x	x	x	x
...	...	...	x	x	x	x	x	x	x	x	x
SN	SN/1	SN/1/1	x	x	x	x	x	x	x	x	x

Table 2: Setting up the particular educational programme for the individual staff categories of an organisation involved in IBM

Staff category	Place of training	Competence levels, duration of training, form/type of session				Total			
		K1/1	K1/2	K1/Z	2/1	l	sem	pr	assessment
<b>S1/1</b>	<b>S1/1/1</b>	«C»	«ich»	«de»	«sr»				
<b>Time</b>		0,10	0,25	45	120				
<b>Form of training</b>	<b>full-time</b>	English course	joint activities	classroom					
<b>Session</b>		–	lecture	seminar	practice				
<b>Method</b>		–							
<b>Material resources</b>		–							

## Recommendations for the Methodology of Teaching Integrated Border Management

The training system of border guard institutions (or the ones where border guards are also trained) is versatile. They have institutional independence and national specificities. Placing special emphasis on the teaching of Integrated Border Management should be a feature shared by all of them.

3 x = {«C», «ich», «de», «sr»}, where c = coordination; ich = person in charge; de = direct executive; sr = supplementary role.

The methodology of the teaching of Integrated Border Management should be specific. It should be selected according to the level and form of tuition, the composition of students and the aims and objectives of a particular training course.

In terms of levels, basic (vocational) training focuses on basic professional knowledge and basic competences, as defined in fundamental documents such as the Schengen Borders Code, the Practical Handbook for Border Guards and the national regulations concerning the border guards' activities.

In higher education, when training leaders, the main emphasis is given to developing leadership skills. There is no particular document related to that. The basic document for teaching Integrated Border Management at this level is the *Updated EU Schengen catalogue on external borders control, Return and readmission, published by the Council of the European Union* [Brussels, 16 March 2009 (19.03) 7864/09], which elaborates on the concept of Integrated Border Management and the recommendations for its implementation.

Among the forms of education, in the training provided by various schools (special school, secondary vocational school, academy, higher education institution), apart from familiarising the students with the theory corresponding to the given level, the methods that enable the students to master the skills needed to carry out their duties (checking travel documents, patrolling, joint patrolling in cooperation with officials of a national organisation or that of a neighbouring country, etc.) is of primary importance. To achieve that, it is advisable to follow the algorithm as follows:

- discussion of the general material and professional theory in lectures;
- deepening the knowledge through students' self-access learning, consultations and seminars;
- assessment and evaluation of theoretical knowledge;
- proceeding with laying the foundations of the implementation at demonstrations provided by the teacher. (For example, in the Bachelor's programme the presentation of how to organise a shift at the BCP or border (policing) office);
- teacher-led practice of how to carry out activities;
- activities carried out by the student independently and its assessment;
- practising duties in a real environment at field practices and work placements;
- assessment of students' theoretical knowledge and skills at examinations.

The changes in the theory and practice of Integrated Border Management – in harmony with the need for lifelong learning – require that the knowledge mastered at training institutions should be constantly updated. The preferred forms for that are self-tuition, further training provided by local professional organisations and training courses at regional and national levels.

In the last few years border guards have had the opportunity to attend training courses provided by CEPOL and FRONTEX. Within the EaP-SIPPAP project the *Memorandum of Understanding on cooperation among training institutions in a number of the EU Member States and Eastern Partnership countries* has been created with promising results.

When selecting the methodology, we should also bear in mind the organisations the students (will) belong to, whether they are

- border guards,
- staff of an authority involved in Integrated Border Management and obliged to cooperate,
- staff of some other governmental organisation involved in Integrated Border Management or
- staff of an NGO.

When formulating the learning objectives of a training, we should always define

- the concrete extent and content of the professional learning material to be acquired and
- the targeted competences (that is, what the student should be able to do at the end of the course).

When selecting the methods for the teaching of Integrated Border Management (IBM), we should focus on the ones that enable the students to develop the competences as follows:

- basic professional competence (See algorithm above);
- implementing the principles of IBM while carrying out leaders' duties (gathering intelligence, analysis and evaluation, planning, decision-making, organising, checking, managing);
- development of leaders' skills:
  - skills related to situational awareness, decision making and taking measures;
- emphasis should be laid at all levels on developing the following skills:
  - cooperation skills;
  - communication skills;
  - right reaction to changes in the state of affairs.

Because Integrated Border Management has to be taught in varied circumstances, the spectrum of applicable methods is also wide. We would like to focus the teachers' attention on the ones as follows:

- Lectures. It is practical to invite external lecturers, mainly leaders of border guarding organisations, outstanding experts of the border guarding staff that carry out daily duties or representatives of cooperating organisations. Lectures, where we can suggest learning methods and define required reading and recommended literature, can also help students conduct profound studies independently.
- Seminars. Apart from their role in systematising and widening knowledge, their interactive character is also important.
- Workshops. Working in small groups facilitates the development of students' cooperative skills.
- Teaching foreign languages for border policing is important for international cooperation.
- The following practical tasks can be applied efficiently:
  - Discussion of case studies;



- Role play;
  - Integrated exercises in the classroom and on the terrain;
  - Simulation. Exercises ranging from simple activities conducted in small groups to integrated leadership exercises can be useful.
- Supporting profound, self-access studies. We especially recommend using e-learning material, for example the *EaP-SIPPAP distance learning tool (e-tool) for the training institutions* <http://localhost:65432/e-tool/course/view.php?id=9&section=1>;
  - Attending webinars;
  - Using mentors at field practices and work placements.

The methodology of teaching Integrated Border Management requires that the teachers constantly do further training in methodology, keep their professional knowledge up-to-date and are involved in international cooperation in the field of training.

### **Conclusions and perspectives for further examination/research**

1. Existence of the problem relating to the staff training for IBM area. The quality of the solution to this problem will directly influence the effectiveness of functioning and further development of the border safety system.
2. In the article there is a proposal to find a solution through the elaboration and introduction of the national differentiated training programme on IBM.
3. The programme objective and its main requirements have been formulated. The programme structure as well as the mechanism for its practical implementation and support have been substantiated.
4. The methodological tools for the efficient training of personnel and development of different categories of competencies in IBM area have been proposed. A particular attention is paid to the methods of interactive training.

The areas for further research and examination are the following:

- Systematization of specific tasks, to be implemented in IBM area, as well as systematization of necessary competences which will be needed for the implementation of those tasks;
- Systematization of different categories of the personnel, involved in IBM; selection of educational institutions and centres which will be providing training for different categories of staff; retraining and advanced training, justification of the mechanism of interaction with the ordering customers (those, who need the staff);
- Justification of training programmes for specific categories of staff;
- Elaboration of a website/web portal/informational system for the national differentiated training programme on IBM, access to the web portal, its maintenance and administration.

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## ÖSSZEFOGLALÁS

### **Módszertani megközelítés az Integrált Határigazgatás Nemzeti Differenciált Oktatási programjainak a „Keleti Partnerség” országaiban való kialakításához**

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Az Integrált Határigazgatás (IBM) 2002-ben kialakított koncepciója mára a határőrizet valamennyi szempontját tartalmazó rendszerré vált, mely a Keleti Partnerség országainak közigazgatásába is beépült. Az oktatás sajátos módszertana terén csak most kezdődött a tapasztalatok cseréje. Ennek során magyar, ukrán és belorusz határőrizeti oktatók megvizsgálták, hogyan lehet elérni, hogy az IBM-ben részt vevő állomány kompetenciái a Keleti Partnerség országaiban egységes elgondolás szerint és a szükséges mértékben formálódjanak. Javaslatot tettek az Integrált Határigazgatás oktatására vonatkozó nemzeti differenciált oktatási programok kidolgozására, és ajánlásokat fogalmaztak meg az oktatás során alkalmazott módszertanra. A szerzők eredményeiket saját felsőoktatási intézményeik tudományos folyóirataiban, Budapesten angol, Kijevben ukrán, Minszkben pedig orosz nyelven teszik közzé.