



**Training Needs
Assessment**
2016 REPORT

Warsaw, December 2016

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Executive summary

This report presents the outcomes of the training needs assessment (TNA) carried out by Frontex in 2016. The main aim of the assessment is to assist Frontex in tailoring its training portfolio to meet operational needs and other existing requirements.

The assessment focused on three main areas: training needs in EU Member States, training needs in Frontex partner countries and the training needs of the European Border and Coast Guard Teams.

The TNA concept was developed in the first half of 2016 and the results were collected in the second half of the year. In line with Frontex's internal planning cycle, the findings of the 2016 assessment will be implemented in the 2018 training portfolio.

In general, the Frontex training portfolio seems to respond well to needs. However, some needs still need to be taken into consideration with regard to supporting national border and coast guard training in EU Member States and in partner countries in terms of educational standards and thematic training. EU Member States and partner countries

should therefore play an active role in implementing Frontex training products.

One of the findings of the assessment was that border and coast guards will need new types of competences in the future. What exactly those requirements will be requires further research. However, some new challenges have already been identified, such as irregular and mixed migration flows. Also, the phenomena of terrorism, radicalisation and foreign fighters are not yet included in Frontex's training portfolio.

Moreover, Frontex, together with host and seconding countries, will aim to ensure that all European Border and Coast Guard team (EBCGT) members involved in joint operations take part in prior-to-deployment training that is relevant to the profile of a given operation.

1 Introduction

1.1. Background

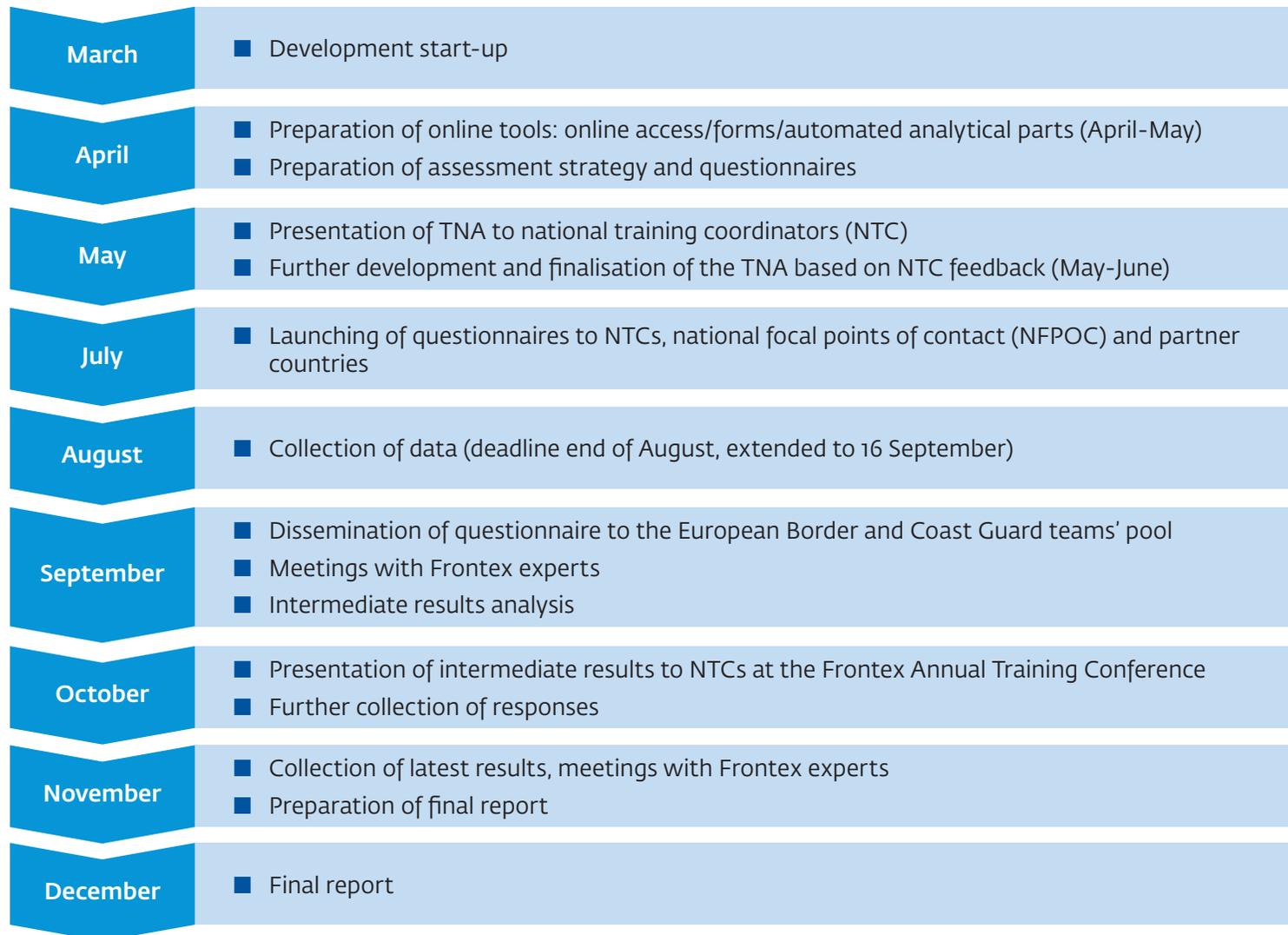
In line with Article 36 of the European Border and Coast Guard Regulation, Frontex develops specific training tools and common core curricula for the training of European border and coast guards. Furthermore, Frontex provides EU-level training for instructors of the national border and coast guards of Member States. Professionally trained border and coast guards are a key element of border security and management in the EU.

Frontex cooperates with non-EU countries, hereinafter referred to as Frontex partner countries, through a working arrangement agreement. Frontex actively contributes to improving cooperation and exchanging best practices with partner coun-

tries. Therefore, partner countries also have a vital role to play in the training needs assessment.

The development of an online version of the training needs assessment was based on the experience of the 2015 TNA. That assessment was carried out using a questionnaire template delivered and collected by email. After receiving respondents' answers, the data was processed manually. Although the results were good, the process was time-consuming and complex. The 2016 online solution was developed to make the process more flexible, user-friendly and manageable. The development and operationalisation of the 2016 TNA was carried out as illustrated in Figure 1.

Figure 1. **2016 Training Needs Assessment process**



1.2. The aim of the Assessment

The TNA assesses the operational training needs of Frontex, the EU Member States and partner countries. It includes the national context of training, and the thematic subject areas in which Frontex is able to support border and coast guard training institutions within the EU and in partner countries. Furthermore, the TNA considers the needs of the European Border and Coast Guard Team Pool members deployed in joint operations coordinated by Frontex.

In addition, the assessment supports Frontex in monitoring the state of EU training and, consequently, in fine-tuning its activities to provide tailored solutions to identified needs. The results of the analysis enable Frontex to address the potential gap between the current and the desired situation.

1.3. Methodology

In 2016 the training needs assessment was conducted online for the first time. Online questionnaires were made available through Frontex's Virtual Aula (questionnaires 1 and 3) and eSurveysPro (questionnaire 2).

The TNA questionnaires were structured as follows:

1. Questionnaire addressed to Member States (national training coordinators)
 - national context
 - educational standards
 - thematic training support
 - the training needs of European Border and Coast Guard teams from the perspective of national training coordinators/national focal point of contacts.
2. Questionnaire addressed to the European Border and Coast Guard Team Pool members
3. Questionnaire addressed to partner countries
 - basic training needs
 - specialised/thematic training needs.

In order to avoid unnecessary duplication, the specific chapter on educational standards was not included in the online questionnaire addressed to National Training Coordinators (NTC). Data of Frontex Common Core Curriculum for Border Guard Basic Training (CCC Basic) was already available from the needs assessment study of the CCC-2012 update project (Needs analysis questionnaire for the updating of the Common Core Curriculum for Border Guard Basic Training (CCC 2012), Frontex letter 4943/14/O3/2016).

The detailed structure of each questionnaire is explained in this report.

The Sectoral Qualifications Framework for Border guarding (SQF for BG) was used as a framework, particularly for collecting answers and interpreting the results of the questionnaires on the national context of training and thematic training support.

The SQF for BG is a framework of learning outcomes and job competences that reflects the learning for all border guard activities across the EU. It offers a

common, overarching frame of reference to vocational and academic education and to training in the field of border security and management. Due to the different national training structures, the SQF for BG is needed as a 'translation tool' for national qualifications, ensuring comparability and a common language in respect of training and education. In practice, the TNA analysis took place by assessing the data collected against the various learning areas (clusters) of the SQF for BG (Frontex: 'Setting standards for training excellence', Vol. II, pp. 10–12).

In accordance with the principles of the European qualifications framework for lifelong learning (EQF), the SQF for BG covers four levels: 4, 5, 6 and 7. Levels 4 and 5 correspond to basic education, whilst levels 6 and 7 are at the bachelor and master levels. However, these levels do not simply reflect a vocational/academic degree, but also reflect the complexity of the job requirements in terms of knowledge, skills and competences.

The data on the training needs of the European Border and Coast Guard teams, in questionnaires addressed both to national focal points of contacts and deployed pool members, were assessed against EBCGT profile requirements. The detailed requirements of each of the 14 profiles are described in Frontex Management Board Decision (2016).

The online questionnaires mainly consisted of closed questions. However, they also contained some open questions in order to gather background information and more specific, qualitative information.

By utilising an automated, standardised and structured questionnaire, the data was managed in a timely manner. Although quantitative data usually plays a major role in automated questionnaires, a 'mixed method' was used in order to acquire both qualitative and quantitative data samples. Accordingly, the identified target groups were addressed using the methods explained in Table 1.

Table 1. **Assessment methods**

Target group	Assessment method	Implementation deadline
EU Member States with regard to national training needs, the training needs of their EBCGT Pool members, and thematic training support	Questionnaires, discussions with NTCs	June-July, October
Individual EBCGT Pool members who are or were deployed on joint operations coordinated by Frontex	Questionnaires, discussions with the appropriate Frontex departments	June-October
Relevant partner countries with regard to possible capacity building initiatives	Questionnaires, discussions with partner country NTCs, discussions with the appropriate Frontex departments	July–September, October

2 EU Member States' training needs

2.1. National context

Frontex collected information about Member States' priorities with regard to national training schemes. Altogether, 25 respondents from 23 EU Member States responded to the questions.

The respondents, mainly Frontex NTCs, were asked to describe their national training priorities based on the SQF for BG job competences and their respective SQF for BG levels. Since the job competences described in the SQF for BG are divided into five categories (generic border guarding; border control; cross-border investigation and intelligence; supervision, management and leadership; specialist fields in border guarding), those categories were reflected in the questionnaire.

In each SQF for BG based category, a set of sub-questions was asked:

- will this learning area be an immediate priority in your national border guard training within the next 3 years? (Yes/No);
- at which SQF for BG level will the topic be addressed? (levels 4.5.6.7);
- will this learning area be a priority in your national border guard training in the long term? (Yes/No);
- at which SQF for BG level will you address the issue? (levels 4.5.6.7).

Furthermore, a space was provided for remarks.

At the end of the questionnaire, respondents were asked to elaborate on three main challenges for their border guard training over the next 5 years and for training-related challenges in achieving interoperability (over the next 3 years). This was followed by

a question on the estimated number of graduates in 2016 and 2017.

In respect of short-term priorities, the most frequently mentioned learning areas were (highlighted in green in Table 2):

- law, policies, strategies, rules and procedures
- border checks
- border control technology
- fundamental rights
- facilitation of cross-border movements
- border surveillance.

In respect of long-term priorities, the most frequently mentioned learning areas were (highlighted in green in Table 2):

- law, policies, strategies, rules and procedures
- facilitation of cross-border movements
- border checks
- risk management
- border control technology
- the context of border guarding
- ethics, diversity and professional standards.

The most frequently mentioned short-term topics for basic-level training (level 4) were those relat-

ed to: 1) learning to learn; 2) border surveillance; 3) border checks; and 4) ethics, diversity and professional standards. The most frequently mentioned long-term topics were: 1) learning to learn; 2) the context of border guarding; and 3) subjects related to communication (Table 2).

The most frequently mentioned short-term topics for mid-level training (level 6) were: 1) management of border surveillance and border checks; 2) resources management; and 3) strategy, planning and border checks. Long-term topics were: 1) crisis management; 2) border surveillance; and 3) supervision, leadership and resources management.

The most frequently mentioned short-term topics for high-level training (level 7) were: 1) strategy and planning; 2) risk management; and 3) resources management. Long-term topics were: 1) strategy and planning; 2) resources management; and 3) law, policies, strategies, rules and procedures.

The remarks in each learning area mainly served as a reminder that certain topics are essential to national border guard training, and that training is needed for each SQF for BG level. Fundamental

Table 2. National training context in EU Member States

SQF for BG	Short-term priority (%)	SQF level for short-term priority (%)				Long-term priority (%)	SQF level for long-term priority (%)			
		4	5	6	7		4	5	6	7
1. GENERIC BORDER GUARDING										
1.1. Fundamental rights	80	33	22	33	11	80	24	35	29	12
1.2. Ethics, diversity and professional standards	76	44	17	28	11	84	28	22	39	11
1.3. Law, policies, strategies, rules and procedures	88	26	42	5	26	92	16	42	16	26
1.4. Cooperation with national, EU and international partners	68	31	38	19	13	72	25	31	38	6
1.5. Communication	72	41	29	24	6	72	38	31	19	13
1.6. Information and data management	72	29	35	18	18	76	25	38	25	13
1.7. Context of border guarding	68	33	40	13	13	84	41	29	12	18
1.8. Learning to learn	56	50	7	29	14	68	47	20	13	20
2. BORDER CONTROL										
2.1. Facilitation of cross-border movements	80	29	18	29	24	92	24	24	29	24
2.2. Border surveillance	80	47	13	40	0	76	29	29	43	0
2.3. Border check	88	44	22	28	6	88	35	29	29	6
2.4. Border control technology	84	38	31	19	13	84	33	33	20	13
2.5. Management of border surveillance and border checks	68	15	23	46	15	72	8	38	38	15
2.6. Risk management	68	29	29	14	29	88	19	44	19	19
2.7. Crisis management	64	31	8	38	23	72	23	23	46	8
2.8. Border-related security and safety	64	43	7	36	14	80	36	14	36	14
3. CROSS-BORDER INVESTIGATION AND INTELLIGENCE										
3.1. Border-related investigation	64	31	31	23	15	80	33	33	20	13
3.2. Border-related Intelligence	68	31	23	38	8	76	36	29	29	7
4. SUPERVISION, MANAGEMENT, LEADERSHIP										
4.1. Supervision and leadership	72	14	29	36	21	80	13	33	40	13
4.2. Strategy and planning	52	10	10	40	40	64	9	18	36	36
4.3. Resources management	44	9	18	45	27	52	10	20	40	30
5. SPECIALIST FIELDS IN BORDER GUARDING (OPTIONAL)										
5.1. Advanced and specialized fields	60	20	40	27	13	72	21	36	21	21

(25 respondents from 23 EU Member States)

rights training was mentioned as a theme that cuts across all levels of training. Training in emerging technologies, such as the unmanned aerial vehicle (UAV), was suggested for border surveillance training. Moreover, the need for training on the reintroduction of border control according to the Schengen Borders Code was identified.

The remarks on specialist training mentioned certain bilateral and regional training initiatives. Frontex was seen as playing an important supporting role in this area.

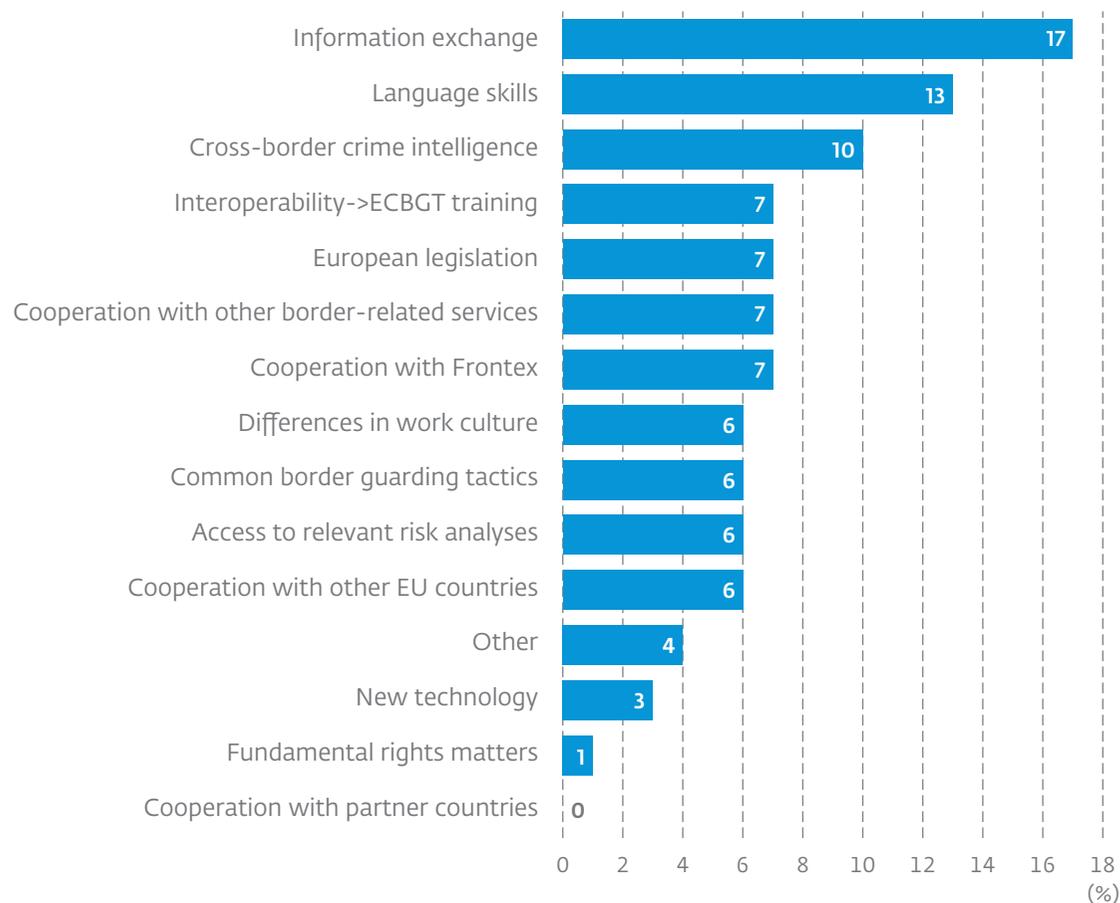
The main challenges for border guard training (Figure 2) over the next 5 years were said to be the challenging international situation, organisational changes, economic challenges, and the fact that border and coast guards will need new types of skills in the future and currently lack language skills.

In the section 'other', respondents mentioned the structure of border guard training. They also mentioned the lack of time to conduct training as, due to the demanding border security situation, border and coast guards are urgently needed at border-crossing hot spots.

Figure 2. **Challenges for Border Guard training within the next 5 years**



(25 respondents from 23 EU Member States)

Figure 3. **Challenges for Border Guard interoperability**

(25 respondents from 23 EU Member States)

The main challenges in achieving interoperability (Figure 3) in EU border guarding were identified as information exchange, language skills and cross-border crime intelligence. Cooperation between EU Member States and Frontex partner countries was not seen as an issue.

In the section 'other', respondents mentioned that experienced trainers in EU border guarding are needed and that the teachers' mobility programme should therefore be made possible again.

The estimated number of border guard graduates for the years 2016 and 2017 is shown in Table 3. From 2016 to 2017 the number of basic-level graduates seems to have increased somewhat (+12%), while the number of high-level students has remained relatively stable (-7%). The number of mid-level graduates went down (-54%). As the sample does not cover all EU countries (16 responses) and covers only 2 years, it is difficult to draw detailed conclusions from the figures. However, they do offer valuable information in terms of the development of Frontex's educational standards in Member States. The increased volume of basic-level students is a positive response to the border security and management situation within the EU.

Table 3. **Estimated volume of border guard graduates in EU Member States**

Graduates	2016	2017	Percentage change (%)
Basic level (SQF for BG level 4–5)	2 221	2 492	+12
Mid-level (SQF for BG level 6)	831	384	-54
High-level (SQF for BG level 7)	291	272	-7

(16 respondents)

2.2. Educational standards

Common Core Curriculum for Border Guard Basic Training (CCC Basic)

The Common Core Curriculum for Border Guard Basic Training (CCC Basic) is a set of measurable common standards for national border guard training institutions, and teachers and students in EU Member States. It is the first common curriculum stipulating common standards of knowledge, skills and competences for the basic training of border and coast guards in the EU. It was developed in accordance with the principles of the Bologna and Copenhagen Processes. In terms of the EQF and SQF for BG, the CCC corresponds to levels 4 and 5.

In March and April 2016, the Frontex training unit carried out a CCC needs analysis and asked EU Member States and Frontex partner countries

(Frontex letter 4943/14/03/2016) to provide information and recommendations for updating the 2012 edition of the CCC. Altogether, 27 countries responded. The respondents were mainly national training coordinators. The questionnaire included four general questions and a large number of more detailed questions. The updated CCC is expected to be ready for national implementation in the second half of 2017.

By means of detailed questions, all 319 CCC subjects were covered by asking whether a given subject should be removed, updated or kept as it is. Detailed results were provided to the CCC update working group for consideration.

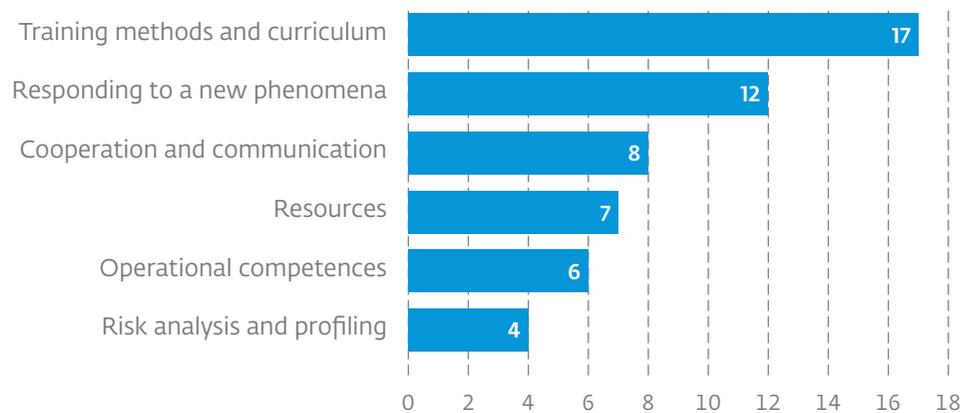
The first general question was: 'Please list additional subjects that could be added to the updated CCC-2012. Do include related job competences broken down into knowledge, skills and competences, if possible'. The following suggestions were received:

- no further needs (4)
- identification of potential terrorism, roots of radicalisation (3)
- dealing with mixed migration flows (3)
- joint patrolling and border checks
- cooperation-related suggestions

- border guard information exchange
- use of e-learning tools
- new laws, directives and other provisions
- sea-border-related suggestions
- learning to learn.

The suggestions were taken into account for the ongoing CCC update and SFQ for BG alignment project.

Figure 4. **Main challenges for BG basic education for the next 5 years**



The next general question was: 'Please list three main challenges for border guard basic education over the next 5 years'. For the needs of the analysis, the answers were categorised into six groups, as illustrated in Figure 4.

The most frequently mentioned challenge group was 'training methods and curriculum'. This included the need for continuous updating, the integration of e-learning and making lessons more practical.

The second biggest group was new border security- and management-related phenomena, particularly in terms of responding to the challenges of migration flows and terrorism. This can be seen as a key finding because some of the answers in the 'risk analysis and profiling' category can be considered as supporting the importance of this category.

Challenges concerning cooperation and communication were mainly related to an increasing need for cooperation and coordination, and to a lack of language skills. Resources were considered challenging not only financially but also in terms of obtaining enough competent students and teachers.

The 'operational competences' category included cross-border crime, analysis of documents, and fundamental rights.

The 'risk analysis and profiling' category can be seen as an overarching one, which is connected to the categories of 'responding to new phenomena' and 'operational competences'.

The third general question was: 'Please list the three most important job competences that a border guard student graduating from basic-level training should have in 2020'. For the needs of the analysis, the answers were categorised into eight groups, as shown in Figure 5.

The largest group of answers was 'operational competences', which mainly included answers related to the prevention of terrorism, migration fluxes, and risk analysis and profiling. The operational job competences listed had many links and similarities to the group 'responding to new phenomena' in the previous question.

The second largest category, 'cooperation and communication', primarily referred to matters related to interoperability and language skills.

The job competences mentioned related to values and cultural matters including professionalism, respect for foreign cultures, and constant self-development.

Figure 5. **Most important job competences that a BG student graduating from basic level training should have in 2020**

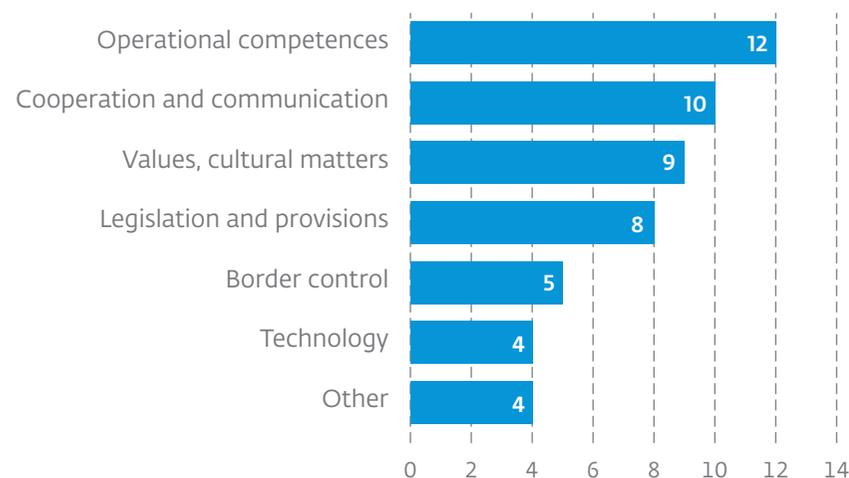
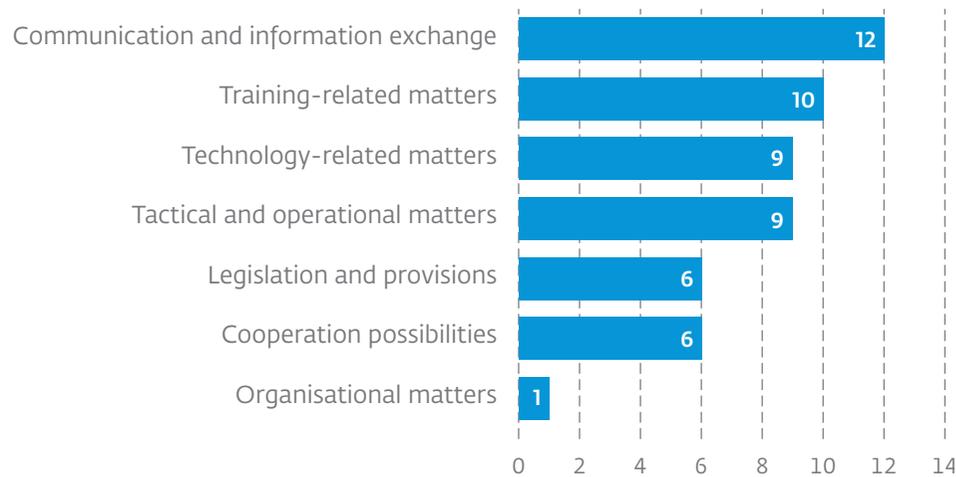


Figure 6: **Main challenges in achieving interoperability in EU border guarding at the moment**



The last general question was: 'Please list three main challenges in relation to achieving interoperability in EU border guarding at the moment'. The answers were categorised into seven groups, as shown in Figure 6.

The largest group, 'communication and information exchange', mainly concerned language skills. The training-related matters group included a wide variety of challenges. For example, the need for common training materials and differences in the levels of professional education were mentioned. The suggestions in the 'cooperation possibilities' group included establishing mechanisms for organising and coordinating border and coast guard related cooperation, such as exchange programmes for teachers and students.

Technology was also mentioned, e.g. with respect to the interoperability of IT systems and the generic standardisation of border guard related technology.

From tactical and operational points of view, the fact that no common operational tactics currently exist in the EU was mentioned, among other things. Particular mention was made of the need for specific tactics for dealing with the high number of migrations at the external EU border.

2.3. Thematic training support

The 'thematic training support' section refers to all of the support given by Frontex to Member States in training national border and coast guards. In particular, it includes the provision of suitable training instruments and tools such as e-learning platforms, manuals, handbooks, multiplier workshops, instructional support, train-the-trainers sessions and much more.

TNA respondents were asked to state their thematic training support needs in relation to the SFQ for BG job competences, and to identify a time frame and their preferred type of support. A total of 19 responses were received from 18 EU Member States.

The questions were divided into six categories:

1. generic border guarding
2. border control
3. cross-border investigation and intelligence
4. supervision, management, leadership
5. specialist fields in border guarding
6. new cross-dimensional courses/learning tools.

The first five categories of the section followed the learning areas of the SFQ for BG. The last category differs from the others. A cross-dimensional category was needed as some training activities and tools might be difficult to place under a single area of the SFQ for BG. In this category, respondents were asked to describe what kind of courses/learning tools would be needed that cover several SFQ for BG thematic areas but are not yet included in the Frontex portfolio.

Each of the first five categories were followed up by three sub-questions, namely, the intended SQF for BG level, the time frame and the preferred type of support. Respondents also had the opportunity to provide more detailed information in the 'remarks' section.

The most frequently mentioned thematic training support needs at the basic level (SQF for BG levels 4–5) were as follows: 1) communication; 2) fundamental rights; 3) border checks; 4) training in advanced and specialised fields; and 5) border-related security and safety (highlighted in yellow in

Table 4). All of the most frequently mentioned fields of expertise were at level 5.

The most frequently mentioned thematic training support needs at the mid-level (SQF for BG level 6) were: 1) border-related security and safety; 2) management of border surveillance and border checks; and 3) border-related investigation (highlighted in yellow in Table 4).

The most frequently mentioned thematic training support needs at the high level (SQF for BG level 7) were: 1) law, policies, strategies, rules and procedures; 2) information and data management; 3) risk management; 4) border-related intelligence; and 5) supervision and leadership (highlighted in yellow in Table 4).

Based on the responses to the statement 'Frontex support is not needed', EU Member States seem not to need training on resources management (highlighted in orange in Table 4).

The vast majority of respondents were of the opinion that support is needed in the mid-term (highlighted in green in Table 4). The response rate here

was higher than for ad-hoc needs and long-term needs in almost all categories. The highest grade for the ad-hoc period was given to the learning areas of border control technology and crisis management. Under long-term support, priority was given to the learning areas of resources management, border surveillance, border control technology, and crisis management.

The preferred type of support varied from topic to topic. However, the most frequently mentioned types of support were train-the-trainers, training manuals, workshops, teachers' exchanges, and e-learning (Figure 7).

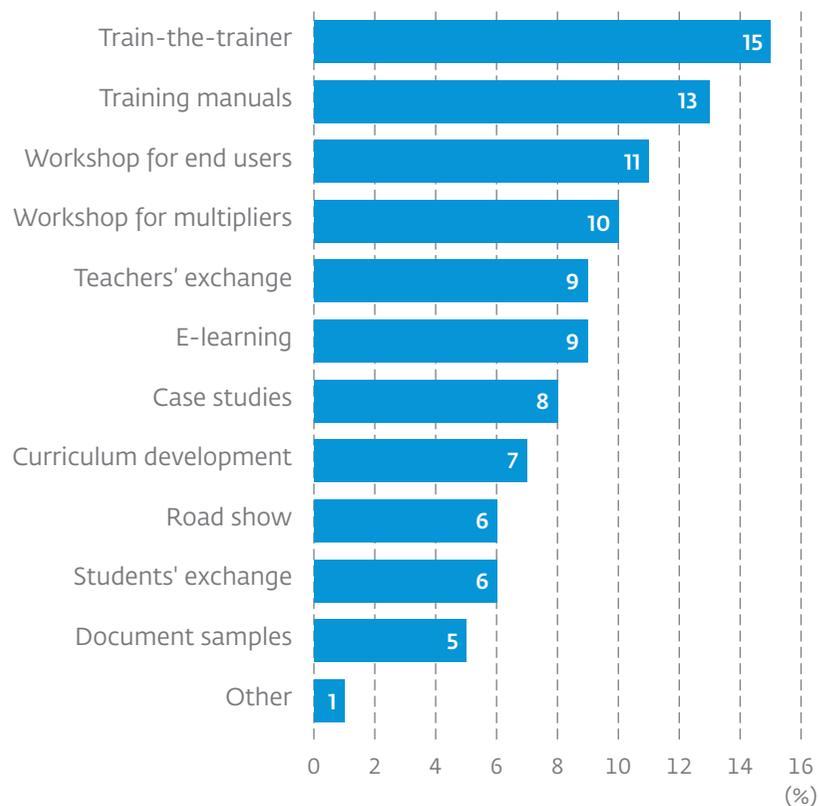
In the remarks for the learning area of law, policies, strategies, rules and procedures, emphasis was placed on the fact that this constitutes one of the main challenges for EU countries, and that we should work together in this area. Support for specialised training was also considered important. Topics such as dog handler training, identification of stolen vehicles training, document analysis training and border guard management training were also mentioned in the remarks.

Table 4. Thematic training support given by Frontex to the EU Member States

SQF for BG	SQF for BG level (%)				Time frame (%)			
	4	5	6	7	Support not needed	Ad-Hoc	Mid-term	Long-term
1. GENERIC BORDER GUARDING								
1.1. Fundamental rights	19	32	19	16	13	15	77	8
1.2. Ethics, diversity and professional standards	15	26	19	19	22	11	67	22
1.3. Law, policies, strategies, rules and procedures	10	23	29	23	16	8	50	42
1.4. Cooperation with national, EU and international partners	19	15	22	19	26	10	50	40
1.5. Communication	10	37	27	13	13	23	69	8
1.6. Information and data management	13	20	23	23	20	17	67	17
1.7. Context of border guarding	18	25	21	14	21	27	64	9
1.8. Learning to learn	12	23	27	8	31	25	63	13
2. BORDER CONTROL								
2.1. Facilitation of cross-border movements	24	24	21	18	15	25	58	17
2.2. Border surveillance	17	29	26	9	20	22	33	44
2.3. Border checks	22	31	19	6	22	18	64	18
2.4. Border control technology	24	24	24	12	15	36	27	36
2.5. Management of border surveillance and border checks	3	21	34	14	28	22	44	33
2.6. Risk management	20	24	29	20	7	23	54	23
2.7. Crisis management	17	20	26	17	20	33	33	33
2.8. Border-related security and safety	19	31	38	12	0	0	67	33
3. CROSS-BORDER INVESTIGATION AND INTELLIGENCE								
3.1. Border-related investigation	16	23	32	16	13	23	46	31
3.2. Border-related intelligence	17	20	31	20	11	23	54	23
4. SUPERVISION, MANAGEMENT, LEADERSHIP								
4.1. Supervision and leadership	8	27	19	19	27	20	50	30
4.2. Strategy and planning	4	16	24	16	40	13	50	38
4.3. Resources management	0	19	10	14	57	29	29	43
5. SPECIALIST FIELDS IN BORDER GUARDING								
5.1. Advanced and specialised fields	25	31	19	14	11	15	54	31

(19 responses from 18 EU Member States)

Figure 7. Preferred type of thematic training support



(19 responses from 18 EU Member States)

The purpose of the last question of the thematic training support section was to gather ideas for possible cross-dimensional courses/learning tools. Three initiatives from two countries were presented. They were as follows:

1. Operational training of Coast Guard functions

Main aim: to harmonise operational training for coast guard units in operational Frontex use. Also, to make possible/improve cooperation between units from different countries.

The problem or challenge to be solved: the different levels of training and operational use would/could be harmonised.

Targeted core knowledge/skills/competences: operational use in the different tasks of Frontex operations.

Time frame: mid-term.

Targeted level of SQF for BG: level 6.

2. Tactical use of unmanned aerial vehicles (UAV) in future border surveillance and cross-border crime prevention (sea and land areas)

Main aim: to create e-learning tools, multiplier workshops and seminars.

The problem or challenge to be solved: how to use UAVs effectively in operative missions.

Targeted core knowledge/skills/competences: operational use in the different tasks of Frontex operations.

Time frame: mid-term.

Targeted level of SQF for BG: level 6.

3. Identification of foreign fighters and potential terrorists

Training on identification procedures/measures during regular/daily border checks and for mass migration.

Main aim: to identify foreign fighters and potential terrorists, and to take proper measures in the case of a 'hit'.

The problem or challenge to be solved: to carry out identification at the border and to prevent potential terrorist activities.

Targeted core knowledge/skills/competences: identifying foreign fighters and possible terrorists at the border, to take proper measures in the case of a 'hit'.

Time frame: ad-hoc.

Targeted level of SQF for BG: level 5.

All three suggestions respond to the needs and challenges that were identified, such as the roles and tasks stipulated in the European Border and Coast Guard regulation in terms of coast guarding. Emerging technology and new border security challenges in terms of countering terrorism were also frequently mentioned in several parts of the training needs assessment. These suggestions should therefore be considered for inclusion in the training portfolio.

3 Training of European Border and Coast Guard teams: National viewpoints

This section of the questionnaire was addressed to national training coordinators (NTC) and/or national focal points of contact (NFPOC) so that they could express their views on the training support needs of the European Border and Coast Guard team (EB-CGT) members.

The section received 26 answers from 23 EU Member States. Respondents were asked to state whether Frontex support is needed, what the time frame for that could be and what is the preferred type of support. The questionnaire was categorised into European Border and Coast Guard team profiles, in line with the Frontex management board decision from 2016.

The European Border and Coast Guard team profiles are as follows:

1. field press coordinator
2. debriefing expert
3. screening expert
4. second-line interview expert
5. Frontex support officer (FSO) for deployment and logistics
6. second-line airport officer
7. first-line officer
8. advanced-level document officer
9. border surveillance officer
10. Frontex support officer (FSO) Frontex Situation Centre (FSC)
11. Frontex support officer (FSO)
12. mobile operational unit officer
13. stolen vehicles detection officer
14. registration and fingerprinting officer.

Based on the results (see Table 5), in general, Member States would welcome support for the training of all European Border and Coast Guard team profiles.

The five most frequently mentioned profiles were: 1) debriefing expert; 2) screening expert; 3) advanced-level document officer; 4) second-line airport officer; and 5) Frontex support officer (FSO). The least mentioned profile was field press coordinator.

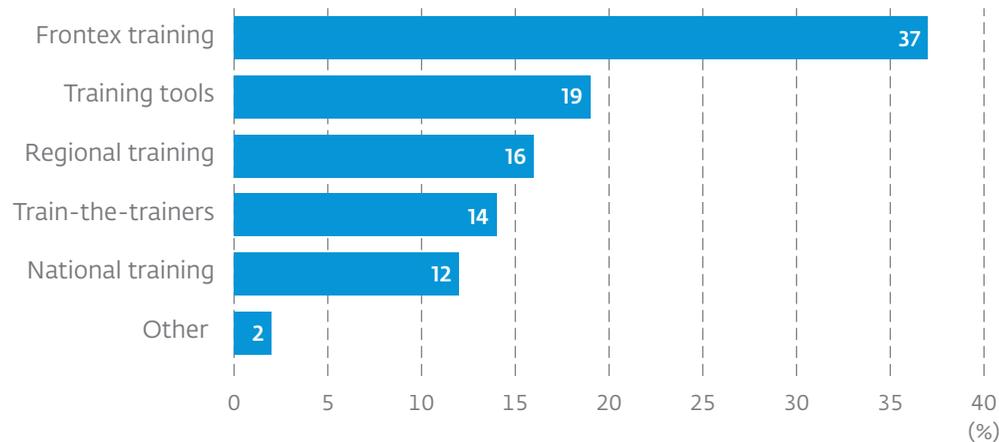
Almost all respondents preferred to receive support over the mid-term. However, training for registration and fingerprinting officers, Frontex support officers (FSO) for deployment and logistics, along with first line officers and Frontex support officers (FSO) (FSC) are deemed urgently needed in certain countries. Long-term support for mobile operational unit officers is preferred in some countries.

Table 5. **Support needs for European Border and Coast Guard team training**

European Border and Coast Guard team profile	n	Support needed (%)	Time frame (%)		
			Ad-hoc	Mid-term	Long-term
1. Field press coordinator	20	50	33	44	22
2. Debriefing expert	26	96	38	54	8
3. Screening expert	26	92	35	61	4
4. Second-line interview expert	25	76	29	59	12
5. Frontex support officer (FSO) for deployment and logistics	20	60	67	33	0
6. Second-line airport officer	23	87	21	74	5
7. First-line officer	22	59	50	50	0
8. Advanced-level document officer	25	92	35	50	15
9. Border surveillance officer	21	71	23	54	23
10. Frontex support officer (FSO) (FSC)	21	81	43	43	14
11. Frontex support officer (FSO)	22	86	35	59	6
12. Mobile operational unit officer	21	57	27	36	36
13. Stolen vehicles detection officer	20	80	27	40	33
14. Registration and fingerprinting officer	21	57	90	10	0

(26 responses from 23 EU Member States)

Figure 8. Preferred type of support for European Border and Coast Guard team training



(26 responses from 23 EU Member States)

All respondents clearly indicated that Frontex should organise the training. Other types of support, such as training tools, regional training, national training and train-the-trainers were preferred more or less equally (Figure 8). Other types of support suggested include information packages, training at Frontex HQ (FSO training) and on-the-spot training (for registration and fingerprinting officers).

All profiles received several remarks from the respondents. Training was seen as important in terms of harmonisation and sharing good practices, and to ensure diversity of knowledge, a multicultural environment, and interoperability. In addition, regional training was considered useful for certain purposes. While some profiles are specific to Frontex joint operations, several remarks recommended that Frontex take a primary role in organising such training.

4 Training of European Border and Coast Guard teams: Viewpoints of Pool Members

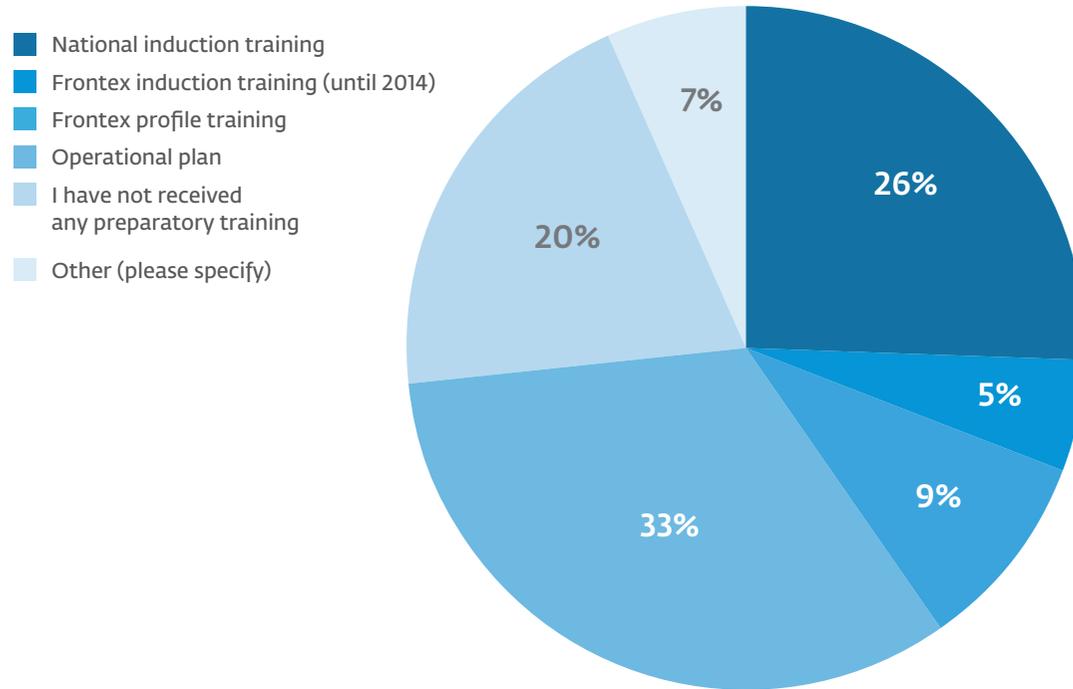
This section of the training needs assessment was conducted using a web-based questionnaire. The target group was European Border and Coast Guard team members who were deployed in 2016 in various Frontex joint operations.

The questionnaire was structured to collect information about the professional competences each pool member should have for a given profile, based on the Management Board Decision (2016). Respondents were asked to utilise a four-step Likert scale (strongly disagree/disagree/agree/strongly agree) to state whether they had a given competence. The claim sentence was *'My preparation regarding the operational needs identified for this joint operation were fully met and I possess the following competencies'*.

Table 6. Respondents deployed in Frontex joint operations in 2016

Profile	%	n
1. Field press coordinator	0.00%	0
2. Debriefing expert	10.64%	43
3. Screening expert	10.40%	42
4. Second-line interview expert	1.98%	8
5. Frontex support officer (FSO) for deployment and logistics	0.74%	3
6. Second-line airport officer	4.95%	20
7. First-line officer	7.18%	29
8. Advanced-level document officer	19.06%	77
9. Border surveillance officer	32.67%	132
10. Frontex support officer (FSO)(FSC)	1.49%	6
11. Frontex support officer (FSO)	2.97%	12
12. Mobile operational unit officer	0.25%	1
13. Stolen vehicles detection officer	4.21%	17
14. Registration and fingerprinting officer	3.47%	14
TOTAL	100%	404

Figure 9. Training received prior to deployment



The total number of deployed pool members targeted was 1 971. Up to the deadline, answers were received from 404 members. Nearly 75 % of those who responded had experienced more than one joint operation. About 20 % of respondents had experienced working in different profiles. The respondents deployed in joint operations are illustrated in Table 6 (see overleaf).

The respondents represented 23 EU Member States, of which the three most represented were Romania (16.1 %), Spain (13.9 %) and Poland (8.7 %). 15.1 % of respondents were deployed as a seconded guest officer and 86.9 % as a guest officer.

The most commonly represented profiles were: border surveillance officer (32.7 %), advanced-level document officer (19.1 %), debriefing expert (10.1 %) and screening expert (10.4 %). The majority (70.5 %) had been deployed for a duration of 1 to 3 months.

As illustrated in Figure 9, the most frequently received types of training were: operational plan training (33 %), national induction training (26 %) and Frontex profile training (9 %). A relatively large number of respondents (20 %) stated that they had not received any preparatory training. Considering that the operational plan is not really training, but a document available in the Frontex joint operations database system, the number of non-trained guest officers is remarkable.

Figure 10 shows that respondents who did not receive any preparatory training appear most often in the profiles of registration and fingerprinting officer

(33 %), advanced-level document officer (22 %) and debriefing expert (13 %). One possible explanation for the lack of pre-deployment training could be that experienced pool members had already attended such training in the past and did not need any repetition. However, this could not be verified by the training needs assessment and so the causes should be explored further.

Table 7 (see next page) illustrates the profiles and competence areas where five or more pool members responded that they disagree or strongly disagree with the claim 'My preparation regarding the operational needs identified for this joint operation were fully met and I possess the following competencies'.

The largest percentage of 'disagree' and 'strongly disagree' responses out of the total number of responses in each competence area was in the screening expert profile, and in the competences of 'Experience in using ICT software and carrying out searches on the internet' (32 %) and 'Knowledge of the EU personal data protection legal framework' (21 %).

Overall, the competences that were most lacking seemed to be related to matters concerning children and other vulnerable persons, knowledge of culture and geopolitical situations, various legislative matters, threats and risks, and various ICT skills.

Figure 10. **Division of respondents who did not receive training prior to deployment**

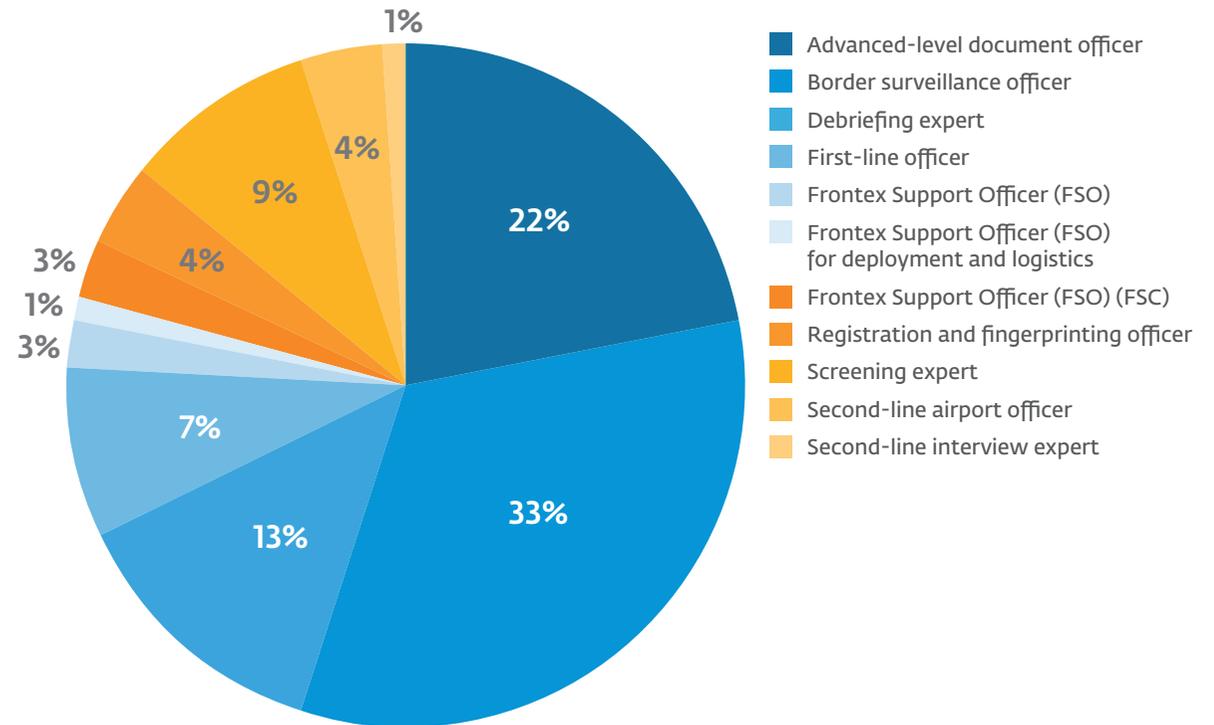


Table 7. Most frequently mentioned shortages of competences

Profile	Competence	Fully agree	Agree	Disagree	Strongly disagree
2. Debriefing expert	An advanced level of knowledge of the cultural and geopolitical situations of major third countries of origin, along with migration and transit patterns	11	24	5	0
2. Debriefing expert	Experience and knowledge in identifying unaccompanied and separated children	14	21	5	0
2. Debriefing expert	Knowledge on how to address the special needs of children, victims of trafficking, persons in need of medical assistance, persons in need of international protection, and other vulnerable persons in accordance with EU and international law	15	20	5	0
2. Debriefing expert	Experience in using ICT software and carrying out searches on the internet	13	21	6	0
3. Screening expert	Experience in using ICT software and carrying out searches on the internet	8	11	9	0
3. Screening expert	Knowledge of the EU personal data protection legal framework	5	17	6	0
8. Advanced-level document officer	The ability to identify and communicate possible threats and risks to security	18	34	8	0
8. Advanced-level document officer	Knowledge of overall threats and relevant intelligence information	9	44	7	0
8. Advanced level document officer	An advanced level of knowledge of EU and international legislation in the field of border control and fundamental rights, including international protection	16	37	7	0
8. Advanced-level document officer	Knowledge of the EU personal data protection legal framework	12	40	7	1
8. Advanced-level document officer	Knowledge of the physics of light (theory of colour, light and optics)	20	34	6	0
9. Border surveillance officer	Knowledge of the EU personal data protection legal framework	24	59	14	1
9. Border surveillance officer	An advanced level of knowledge of EU and international legislation in the field of border control and fundamental rights, including international protection	29	61	7	1
9. Border surveillance officer	Experience in the non-discriminatory profiling of persons crossing the external borders	32	59	6	1

Answers to the claim: 'My preparation regarding the operational needs identified for this joint operation were fully met and I possess the following competencies'.

5 Training support for partner countries

5.1. Basic training

The aim of this section of the questionnaire was to gather information on the basic training needs (SQF for BG levels 4–5) of Frontex partner countries border and coast guards. In the TNA, 'basic training' is training that must be delivered before a person takes up border guard/border police duties. Information was collected about the implementation of the Frontex Common Core Curriculum for Border Guard Basic Training (CCC Basic) in the countries concerned.

The questionnaire included nine chapters, which followed the structure of the common core curriculum for border guard basic training (CCC-2012).

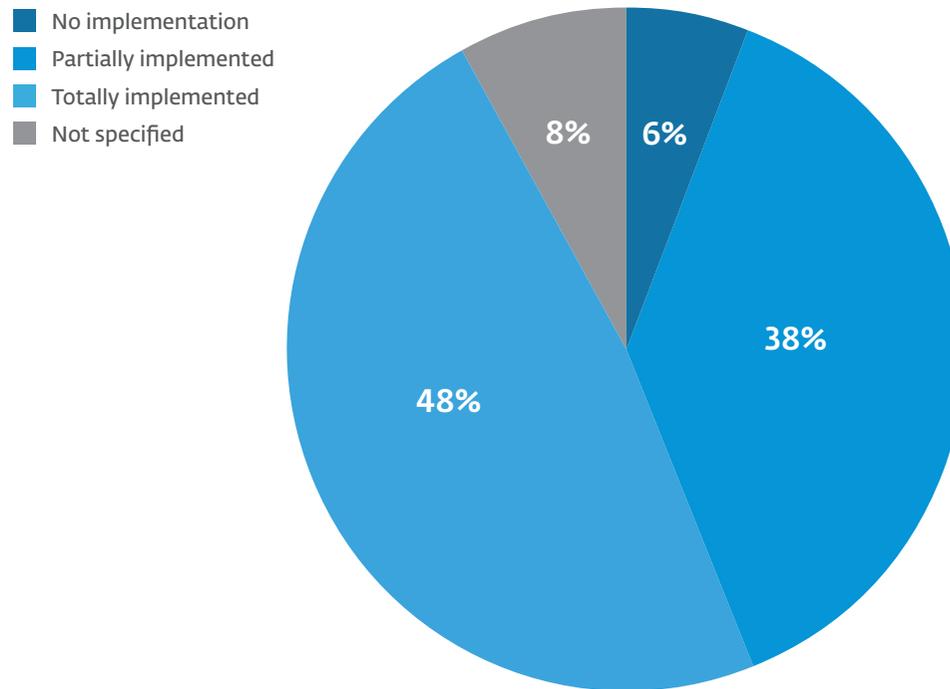
Up to the deadline, eight partner countries provided information about their border guard basic training.

The questions for the partner countries were as follows:

1. Have you implemented the CCC into your national border guard basic training? (covering all chapters of CCC-2012, including the air border, land border and sea border modules).
2. How many learning hours are allocated for each chapter?
3. If a chapter or some subjects are not implemented, please state the reason why.

All of the partner countries that participated in the TNA, except for Belarus, have started implementing the CCC. As Belarus has not yet started the implementation process, data from the country is not shown in the figures for this part of the training needs assessment. The level of implementation varied country by country, although the overall implementation rate was relatively high; 86 % of all CCC

Figure 11 Overall CCC implementation levels in Partner Countries



(7 respondents)

chapters have been implemented, totally or partially. The sea border module is not widely implemented. In the future, it should receive more attention in the countries with sea borders (of the countries that responded in the 2016 TNA, Albania, Montenegro and Ukraine have sea borders). The illustration of

the overall implementation levels can be found in Figure 11, and country-specific implementation levels can be found in Figure 12.

Both the implementation rate and allocated learning hours are presented in Table 8 (see next page). The number of dedicated learning hours in each CCC chapter varies by country. The reasons for such variation may include: different entrance requirements; different levels of CCC implementation; different learning methods; calculation of students' workloads; different divisions of tasks and responsibilities within authorities; and various other circumstances in the countries concerned. However, the highlighted cells in Table 8 show that the 10 largest CCC chapters in terms of learning hours are more or less the same in each country.

The remarks indicate that partner countries are actively aiming to continue the implementation process. Their remarks provide valuable country-specific information on what parts of CCC implementation should be focused on in the near future.

Figure 12. Country-specific CCC implementation levels

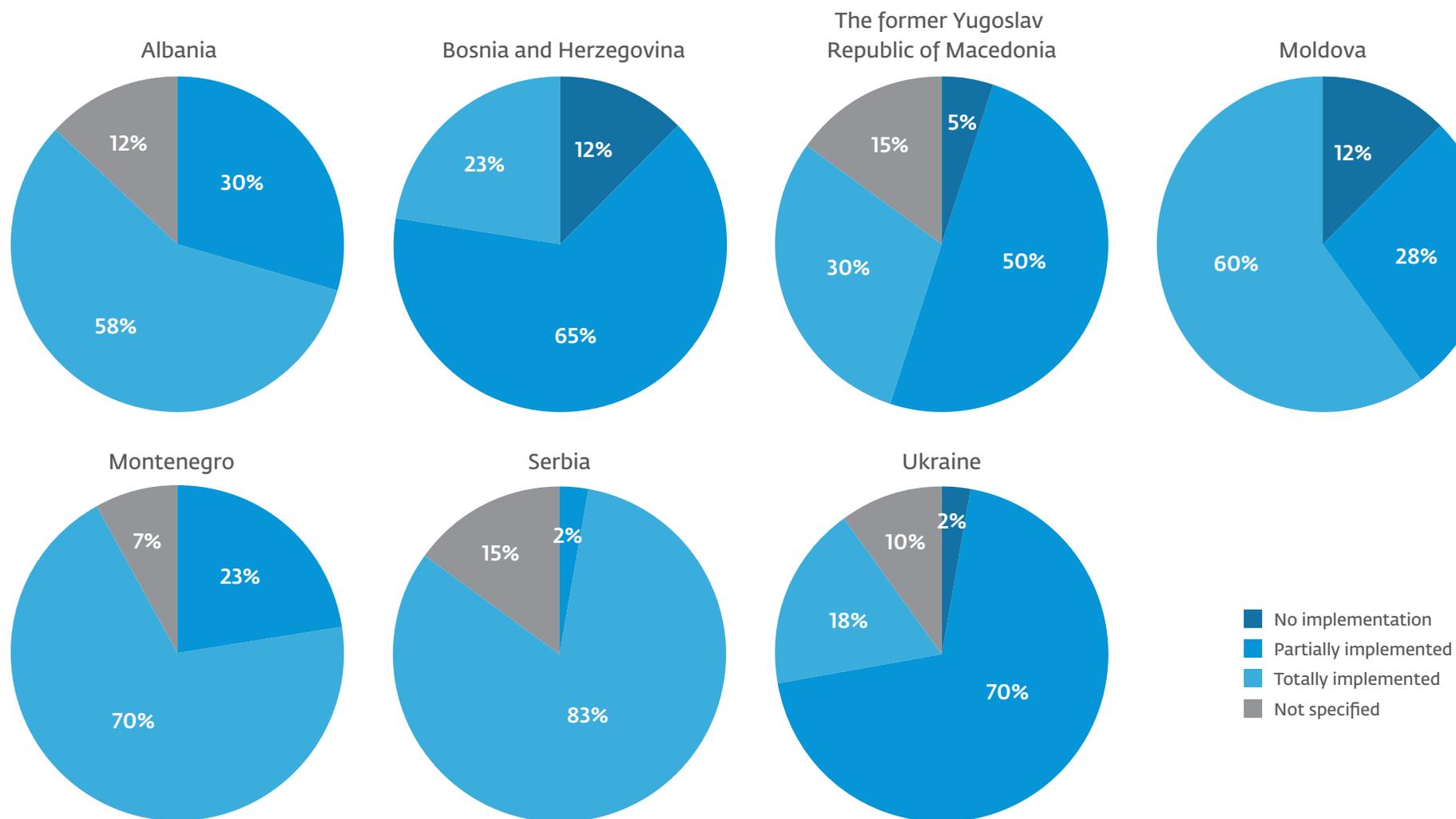


Table 8. Partner Countries basic training. Implementation rates and learning hours

	Albania		Bosnia and Herzegovina		The former Yugoslav Republic of Macedonia		Moldova		Montenegro		Serbia		Ukraine	
	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons
1.1. Development of border control	T	15	P	11	T	20	T	30	T	4	T	11	P	40
1.2. The EU and European institutions	T	11	P	1	T	7	T	60	T	0	T	5	P	9
1.3. Applied psychology	0	0	T	31	P	20	T	30	T	8	T	50	P	34
1.4. Communication skills and public relations	T	16	P	1	P	9	T	60	P	2	T	55	P	7
1.5. Sociology	T	11	P	2	P	8	P	20	T	6	T	12	P	23
1.6. Professional ethics	T	14	P	14	P	19	P	20	P	2	T	10	P	15
1.7. Fundamental rights	T	20	P	4	P	33	P	40	T	15	T	10	P	21
1.8. Professional English language training	P	28	P	40	N	0	T	60	T	30	T	132	P	52
1.9. Information technology and data protection	T	40	P	6	T	20	T	30	T	12	T	34	P	274
2.1. EU border guard strategy, legislation and implementation	T	15	P	4	P	10	T	30	P	25	T	9	P	12
2.2. National legislation	T	56	T	75	T	46	T	120	T	30	T	119	T	54
2.3. Crime investigation	T	26	P	39	T	41	P	120	P	6	T	314	0	60
2.4. Document examination	T	12	P	8	T	17	T	150	T	8	T	30	0	61
2.5. Forensic methods	T	18	T	25	T	13	T	160	P	2	T	30	P	13
2.6. Cross-border crime	0	16	T	38	P	39	T	120	T	31	T	35	P	88
2.7. Administration	T	24	P	3	P	8	T	60	0	0	T	30	0	28
3.1. Tactical procedures for border guard activities	T	40	P	80	P	120	T	180	P	7	T	148	P	222
3.2. Technical equipment	P	5	P	20	P	21	T	180	T	20	T	26	P	381
3.3. Weapons training	T	81	T	105	T	24	T	120	P	7	T	83	T	324
3.4. Physical training	T	148	T	170	T	65	P	100	T	24	T	35	P	432
3.5. First aid and occupational safety	T	25	P	28	T	24	T	90	0	0	T	22	T	10
3.6. Overview of air, land and sea borders	T	6	T	28	P	4	P	60	T	36	P	5	T	85
3.7. Cooperation and coordination with other authorities	P	12	P	42	T	13	T	50	T	10	T	17	P	43

Table 8. (cont.)

	Albania		Bosnia and Herzegovina		The former Yugoslav Republic of Macedonia		Moldova		Montenegro		Serbia		Ukraine	
	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons	T/P/N	Lessons
4.1. International legislation	P	4	N	0	N	0	P	30	T	3	T	12	P	1
4.2. European legislation	T	4	P	2	P	6	P	20	T	3	T	6	P	4
5.1. Airport procedures	P	2	P	48	P	12	T	20	T	3	T	10	P	4
5.2. Border control	P	2	P	8	P	9	P	30	T	3	T	10	P	10
5.3. Back office, further investigation	P	2	P	16	P	6	P	30	P	0	T	22	P	8
6.1. Land-border-specific legislation	T	2	T	24	T	7	T	60	T	2	T	8	T	3
6.2. EU law and international legislation concerning a land border	P	2	P	12	P	3	T	20	T	2	T	10	P	2
7.1. Border surveillance	T	12	P	10	P	48	T	180	T	11	T	50	P	204
7.2. Border checks at land borders	T	12	P	40	P	14	T	150	T	11	T	47	T	172
7.3. Specific law enforcement tactics at land borders	P	2	P	17	P	31	T	180	P	5	T	40	O	41
7.4. Search and rescue at land borders	O	0	N	0	P	2	T	90	T	2	T	4	N	0
8.1. International provisions concerning sea borders services	P	2	N	0	O	0	P	20	T	4	O	0	P	4
8.2. Community law concerning sea border service	P	2	N	0	O	0	N	0	T	2	O	0	P	2
8.3. National legislation	T	4	T	7	O	0	N	0	T	4	O	0	T	2
9.1. Characteristics of maritime operations	P	2	P	35	O	0	N	0	O	2	O	0	P	3
9.2. Cooperation in sea border issues	O	0	N	0	O	0	N	0	T	2	O	0	P	6
9.3. Technical equipment	O	0	P	5	O	0	N	0	T	2	O	0	P	12

T= Totally implemented; P= Partially implemented; N= No implementation; o= Not specified

5.2. Specialised training

The aim of this section of the questionnaire was to gather information on the training needs of Frontex partner countries border and coast guards in terms of specialised/thematic training.

In the TNA, 'specialised/thematic training' means further training for border and coast guards after the basic training period. Usually, students/participants have gained several years of experience in border security- and management-related work. Topics already included/taught during basic training are not considered specialised training unless they are meant to develop knowledge, skills and competences higher than those already covered in the CCC (e.g. the basic course for false documents is not specialised training, but is provided to all border and coast guards during basic training).

Altogether, seven partner countries submitted answers. Respondents were asked to indicate how important they feel the topics on a given list are for their national training agenda over next the 3 years (immediate priority). The list consisted of 30 border guard related competence areas. In ad-

Table 9. Importance of specialised training support for partner countries over the next 3 years (immediate priority).

TOPIC	Importance				
	1	2	3	4	5
Border checks	5	2	0	0	0
Border control technology	4	3	0	0	0
Border-related intelligence	5	2	0	0	0
Border-related investigation	3	3	1	0	0
Border-related security and safety	6	0	1	0	0
Border surveillance	5	1	1	0	0
Canine teams instructor training	1	4	2	0	0
Communication	4	2	1	0	0
Context of border guarding	2	1	4	0	0
Cooperation in border guarding with national, EU and international partners	4	3	0	0	0
Crisis management	2	4	1	0	0
Document examination	4	3	0	0	0
Ethics, diversity and professional standards	2	2	3	0	0
Facilitation of cross-border movements	3	1	2	1	0
Fundamental rights	4	2	1	0	0

dition, item 31 provided the option of 'other, please specify'.

Respondents were invited to rank each listed competence area according to a five-step Likert scale. Number one stood for 'very important' and number

Table 9. (cont.)

1= very important, 5= not important at all. (7 respondents).

TOPIC	Importance				
	1	2	3	4	5
Integrated border management	5	0	1	1	0
Immigration	4	1	1	0	1
Information and data management	4	2	0	0	1
Language training	5	1	0	1	0
Law, policies, strategies, rules and procedures	3	2	1	1	0
Learning to learn	2	4	0	1	0
Management of border surveillance and border checks	3	3	0	1	0
Maritime safety, search and rescue	0	1	1	2	3
Migration flows related training	2	3	1	0	1
Resources management	1	3	2	1	0
Risk analysis, risk management	5	0	1	0	1
Screening	2	3	1	0	1
Strategy and planning	3	2	1	0	1
Supervision and leadership	2	4	0	1	0
Terrorism	6	0	0	1	0
Other, please specify	2	2	0	0	3

five stood for 'not important at all'. The results can be found in Table 9. The highest value of each area is highlighted in yellow. All of the competence areas were given high scores, except for maritime training, as not all of the responding countries have sea borders (of the countries that responded in the 2016

TNA, Albania, Montenegro and Ukraine have sea borders), and/or because the responding authority has no responsibility in that matter in its country.

The option 'other, please specify', reached an average Likert scale value of '3', and was chosen by all seven respondents. The answers for 'other' were as follows:

- Detection of stolen vehicles training;
- Detection of hidden narcotics in vehicles;
- Cooperation among states on migration;
- Special intervention tactics and techniques in the context of crisis management;
- Immediate priorities for next year: 1) English language training; 2) document examination (advanced skills training in detecting falsified documents); 3) border-related investigation; and 4) border-related intelligence;
- In this context, one respondent mentioned that "all specialised training is important to us, but I will emphasise the following: 1) border checks; 2) border-related security and safety; 3) border surveillance; 4) cooperation in border guarding with national, EU and international partners; 5) immigration; 6) migration flows and; 7) document examination".

6 Conclusions and recommendations

6.1. EU Member States

In terms of the national context of training, even though national authorities are responsible for training their border guard staff at every level, Frontex should continue to support this. National priorities should be taken into account in the development of Frontex educational standards and thematic training support.

The main challenges for border guard training over the next 5 years were estimated to be the challenging international situation; organisational changes; economic challenges; the fact that border and coast guards will need new types of skills in the future; and a lack of language skills. Frontex should continue to provide training-related support to tackle the identified challenges. In particular, the training needs of new types of border guarding skills need further research.

The crucial factors indicated in achieving interoperability in EU border guarding were information

exchange, language skills, and cross-border crime intelligence. Cooperation between EU Member States and Frontex partner countries was reported to be running smoothly. Frontex should continue to provide training-related support in the matters mentioned and to maintain cooperation between partner countries and the EU Member States.

In terms of educational standards, only the Common Core Curriculum for Border Guard Basic Training (CCC Basic) was reflected in the 2016 TNA. The data used in the 2016 TNA was originally collected for the purposes of analysing the updating needs of the CCC 2012 edition. Based on the results and the SQF for BG alignment, the necessity of updating each of the 319 training subjects of the 2012 CCC was assessed. The needs analysis was conducted during the first half of 2016.

The main challenges for border guard basic education over the next 5 years were identified as follows: training methods and curriculum development; responding to the new border security and management situation; cooperation and communication; limited resources; operational competences; risk analysis; and profiling. In particular, the category of responding to the new border security and management situation would seem to raise the well-founded assumption that, in addition to long-term educational standards development, there is a need to develop and provide training solutions in a flexible manner. This is so that they may be integrated as an immediate response to the phenomena of migration flows and terrorism (short-term training solutions).

The most important job competences listed for basic-level border guards in 2020 are in the area of operational competence, in particular, responding to new phenomena, fostering competences in risk analysis, and profiling. The other desired job competences were related to cooperation and communication, values and cultural matters, legislation and provisions, and border control and emerging technologies. The list of estimated future competences

supported the need to pay attention to migration flows and terrorism-related challenges.

The main challenges in relation to achieving interoperability in current EU border guarding were communication and information exchange; training-related matters; tactical and operational matters; technology; legislation and provisions; and co-operation-related matters.

The recommendations were provided to the CCC 2012 updating working groups. The CCC-2017 edition will be ready for national implementation in the second half of 2017.

National training coordinators should be prepared to send experts to the CCC-2017 implementation workshops in the second half of 2017.

In terms of thematic training support, the most frequently mentioned thematic training support needs at each SQF for BG level were identified. Those needs and the planned Frontex training portfolio for 2017 seem to be in harmony. However, in reference to the parts of the Training Needs Assessment previously mentioned, the new challenges of irregular migration and mixed migration flows, along with the phenomena of terrorism, radicalisation and foreign fighters, are not yet emphasised within the training portfolio.

The most frequently mentioned types of desired support were train-the-trainers, training manuals, workshops, teacher exchanges and e-learning. However, the preferred type of support depends on a given learning area and the target group to be covered. The Frontex portfolio covers most of the preferred types of support well. Resuming the active use of teacher exchanges is recommended.

In terms of 'training of European Border and Coast Guard teams – national viewpoints', there is a significant need for training support.

In general, Member States welcome support for training of all European Border and Coast Guard team profiles. The five most frequently mentioned profiles were: 1) debriefing expert; 2) screening expert; 3) advanced-level document officer; 4) second-line airport officer; and 5) Frontex support officer (FSO).

All respondents clearly preferred Frontex to organise the training. In particular, they indicated that the profiles and expertise needed mainly or only in Frontex joint operations, should be trained by Frontex. However, respondents also encouraged the development of other types of support, such as training tools, regional training, national training and train-the-trainers.

In respondents' comments, the added value of organising Frontex coordinated joint training with other countries was perceived as a way of ensuring diversity of knowledge, creating a multicultural environment, sharing good practices and to ensure interoperability.

Moreover, **in terms of 'training of European Border and Coast Guard teams – viewpoints of members of the pool'**, the vast majority of the respondent pool members answered that they fully agree or agree with the statement that 'My preparation regarding the operational needs identified for this joint operation were fully met and I possess the following competencies'. However, every fifth respondent (20.5 %) stated that they had not received any preparatory training.

The lack of competences varied from one profile to another. Nevertheless, the missing competences often seem to concern matters related to children and other vulnerable persons, knowledge of culture and geopolitical situations, various legislation matters, threats and risks, and various types of ICT skills.

It was recommended that, together with host and seconding countries, Frontex should make sure that all pool members taking part in joint operations possess prior-to-deployment training relevant to their profile and operation. Since some potentially missing competences are common to several profiles and joint operations, thematic joint training for pool members can also be considered.

6.2. Partner countries

In terms of basic education, all of the partner countries, except for Belarus, which participated in the TNA, have started to implement the CCC. The level of implementation varied country by country. The overall implementation rate is relatively high; 86 % of all CCC chapters have been implemented, entirely or partially. The sea border module of the CCC has not been widely implemented. It should receive more attention in the future in the countries that have sea borders. It should be ensured, in cooperation with national training coordinators, that the Frontex training unit is connected to the relevant coast guard authority in each partner country, and that those authorities are involved in the CCC implementation process.

Frontex should take into account the strengths and gaps identified in the partner countries' CCC implementation process, and should encourage those countries that have not yet initiated the process. Accordingly, the national training coordinators of partner countries should be prepared to send experts to the CCC-2017 implementation workshops in the second half of 2017. The ultimate goal is to

go through a clear and well-structured professional basic training period prior to employment, instead of learning the basic competences in separate, non-structured training sessions over the years and in various fields of expertise. For example, basic skills for identifying falsified documents should not be specialised training, but should be provided to all border and coast guards during the basic-training period.

In terms of specialised training, all partner countries that took part in the TNA would welcome support in all relevant fields of specialised training.

Several partner countries also emphasised the importance of cooperation in migration-related training, as did the EU Member States.



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