



**Organization for Security and Co-operation in Europe**

**Conflict Prevention Centre**

**Vienna, 16 November 2005**

**To: All OSCE Delegations**

**Re: “OSCE SEE Cross-Border Co-operation Programme” (OSCCP), Report on Seminar 4 of Phase 2, Trogir, Croatia, 26 – 29 October 2005, Lessons Learned from the Establishment of Border Security Systems on Blue Border Surveillance**

**GENERAL**

The fourth and final seminar in Phase 2 of the OSCE South Eastern Europe Cross-Border Co-operation Programme” (OSCCP), titled “Lessons Learned from the Establishment of Border Security Systems on Blue Border Surveillance”, took place in Trogir, Croatia from 26 to 29 October 2005. It was jointly organized by the Ministry of Internal Affairs of Croatia, DCAF and the OSCE Secretariat.

The objectives of this seminar were to:

- review the draft strategies on the surveillance of Blue Borders prepared by the five participating countries: Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia (fYROM), and Serbia and Montenegro;
- provide expert advice on EU requirements for such national strategies;
- provide an opportunity for sharing experiences in the region in the field of Blue Border Surveillance.

Twenty-eight senior and middle-level border police officers in charge of Blue Borders from Albania, Bosnia and Herzegovina, Croatia, the fYROM, Serbia and Montenegro participated in the seminar. In addition, fifteen European Blue Borders experts (Cyprus, Estonia, Finland, France, Hellenic Republic, Hungary, Romania, Spain, and Sweden), two OSCE border experts from the Secretariat in Vienna and three representatives of DCAF took part in the meeting as resource persons.

**THE SEMINAR - OPENING SESSION**

The seminar was opened by the DCAF representative, Mr. Andrus Oovel, Head of Border Guard Programme, who welcomed the participants and thanked the host, the Ministry of Internal Affairs of Croatia, for the practical organization of the seminar. Mr. Oovel outlined the objectives, expected results and the programme for this two and half day meeting. In conclusion, Mr. Oovel invited representatives of countries in the SEE and visiting European experts to use this seminar as an opportunity to develop national strategies on Blue Borders in the SEE region in line with EU requirements.

In his address, Mr. Karlheinz Horndasch, Senior Border Issues Co-ordination Officer from the OSCE Secretariat in Vienna, stressed that this is already the fifth seminar on the subject of Blue Border Surveillance organized by both the OSCE and the DCAF in the last two years. Mr. Horndasch emphasized that the co-organization of this seminar by DCAF and the OSCE is an example of co-ordination of activities between international actors to achieve better efficiency and build on comparative advantages. He further shared his expectation that this seminar would help the countries in the SEE region to improve regional cross-border co-operation to meet the requirements of the EU IBM guidelines.

### **SESSION 1 – EU requirements for Blue Border Strategies and the practical implementation of EU guidelines in organizing Blue Border Surveillance in Northern and Southern Europe**

Mr. Dan Thorell, Head of the Law Enforcement Department of the Swedish Coast Guard, made the first presentation outlining EU demands and requirements for maritime Border Strategies based on the EU Common Manual and EU Schengen Catalogue. Mr. Thorell stressed in his presentation the utility of the Integrated Border Security Model or the Four Tiers Model, (activities in the third countries, international co-operation, measures at external borders, activities within the Schengen states) for the control and surveillance of maritime borders.

Then a group of EU experts from Finland, Estonia, Sweden and Spain made short presentations on their national experiences with practical implementation of EU guiding principles in organizing Blue Border Surveillance in Northern and Southern Europe. These presentations demonstrated both similarities and differences in the practical organization of maritime border control within the EU. The cross-cutting similarities were: 1) surveillance of maritime borders, 2) admittance only at specially authorized ports, 3) trained staff, 4) reliance on risk analysis using intelligence and investigations as sources and 5) international co-operation. At the same time, some differences were noted: 1) while Finland and Estonia developed new unified, integrated and multi-functional maritime border agencies, Sweden has historically relied on a coast guard service to perform maritime border control and surveillance, 2) the types of threats to border security in Northern and Southern Europe differed markedly with EU countries in Southern Europe managing more significant risks of illegal immigration and drug trafficking than was the case in Northern Europe.

### **SESSION 2 – The design of a strategy for maritime borders according to EU demands and requirements**

The second session featured a panel presentation of an Albanian case study by the French and Finnish border experts: Mr. Bernard Dujardin and Mr. Francis Faye (France) and Mr. Juhanni Paakinen (Finland). This case study provided a broad review of existing threats to maritime border security specific to Albania as well as some requirements for an appropriately designed maritime border strategy to meet these threats.

The second panel presentation in this session was made by two international experts from the Police Assistance Mission of the European Community to Albania (PAMECA): Mr. Nikos Hatzis and Borut Erzen. This presentation outlined a number of pitfalls that need to be addressed when designing a Blue Border strategy. This discussion of pitfalls provided a useful checklist of common constraints and some recommendations on how to overcome them. These presentations concluded the first day of the seminar.

### **SESSION 3 - Presentation of Croatia's experiences in the field of Blue Border Surveillance**

The third session consisted of three presentations by the host country and a guided visit to the port of Split. The presentations were made by three Croatian representatives: Mr. Zoran Niceno from the Ministry of Interior, Mr. Josip Boganovic from the Ministry of Defense and Mr. Stjepan Vuk from the Ministry of Sea, Tourism, Transportation and Development. These presentations provided an overview of the organizational model of the Croatian maritime border security, existing mechanisms for inter-agency co-ordination between several ministries with their respective areas of responsibility, and joint activities. The session was concluded by a visit to the Naval Operational Centre and a visit to the harbour of Split.

### **SESSIONS 4 and 5 - Working Groups**

The second half of the second day and the first half of the third day were devoted to working group sessions. Three working groups were formed and led by the EU experts: one on Sea borders, the second on Lake borders and the third on River borders. Each group was asked to discuss in detail the structure and substance of strategies required for the control of the respective type of blue border. The ultimate objective was to raise awareness among participants of the elements of a blue border strategy as a part of the border security system, including a search and rescue function, whereby the means of green and blue border surveillance are united under a clearly defined control and command line.

### **SESSION 6 – Presentations from Working Groups**

The first working group, on the subject of Sea Borders, provided a definition for the Blue Borders strategy. This definition was structured along the 5 Ws (Who? What? When? Where? Why?) and SWOT analysis (Strengths, Weaknesses, Opportunities and Threats). They emphasised the need for establishing one agency in charge of the overall co-ordination to ensure that EU requirements for Integrated Border Management are incorporated within the strategy.

The second working group, on the subject of Lake Borders, concluded that there was no need for an independent strategy focused on Lake Borders and argued that the surveillance of Lake Borders should be regulated by a single integrated Blue Border strategy. Further they provided a detailed structure for a Blue Border strategy comprising historical overview, geopolitical situation, threats and risk analysis, vision, goals, capacity-building, co-operation, funding, time-table and tasks and responsibilities.

The third working group, on the subject of borders along Rivers, elaborated a model for a strategy comprised of three structural elements: institutional framework (legislature, organisations, and structures), functions (suppressing cross-border crime, control of persons, search and rescue) and dynamics (changes in the environment). They concluded by focusing on the first element and a detailed proposal for the desired institutional framework for an effective strategy of Blue Borders surveillance and control.

### **CLOSING SESSION**

In the Closing session, the Chair:

- provided a summary of the main conclusions of the seminar;

- invited participants to share their assessments of the seminar.

It was agreed that all participating countries will prepare draft strategies for Blue Border Surveillance, formatted in the way that was discussed and presented during the Working Groups. This will provide an opportunity to create a document which will include their ideas, wishes and choices for the organization they would like to set up in their countries to be responsible for border guarding at sea.

## ANNEX A

# PROGRAMME

## 'Lessons Learned from the Establishment of Border Security Systems' – Third Working Group on Blue Border Surveillance

Split, Croatia  
26 – 29 October 2005

### WEDNESDAY 26 OCTOBER 2005

Afternoon	Arrival of participants – transportation from Split airport to the hotel will be provided by the Croatian Mol  Accommodation in Hotel Medena, Seget Donji, Trogir, Croatia Tel: 00 385 (0)21 88 05 88 e-mail: <a href="mailto:info@hotelmedena.com">info@hotelmedena.com</a>
20:00-22:00	<i>Welcome Drink in Lobby followed by Dinner</i> in the hotel

### THURSDAY 27 OCTOBER 2005

09.00–10.30	<b>EU demands and requirements for Maritime Border Strategies</b> (Theory) presented by Dan Thorell, Head of Law Enforcement Department, Swedish Coast Guard (Participants will be handed out 6 Topics to read, followed by a presentation relating to these topics).
10.30-11.00	<i>Coffee</i>
11.00-13.00	<b>The practical implementation of EU guiding principles in organizing Blue Border Surveillance in Northern and Southern Europe</b> – presented by representatives of Finland, Estonia, Sweden and Spain, Greece Jukka Savolainen (Finland) Aare Evisalu (Estonia) Dan Thorell (Sweden) Pedro Martin (Spain) Tbc (Greece)  10 minute presentations, followed by Working Group discussions on related questions
13.00-14.30	<i>Lunch</i> in Hotel
14.30-16.00	<b>The design of a strategy for Maritime Borders according to EU demands and requirements for Maritime Border Strategies (Albanian Case Study)</b> (Practical aspects) - presented by Bernard Dujardin & Francis Faye (France) and Juhanni Paakinen (Finnish Frontier Guard)

16.00-16.30	<i>Coffee</i>
16.30-17.30	<b>Designing a Blue Border Strategy – Concerns and Pitfalls</b> presented by Nikos Hatzis (tbc), Police Assistance Mission of the European Community to Albania (PAMECA)
19.30	<i>Dinner in Hotel</i>

#### FRIDAY 28 OCTOBER 2005

08.30-09.15	<b>Croatia's experiences in the field of Blue Border Surveillance –</b> presented by representative of Mol (ntbc)
09.15-09.30	<i>Coffee</i>
09.30-10.15	<b>Croatia's experiences in the field of Blue Border Surveillance</b> presented by representatives of the Ministry of Defence and the Ministry of Sea, Tourism, Transportation and Development
10.30	Depart Hotel for Study Visit to the port of Split
11.15-13.45	Visit to Naval Operational Centre/Visit to Harbour and Border Crossing Point (including lunch)
13.45–14.30	Return to Hotel
15.00	<p>Divide into Working Groups for initial discussion on Blue Border Strategy Papers</p> <ul style="list-style-type: none"> <li>• WG 1 – Sea Borders (AL, CG, HR) – led and assisted by Dan Thorell, Robert Primus (Swedish Coast Guard), Marios Christofides (Cyprus Police) Petteri Partanen (Finnish Frontier Guard) Pedro Martin (Spanish Guardia Civil) Bernard Dujardin (France)</li> <li>• WG 2 – Lake Borders (MK, AL) – led and assisted by: Aare Evisalu (Estonian Border Guard) Juhanni Paakinen (Finnish Frontier Guard) Aivar Lohmus (Estonian Border Guard) Francis Faye (France)</li> <li>• WG 3 – River Borders (BA, BG, RO, SE) – led and assisted by: Jukka Savolainen (Finnish Frontier Guard) Tamas Demeter (Hungarian Border Guard) Romania (tbc) Bulgaria (tbc) Germany (tbc)</li> </ul> <p><b>WORKING GROUPS SESSION I</b></p>

	<p>WG 1 - Presentation from Albania and Montenegro to introduce their strategies, followed by discussion. Croatian representatives are asked to compare their existing and planned systems with the systems presented by Albania and Montenegro</p> <p>WG 2 – Main Principles to be followed from the Operational and Technical points of view in creating surveillance systems for Lakes - presented by Aare Evisalu, Juhanni Paakinen and Aivar Lohmus</p> <p>WG 3 – Existing EU Regulations over the Danube River – Jukka Savolainen Experiences exercising Border Control in the Danube and in other river areas presented by Hungary, Romania and Bulgaria</p>
16.00-16.30	
16.30-1800	Coffee
	<p><b>WORKING GROUPS SESSION II</b></p> <p>WG I – Evaluation of written material and suggestions regarding the <b><u>structure</u></b></p> <p>WG II – Presentations from Albania and Macedonia to introduce their strategies, followed by discussion</p> <p>WG III – Presentations from BIH and Serbia to introduce their strategies, followed by discussion</p>
20.00	Dinner (Hotel or Restaurant)

#### SATURDAY 29 OCTOBER 2005

09.00-11.30	<p><b>WORKING GROUPS CONTINUE - SESSION III</b></p> <p>WG I – Evaluation of written material and suggestions regarding the <b><u>substance</u></b> to enhance existing paper, including technical surveillance methods and equipment</p> <p>WG II – Evaluation of written material and suggestions regarding the <b><u>structure and substance</u></b> to enhance existing paper, including technical surveillance methods and equipment</p> <p>WG III – Evaluation of written material and suggestions regarding the <b><u>structure and substance</u></b> to enhance existing paper, including technical surveillance methods and equipment</p>
10.00-10.30	<i>Coffee</i>
11.30-13.00	Presentations by Working Groups.
13.00–14.00	Conclusions and Discussion of programme for fourth Working Group meeting
14.00-15.30	<i>Lunch</i>

15.00	Departure of participants - transportation to airport will be provided by the Croatian Police
16.00	Visit to Split for remaining participants, (including Experts Meeting to discuss Future Plans and Way Ahead)
19.30	Dinner in Split, then return to Hotel

**SUNDAY 30 OCTOBER 2005**

All day	Departure of remaining participants – transportation to airport will be provided by the Croatian Police
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**LIST OF PARTICIPANTS**  
**SEMINAR ON BLUE BORDER SURVEILLANCE**  
**26 – 29 OCTOBER 2005, TROGIR, CROATIA**

COUNTRY	TITLE/NAME	POST
<b>ALBANIA</b>	Mr Gezim GOCI	Head of Sector of Migration at Durres Police District
	Mr Saimir BOSHNJAKU	<b>Specialist at the Sector of Border Police, Police Directorate of Fieri District</b>
	Mr Dashamir CALI	<b>Head of Sector, Information Management Directorate</b>
<b>CROATIA</b>	Mr Nikola MILINA	Head of Border Police Directorate
	Mr Zoran NIČENO	Head of Dept, Ministry of Interior, Maritime and Airport Police Dept.
	Mr Stjepan VUK	Head of Dept, Ministry of Sea, Tourism, Traffic & Development
	Mr Josip BOGDANOVIĆ	Naval Officer, Ministry of Defence
	Mr Mirna KOVAČ	Head of Dept, Ministry of Interior, Maritime & Airport Police Dept
	Mr Želko SIĆ	Chief Police Inspector, Ministry of Interior, Dept for Protection of State Border
	Mr Gilio Toić SINTIĆ	Chief Police Inspector, Ministry of Interior, Maritime & Airport Police Department

	Mr Ante KLARIĆ	<b>Advisor, Ministry of Sea, Tourism, Transportation and Development, Republic of Croatia</b>
<b>Former Yugoslav Republic Of Macedonia</b>	Mr Goran GJORJIEVSKI	Senior Inspector , Sector for Border Crossing Points and Border Surveillance
	Mr Zoran NASTOSKI	Deputy Commander of Border Police Station for Lake Control – Ohrid
	Mr Dejan PETRUSEV	Deputy Commander of Border Police Station for Lake control – Dojran
	Mr Mujo BESIM	Inspector for Border Security in Regional Centre West
<b>MONTENEGRO</b>	Mr Marko NIKČEVIĆ	Commander Maritime Unit
	Mr Zoran LASICA	Deputy Commander of Maritime Unit
	Mr Predrag SAMARŽIĆ	<b>Commander of Department Herceg Novi</b>
	Mr Vojo BOJOVIĆ	Deputy Commander for Maritime Unit
<b>SERBIA</b>	Mr Dušan ZLOKAS	Head of Border police Directorate
	Mr Branislav MITROVIĆ	Advisor in Border Police Directorate
	Mr Mile NOVAKOVIĆ	Head of Department for Education, Border Police

	Mr Nebojsa PURIĆ	<b>Head of Border Police Department</b>
CYPRUS	<b>Inspector</b> Marios CHRISTOFIDES	<b>Cyprus Police</b>
ESTONIA	<b>Colonel</b> Aare EVISALU	<b>Chief of Staff, Estonian Border Guard</b>
FINLAND	<b>Captain (Navy)</b> Jukka SAVOLAINEN	National Expert (Border Security) Council of the European Union General Secretariat
	Colonel Juhanni PAAKINEN	
	Lieutenant Commander Petteri PARTANEN	Deputy Chief of Section Helsinki Border Control Section

FRANCE	<b>Mr Bernard DUJARDIN</b>	Overseas Ministry
	<b>Mr Francis FAYE</b>	
HELLENIC REPUBLIC	<b>Commander (H.C.G) Konstantinos ROIDIS</b>	<b>Eastern Sea Border Centre</b>
HUNGARY	<b>Lieutenant Colonel Tamas DEMETER</b>	<b>Border Guard Directorate of Nyirbator</b>
OSCE	Mr Karl-Heinz HORNSDASCH	<b>Senior Border Issues Coordination Officer, OSCE Vienna</b>
	Mr Anton PETRENKO	<b>Programme Management Officer, OSCE Vienna</b>
PAMECA	Mr Nikos HATZIS	<b>PAMECA</b>
	<b>Mr Borut ERZEN</b>	<b>International Advisor, PAMECA</b>
SPAIN	<b>Mr Pedro MARTIN</b>	<b>Guardia Civil Officer</b>
SWEDEN	Commodore Dan THORELL	Swedish Coast Guard
	<b>Sr Officer Robert PRIMUS</b>	<b>SW Coast Guard RegionEast</b>
<b>DCAF</b>	Mr Andrus OOVEL	Chief of IAB for Border Security
	Ms Aji BUCHANAN	Programme Coordinator
	Mr Alenko VRĐUKA	Visiting Expert

## Summary of 21 Participant Evaluation Forms

At the end of the two and a half-day workshop 21 participants completed a self-evaluation form containing two categories of questions: In first category of questions respondents were asked to assess workshop's relevance, effectiveness and efficiency on a five-point scale indicating their level of agreement to each question (1=strongly disagree; 2=disagree; 3=neutral; 4=agree; 5=strongly agree). The second category contained open-ended questions asking participants to give their feedback on lessons learned and suggestions for follow up.

### *1) Averaged scores for the first category of questions:*

#### **A. Relevance of training:**

I have participated in a similarly themed workshop before (CARDS, DCAF, other)	<b>3,70</b>
The topic of the workshop was relevant	<b>4,00</b>
If organized, I would participate in a follow-up workshop	<b>4,00</b>

#### **B. Effectiveness of training:**

I improved my professional knowledge of technical means of surveillance	<b>3,60</b>
The expert presentations were useful	<b>3,80</b>
This workshop helped me to network with my peers from other countries/organizations	<b>4,20</b>
The Study Visit was useful	<b>3,60</b>
The Working Group Sessions were useful	<b>4,00</b>

#### **C. Efficiency of training:**

The workshop was well organized	<b>3,90</b>
The length of the workshop was adequate to cover topics and allow interaction	<b>3,50</b>
The workshop was moderated effectively	<b>3,70</b>

#### **D. Overall evaluation**

I would rate this workshop as follows (1=lowest, 5=highest).	<b>3,80</b>
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**2) Summary of responses to the question: What do you think are the most important results of the workshop?**

- 40 % (4 out of 12) of respondents pointed out that the most important result of the workshop was that it facilitated the **exchange of contacts and experiences** with colleagues from other countries.
- 20 % (2 out of 12) of respondents stressed that the most important result of the workshop was that it facilitated **learning** about current situation in the SEE region regarding Blue Border Surveillance and about the various forms a national strategy on Blue Borders can take.
- 40 % (4 out of 12) of respondents emphasized that the most important result of the workshop was that it raised **awareness** about the need for regional co-operation to implement IBM guidelines and to harmonise procedures regarding the surveillance of the Blue Border

**3) Summary of responses to the question: What would you change about the workshop content and/or format (and how)?**

- **Participants:** More participation by the participants from the recipient countries; more involvement of customs officers and other maritime administrative agencies involved in surveillance
- **Organisation:** to allow more time for the Working Group while shortening duration of presentations sessions
- **Content and methodology:** To give more priority to sharing information on field experiences and specific examples and less so for theoretical aspects,

**4) Summary of responses to the question: What follow-up activity/ies do you recommend to this workshop?**

- **Thematic:** These kind of workshops should be organized more often; A separate workshop should be held on the Danube River
- **Practical follow up:** After strategy development, its practical implementation in the field should be reviewed; The actual drafting of strategies should take place in smaller groups