



**Enhanced Capability for Integrated Border Management (IBM) in Lebanon**  
Funded by the European Union  
Implemented by the International Centre for Migration Policy Development  
Supported by the Netherlands, Switzerland, and Denmark



## International Border Management Conference

24-25 October 2018  
Mövenpick Hotel & Resort Beirut  
Beirut, Lebanon

### **Background Note**

The International Centre for Migration Policy Development (ICMPD) is organising an **International Border Management Conference** to take place in **Beirut, Lebanon on 24-25 October 2018**, in the framework of the EU-funded project “Enhanced capability for Integrated Border Management (Phase II)”.

The conference aims to nurture synergies amongst various EU-funded projects on Integrated Border Management (IBM), thereby facilitating a targeted and constructive process of knowledge exchange between like-minded stakeholders at strategic and operational levels. The conference aims to facilitate a common understanding among a wide range of relevant audiences on the prerequisites to a balanced approach in the field, comprising **border management, security, trade facilitation and technological and educational developments**.

The conference gathers representatives of border agencies from various countries benefiting from EU support in the area of border management, including Lebanon, Armenia, Tunisia, Turkey, Central Asian and the Silk Route countries, amongst others. Also included are key international and European organisations and agencies with expertise in the relevant technical fields.

### ***Border Management and Security***

The Rule of Law is a prerequisite for peace, security, stability and development in any modern society. Effective border management marks a major step towards Security Sector Reform (SSR) and directly contributes to upholding the Rule of Law for the safeguarding of basic civil rights and responsibilities.

In recent years, border management policy and practice have often worked reactively as governments struggled to respond to events, emerging threats and the growing demand for services. These demands will only increase as more people travel and more goods are traded and the type of threats become more diverse. Border organisations and agencies must be agile and flexible if they are going to provide effective and resilient security against these threats.

Border services are obliged to ensure the security and health of people, animals, plants and cultural heritage. As the potential threats are numerous, an expeditious and effective control system is required, the management of which is accordingly complex. On the other hand, the increase of international trade and tourism, as well as the increase in cultural and educational exchanges, make the facilitation of licit movement of persons and goods an equally important strategic goal of most countries. Border services must therefore strike a delicate balance between strict controls concerning risks, and fully open borders. In order to balance these twin goals of modern border management – that is, border security and the facilitated movement of persons and goods – in an

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efficient and effective manner, appropriate equipment and well-trained and motivated staff are as important as a strong legal basis, a clear division of tasks and responsibilities, streamlined processes and an efficient exchange of information.

Woven into the fabric of several EU policy documents and frameworks, border management is a key component to the EU's migration management approach, as outlined in the GAMM, European Agenda on Migration<sup>1</sup>, European Agenda on Security<sup>2</sup>, the EU's Global Strategy for Foreign and Security Policy<sup>3</sup>, and more recently, the European Commission Communication entitled "Commission contribution to the EU Leaders' thematic debate on a way forward on the external and the internal dimension of migration policy"<sup>4</sup>. As a means to deepen and develop inter-regional dialogue with the EU, the associated migration dialogues (Budapest Process, Prague Process) also facilitate a platform for strengthened border management and cross-border cooperation. Border management will likely remain a priority for the EU in the next decade, as highlighted in European Commission President Jean-Claude Juncker's State of the Union Address, as well as a key priority of the Austrian Presidency of the Council of the European Union. Complementing these EU-based policies, the UN's Global Compact for safe, orderly and regular migration (GCM)<sup>5</sup> seeks to develop a holistic and comprehensive framework on international migration in all its dimensions, including border control and border management.

EU policies on security and development reinforce the notion that there is a strong link between the two, where sustainable development cannot exist without sustainable peace<sup>6</sup>. Threats related to terrorism and organised crime are primary security and development challenges for the EU<sup>7</sup>. Maintaining security and peace is one of the core mandates of border management agencies, thus, their contribution to development is evident. Nevertheless, in order to effectively address security and development issues, the following must be taken into consideration:

**Good governance and rule of law** reduces cumbersome procedures and places emphasis on accountability and anti-corruption efforts by the government. Implementing proper measures to collect revenue and duties by Customs increases confidence of companies and investors, while at the same time contributes to state income. Therefore, adherence to the rule of law increases trust in the government by the population, foreign investors, donors and civil society, and in turn, contributes to long-lasting development efforts.

**Effective security systems** support the maintenance of peace within the country, providing populations with a means to contribute to economic development and financial prosperity. Effective intelligence gathering, risk analysis of potential threats and a timely response to internal and external dangers by Border Guards and Police (and other agencies) are crucial for state preparedness in unexpected circumstances.

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1 COM(2015) 240 final

2 COM(2015) 185 final

3 EEAS (2016). "A Global Strategy on Foreign and Security Policy for the European Union" ([https://eeas.europa.eu/archives/docs/top\\_stories/pdf/eugs\\_review\\_web.pdf](https://eeas.europa.eu/archives/docs/top_stories/pdf/eugs_review_web.pdf))

4 COM(2017) 820 final

5 Global Compact for Migration (2017) « Compact for migration » (<https://refugeesmigrants.un.org/migration-compact>)

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<http://register.consilium.europa.eu/doc/srv?l=EN&t=PDF&gc=true&sc=false&f=ST%2015097%202007%20INIT&r=http%3A%2F%2Fregister.consilium.europa.eu%2Fpd%2Fen%2F07%2Fst15%2Fst15097.en07.pdf>

7 <https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0790:FIN:EN:PDF>

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**Public health**, agricultural and animal security managed by Sanitary, Phyto-sanitary and Veterinary services put emphasis on security not only internally, but at regional and international levels, where an epidemic could quickly become widespread should it not be caught on time with appropriate measures put in-place.

Strengthening institutional capacities, raising capacities of border management and law enforcement agencies and investing in proper infrastructure provides governments the appropriate tools to withstand security issues. Currently, security and development issues of a given country can affect other countries positively or negatively on regional and international levels with immediate impacts; therefore, communication between countries is key to world stability. The Conference aims to facilitate such communication and to bring relevant stakeholders together. The discussion will try to fill in the missing answers to the following questions:

- *In accordance with actual global threats and challenges, what should a secure border management system include?*
- *What do participating countries have in common, and which solutions could be proposed for their border management systems?*
- *What are ways to integrate global border management efforts?*
- *How can proper cooperation between all relevant and necessary actors be ensured?*
- *Are the separate responsibilities of actors and desired outcomes clear?*
- *What are some good examples of inter-agency cooperation from Armenia, Lebanon, Tunisia, Turkey and Central Asian and Silk Route countries?*
- *How do participating countries cooperate on bi-lateral/multi-lateral level?*
- *What measures are being undertaken to ensure the protection of vulnerable groups at borders?*

### **Trade facilitation**

One of the main challenges for Customs and other border agencies worldwide is to allow the smooth flow of legitimate trade through borders, while at the same time, to apply the appropriate level of control to ensure the protection of society and markets. Governments, Customs administrations and other state agencies are called upon to introduce trade facilitation measures that will reduce trade costs, increase the competitiveness of the private sector, bring about economic growth and reduce poverty. The subject of trade facilitation and border management lies at the heart of EU trade policy, which seeks to profit from global value chains for the benefit of workers, consumers and businesses. This idea demands for goods to flow smoothly across borders, without jeopardising EU values and standards. Trade facilitation principles help to reduce the cost of cross-border trade of goods while safeguarding regulatory control objectives.

Good border management practice is integral to trade facilitation. The key is coordination, cooperation and integration within the respective border agencies (intra-agency), between the many border agencies (inter-agency) and beyond borders internationally (with colleagues across the border and with EU trade partners).

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There are many examples<sup>8</sup> that highlight the important role that border agency cooperation could play in helping to alleviate the burden of cross border trade; such as the synchronisation of controls, the harmonisation of AEO programmes and data filing requirements, and even something as small as common hours of operation. Many of these can be seen throughout Europe; from the use of common inspection rooms in the port of Rotterdam, to the seamless cooperation between agencies at the border in Finland, and one instance of filing trade between Switzerland, Germany and France.

E-commerce has increased exponentially over the past years with the advent of new technological innovations and increasing access to the internet in the developing world, and it is now estimated that there are over 4 billion internet users globally<sup>9</sup>. It is crucially important to keep up with the changes brought to the trade environment and to provide innovative solutions to deal with them. Efficiency of clearance and delivery of low-value and small parcels is especially important, as many goods are now arriving in small, lower-value, individual packages rather than in large shipping containers as per traditional trade. Nowadays many countries are unprepared to perform the necessary Customs controls, and Customs administrations must engage with all relevant stakeholders to collectively define an approach to address the rise in e-commerce appropriately, adopting from both a trade facilitation- and enforcement perspective.

As an example of the international cooperation and EU support in the area of trade facilitation, the IBM project in Lebanon will expand its assistance to the facilitation of legal border crossing and trade, and will focus on:

- IBM workflows, completion and implementation of inter-agency blueprints, to improve BCP processes including for non-security ministries.
- Border Agency/Trade partnerships, to allow for the improved exchange of information (especially in bulk electronic form) for risk analysis and targeting, whilst reducing clearance times.
- Supply chain security and Authorised Economic Operator systems, as a means of reducing clearance times but ensuring the necessary level of border security.
- Support for Lebanon's WTO membership aspirations.
- BCP reconstruction/redesign/opening, with an emphasis on re-engineering to improve traffic flows, secure examination facilities, ensure travelers rights, health and safety and to implement a 'one-stop' approach.
- Use of IT solutions, to improve electronic communication between HQ and BCPs, whilst also improving the use of 'smart' and e-solutions to speed clearance times and to reduce paper-based procedures.
- Border users/communities, as an integral part of support in facilitation is the encouragement to the public sphere through properly managed- and user-friendly BCPs. Educating users as to why borders and BCPs are necessary is important, along with raising awareness of border staff duties and the rights of the BCP users/communities.

Together with the speakers from WCO, Tunisia and Slovak Republic, the Conference will aim to find answers to the following questions:

- *How can States measure the effectiveness and efficiency of their current trade procedures?*
- *Which key aspects of trade facilitation should all States initially focus on?*

<sup>8</sup> [http://www.europarl.europa.eu/RegData/etudes/STUD/2017/578046/EXPO\\_STU\(2017\)578046\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2017/578046/EXPO_STU(2017)578046_EN.pdf)

<sup>9</sup> <https://www.internetworldstats.com/stats.htm>

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- *How can it be ensured that trade facilitation measures do not negatively impact border security policies?*

### ***The rise of technological innovation and challenges related to the border***

The world has never been smaller than it is today. Digital technology can make connections in real time across thousands of miles, allowing people to shop, work and interact internationally. Countries, businesses, organisations and people are more interconnected and interdependent than ever before. The advantages are incontestable: more growth, more innovation and richer, more fulfilling lives. But there are downsides too: mass migration due to conflicts and climate change that ought to be regulated, exploitation of new technologies by terrorists and traffickers and diseases like Ebola that give no respect to border controls.

The risks are self-evident and considerable, but the same factors that create these risks can also provide some of the answers. For example, the technological breakthroughs that make it easier for criminals to move data or illicit goods also give governments the tools to deliver effective monitoring and surveillance of border activity. Technology such as surveillance drones, infra-red cameras and data-led predictive patrolling will become increasingly valuable for border agencies in protecting and monitoring borders. Mobilising these technologies in border environments will enhance the coverage, responsiveness and flexibility of field operations. As biometric identity verification options become more reliable and widespread, mobile devices and self-service kiosks at the border crossing points will enable more thorough screenings in less time.

While it is nearly impossible to physically secure thousands of miles of borders and shoreline, the power of big data enables a tighter virtual web to be woven by reducing identity fraud, tracking visas and detecting threat patterns through advanced analytics. Disseminating and interconnecting border control technology solutions nationally and internationally will streamline and harmonise processes for bona-fide travelers and businesses, while leaving fewer systemic gaps for illegal actors to exploit. An increase in security personnel at airports and checkpoints would certainly help, but technology solutions are a powerful force multiplier. The less time required for the tedium of inspecting documents, the more security agents are free to focus on suspicious activity and behavioral indicators. Data capture is relatively frictionless, and is comprehensive, accurate and immediate with chip-and-scan technology.

All of the above is challenging governments to think about new ways to regulate travel and use technology solutions to track movements, secure identity and automate decision-making. Data- and information protection laws are becoming more and more regulated. The area of border management has been impacted by new forms of data collection and the storage of information, which are integrally linked to privacy rights. In 2011, the European Union established a European Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (EU-LISA),<sup>10</sup> responsible for managing and promoting information and communications technology (ICT) as a key success factor in the implementation of the Union's policies in the area of justice, security and freedom. Today the area of internal security is moving from the physical to the virtual world, and such a transformation can only be addressed through sophisticated, flexible and

<sup>10</sup> Regulation (EU) No 1077/2011 of the European Parliament and of the Council of 25 October 2011 (OJ L 286, 01.11.2011, p.1

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integrated systems and solutions for law enforcement cooperation and integrated border management at the EU level.

Given the number of information systems in-place in this area, the issue of inter-operability should be considered a priority in order to streamline information and to provide access to the information for all stakeholders. The EU currently has three information systems in-place for security, border and migration management that are operationally managed by EU-Lisa: the Schengen Information System (SIS), the Eurodac system and the Visa Information System (VIS). Three additional systems are currently in the process of being developed or adopted: the Entry-Exit System (EES), the proposed European Travel Information and Authorisation System (ETIAS) and the European Criminal Record Information System for third country nationals (ECRIS-TCN). Plans to streamline these data and information systems have already been outlined in the EU's recent inter-operability proposal,<sup>11</sup> put forth in December 2017, which builds upon the recommendations of the high-level expert group in April 2016 on information systems and inter-operability.

However an assessment of this proposal<sup>12</sup>, recently undertaken by the European Parliament, questions important issues and implications related to the fundamental rights in data protection and privacy. Studies such as that of the European Union Agency for Fundamental Rights<sup>13</sup> also highlight these important issues, and seek ways to develop adequate safeguards and mechanisms to ensure that these rights are respected, as an essential means to address the challenges which arise from full inter-operability of information systems.

During the Conference, the floor will be given to discuss the following questions:

- *What are the key challenges to border security that arise from technological advancement?*
- *What could be an application of drones for border surveillance and what is the legal framework regulating use of drones?*
- *What are the top-5 innovations for border security to be developed / introduced in the next 10 years?*
- *How can cybercrime affect border security?*
- *e-Gates for airports: pros and cons?*

### **Education and professional development**

Compliance with national and international standards requires highly knowledgeable and trained national authorities at the strategic and operational level. Continuous changes within the global economic environment, which in turn affect national systems, require constant training updates for border personnel. Therefore, investing in the capacities of national authorities remains a crucial element in contributing to economic growth. The competence of staff at the border is essential to the quality of the service delivered. It is therefore crucial that competent staff is recruited according to objective criteria and to implement specific training on border-related tasks.

<sup>11</sup> COM(2017) 793 final and COM(2017) 794 final

<sup>12</sup> European Parliament, Directorate General for Internal Policies, (April 2018). "Interoperability of Justice and Home Affairs Information Systems". Study. European Parliament.

<sup>13</sup> FRA – European Union Agency for Fundamental Rights, (May 2017). "Fundamental rights and the interoperability of EU information systems: borders and security". Luxembourg, Publications Office of the European Union, 2017.

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Border management tasks are highly specialised, which should be represented in training plans, basic and advanced theoretical and practical classroom-based training and in all on-the-job training, complemented by coaching and mentoring in the field. Training should be a continuous development for staff throughout their careers (refreshers, specialisation and new skills/information training) and must be based on regularly-updated curricula and manuals. In addition to direct border management training, courses on management skills, language and computer skills are recommended. Joint training of officers with different profiles could be considered in order to encourage the cross-fertilisation of ideas.

Border management agencies should have a centralised training facility and – depending on size and resources of the country – several “satellite” training offices or centres. The introduction of a training-of-trainers (ToT) system could be considered, through which more internal trainers would be available to quickly cascade knowledge down to the field level.

The speakers from ICMPD and Frontex will discuss together with the participants of the Conference the following questions related to the educational novelties for border personnel:

- *Standard Core Curriculum at the global level: utopia or the only way forward*
- *Top-10 skills for the border guard to perform his duties in 2019*
- *International technical assistance for capacity building of border-related personnel*
- *Educational technologies: what is out there in the market and how to achieve the maximum, without major investments*

### Conference Structure

The overall aim of the conference is to facilitate a common understanding among a wide range of relevant audiences on the prerequisites to a balanced approach in the field, comprising **border management, security, trade facilitation, technological and educational developments**. In order to encourage a participative debate and a forward-looking experience exchange, panels will be held on each of the aforementioned topics. Presentations will be followed by an equal period of time for debate and questions. ICMPD stands ready to support participating countries in this regard through expertise and facilitation.

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**Integrated Border Management (IBM) Lebanon** is an EU-funded project with a **budget of EUR 14 million allocated for 6 years**. IBM Lebanon works with five Lebanese beneficiary security agencies to establish effective, efficient and coordinated border management. The project was launched in October 2012 and ends in December 2018. The project is divided into two three-year phases. The second phase began in January 2016.

**The second and current phase** of IBM Lebanon strives to support the strengthening of the resilience of Lebanon's security institutions to withstand internal and external pressures and shocks, and to reinforce the role they can play as drivers of stability and national cohesion.

There will be continued and intensified support for the implementation of the jointly developed- and agreed IBM Strategy. The first module will further develop action planning and coordination at strategic and operational levels. The second module will assist border management **co-ordination capabilities by supporting dedicated operation rooms, risk analysis and early warning, pre-arrival and analysis systems**. The third module concerns the development of agency systems for the on-going enhancement of operational capacity, through the support of training systems, infrastructure and equipment. The fourth module will support systems in the establishment and maintenance of professional standards in border management. The fifth and final module focuses on the implementation of a **'state-of-the-art' border management IT system**, through the procurement of telecommunications equipment, software and hardware, the supply of mobilisation of technical expertise and the implementation of standard operating procedures.

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