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Questions

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“In today’s interconnected world, no single state administration or institution could claim to be able to solve cross-border issues on its own. Border management covers a wide range of topics and tackles complex and sometimes controversial issues that warrant efficient and effective cooperation and coordination between all relevant stakeholders.”

1 ICMPD, Guidelines for Integrated Border Management in the European Commission External Cooperation, November 2010, p.107
The Integrated Border Management (IBM) concept calls for cooperation and coordination between all actors involved in border management at the national and international level. By improving communication, information exchange and mutual assistance of and between the services, the state border can be managed more successfully. The concept aims at simultaneously enhancing trade facilitation and ensuring a high level of border security.

IBM can be understood as:

National and international coordination and cooperation among all the relevant authorities and agencies involved in border security and trade facilitation to establish effective, efficient and coordinated border management, in order to reach the objective of open, but well controlled and secure borders.
The IBM Concept consists of a modular structure broken down into three IBM pillars, six main fields, and four spatial tiers of control access.

Within an IBM response, cooperation and coordination should take place on three levels, also called the three IBM pillars:

1. **Intra-service cooperation** (within a service or ministry);

2. **Inter-agency cooperation** (between different ministries or border management agencies);
3. **International cooperation** (with other countries and international organisations).

While the IBM concept is based on these principles of cooperation and coordination, it is also based on a spatial approach, split into four different areas or tiers where access control measures are applied. This allows a fully-fledged IBM concept to address all forms of border management activities that take place at the physical border zone, as well as either side of it.

The **four spatial tiers of access control** that IBM focuses on implementing measures are:

1. Measures within the country;
2. Border control measures conducted in the border region;
3. Cooperation within neighbouring countries;
4. Measures in third countries.

Based on the three pillar approach of cooperation and coordination, work on establishing and implementing an IBM approach at the national level should take place across six main fields. All of these fields are addressed in some form by the IBM Silk Routes project.
The six fields of IBM are:

I. **Legal and regulatory framework**: ensuring the legal basis for cooperation and information exchange;

II. **Institutional framework**: developing or supporting an organisational setting for introducing IBM;

III. **Procedures**: procedures and processes required for cooperation to take place;

IV. **Human resources and training**: recruitment and educational or training issues;

V. **Communication and information exchange**: creating a standardised and efficient flow and exchange of information;

VI. **Infrastructure and equipment**: recommending how equipment and facilities can support cooperation and coordination at all levels.
What is the Integrated Border Management in the Silk Routes Countries (IBM Silk Routes) project?

The Integrated Border Management in the Silk Routes Countries (IBM Silk Routes) Project is a technical assistance project funded by the Directorate General for Development Cooperation of the European Commission, with a total budget of 12,030,000 EUR.

The project has a duration of 48 months, from 1 January 2019 to 31 December 2022.

The IBM Silk Routes Project covers five countries: Afghanistan, Bangladesh, Iran, Iraq, Pakistan

The overall objective of the IBM Silk Routes project is to support the countries of the Silk Routes region in building more effective and efficient border management systems, using as a blueprint the Integrated Border Management (IBM) concept and its developments, reflecting its principles and main components and translating them to the specific situations and realities of partner Silk Routes countries.
The specific objectives are:

1. Silk Routes countries have capacities, instruments and infrastructure to develop and implement IBM.

2. Silk Routes countries have improved their regional and bilateral coordination and cooperation in the area of border management.

Who is the IBM Silk Routes project for?

In the five partner countries (Afghanistan, Bangladesh, Iran, Iraq, Pakistan) the IBM Silk Routes project seeks to support the national and local government authorities with responsibilities in the area of border management, as well as non-governmental actors active in the field of border management and the local border communities.

Government authorities that may benefit from the project in each country include:

- Ministries of Interior/Home Affairs;
- Ministries of Foreign Affairs;
- Border Guards/Command, Coast Guards;
- Civil Aviation Authorities;
- Police and Border Agency Training Institutions;
- Ministries of Finance/Revenue and Customs Services;
- Ministries of Transport;
- National agencies responsible for border control and surveillance.

In particularly, the project will seek to support:

- **Senior staff** within the main national agencies with border management responsibilities (border police or equivalent, customs, armed forces, immigration agencies, etc.), and, in particular, persons being responsible for operations and international relations;
- **Specialists for certain topics** (e.g. responsible for risk analysis, second line control experts, information networks, legislation, etc.);
- **Trainers** of the national training institutions/units.

Ultimately, the project will **benefit** the staff and management of the border agencies; the businesses and other clients (international and national), migrant workers, border communities and overall population of the Silk Routes countries who will benefit from more secure and well managed borders.
How is the Integrated Border Management in the Silk Routes Countries (IBM Silk Routes) project going to benefit your country?

Each country has a unique historical, geographic and cultural background, and specific needs in ensuring well managed borders, migration and security. The flexible nature of the Integrated Border Management concept allows for the adaptation to these challenges and the development of flexible solutions, while still remaining coherent with global best practice and standards of international cooperation in the field of border management.

The IBM concept can easily be adapted to a new national context through tailored national Action Plans and Guidelines, as the basic principles remain the same: to promote cooperation among all related agencies to improve border management.
What does success look like in the IBM Silk Routes project?

Component 1: Silk Routes countries have capacities, instruments and infrastructure to develop and implement IBM.

- National IBM strategies and Action Plans are developed to strengthen intra-, inter-agency and international cooperation.
- Operational capacities of border management agencies is enhanced.
- Capacities of training entities of the beneficiary agencies is increased.
- Infrastructure to facilitate better border management is improved.

Component 2: Silk Routes countries have improved their regional and bilateral coordination and cooperation in the area of border management.

- Legal framework for international cooperation is improved.
- Mechanisms for information and knowledge exchange are enhanced.
How will the IBM Silk Routes project achieve these results?

The IBM Silk Routes project will work in coordination with national authorities to support the priorities and needs in the area of border management in each partner country. This will be driven through the formation of National Project Steering Committees (NPSCs) in each country. The NPSC is a national mechanism for coordination between all relevant government agencies and senior officials involved in the project. The NPSC will endorse the annual country work plan and set the strategic direction of the activities of the IBM Silk Routes project in each country. It will be composed of senior (decision maker) officials from all national border authorities, and will meet twice a year.

An Advisory Board has been established to meet once a year to provide strategic guidance and advice on the implementation of the project at a regional level, as well as ensuring coordination with relevant actions taking place at the global level. The Advisory Board will include senior government representatives from each partner country in the project, as well as ICMPD, the European Union, European Border and Coast Guard Agency, and international organisations, such as IOM, UNODC.

Together, these two governance structures will provide strategic oversight and coordination functions for the implementation of the following activities.

In line with the principles of IBM, the activities below are formulated to allow flexibility in implementation, and will be adapted in line with gaps and needs identified during assessment phases/expert missions, as well as based on feedback from the NPSC in each country.

Component 1: Assistance in developing capacities, instruments and infrastructure to develop and implement IBM

Module 1.1: IBM Guidelines and Action Plans

The development of country-specific IBM Guidelines and their linked documents such as Action Plans, and Memorandum of Understanding are at the heart of developing a coherent IBM framework.

The partners will receive an updated picture of the status quo in the area of border management, which will allow identifying the steps necessary for the development of IBM Guidelines and outlining the actions to be taken in the
mid- and long-term perspective. The project will provide senior government officials with exposure to the role of Integrated Border Management through study visits to countries that have successfully introduced IBM guidelines and strategies.

In addition, an awareness raising campaign on the advantages of IBM and its contribution to the overall improvements at the border within the region and beyond will be delivered to a broad target group starting from the leadership of the border agencies to their personnel and end users at the border crossing point (BCP).

**Module 1.2: Operational capacity building**

Assistance to accommodate the institutional needs of the relevant border management agencies shall be an integral part of the project.

At a strategic level, the countries will be provided with recommendations for improving IBM workflows and cooperation between agencies, for streamlining border clearance processes, working towards single-window and one-stop objectives, for improvement to buildings used by border management staff and travellers, and preparedness for emergency situations. This will be complemented by regional awareness raising of contingency planning.

Targeted operational capacity building will supplement the strategic level recommendations, and help to bring the performance of the border-related personnel to the highest professional standards. Customised capacity building such as specialised workshops, training, technical assistance missions will be developed based on the findings of the assessment missions and feedback from the National Project Steering Committees. Potential topics that customised capacity building may address include:

- **Border management**
  - Management and Leadership
  - Strategic planning
  - Coordination and Communications
  - Inter-agency cooperation
  - Maritime strategy
  - Risk Analysis and Information Exchange
• Border Surveillance and Control
  o Document security
  o Equipment for the border surveillance
  o Vehicles search
• Fight against cross-border crime
  o Cross-border crime
  o Drug trafficking
  o Counter-terrorism
  o Awareness raising on weapons of chemical/mass destruction
• English language courses
• Professional standards and Code of Conduct

**Module 1.3: Educational capacity building**
Workable training system and institutions, including the development of the training curricula and plans are prerequisites for comprehensive and sustainable institutional development. Training curriculum and strategies must answer the needs of individual agencies and states while also facilitating a regional approach.

The IBM Silk Routes project will support preparation of a standardised Border Management Curriculum, to be further fine-tuned and adapted with specialisations for each country’s needs. The training curriculum will be complemented by capacity building for the management of the relevant training institutions in each country. This will ensure quality, efficiency and sustainability of the development of the training systems and incorporation of the basic border management curricula and high professional standards into daily practice.

The project will identify potential candidates in key institutions to join a national trainers’ pool and will provide ongoing support through a wide range of activities to enhance their capacities to sustain training activities.

**Module 1.4: Support to infrastructure development**
The project foresees provision of small-scale equipment for the training institutions and for the daily use of the staff of border agencies required for their operational performance at the BCPs and along the border. The needs of each country will be identified at the stage of assessment missions and gaps and needs analysis.
Component 2: Regional and bilateral coordination and cooperation

Module 2.1: Development of the legal framework for international cooperation

Considering the transnational nature of migration, enhancing regional and international cooperation is imperative in order to better tackle challenges of a cross-border nature.

The project will support the countries by providing a review of the relevant legal frameworks on international cooperation related to migration, international trade, security and law enforcement and recommend solutions for the further enhancement of multi- and bi-lateral cooperation in the region.

Module 2.2: Development of mechanisms for knowledge exchange

The creation of a Silk Routes Knowledge Management Platform (SRKMP) on border management will serve as a central, reliable source of relevant data, information and knowledge, exchange for good practices and might include (depending on the decision of the partner countries) the details on legal framework, responsibilities, functions and working practices of national border agencies, national and global trends that impact on border security.

The platform shall ultimately constitute the future training of border management staff with the support of the distance learning tools available on the platform. Good practices and lessons learned established throughout the implementation of the IBM in Silk Routes shall be also compiled and shared among the relevant stakeholders.
How is the IBM Silk Routes project relevant to your ministry?

The central principle of IBM in strengthening intra- and inter-agency cooperation means that multiple stakeholders and institutions will be involved and benefit from participation in the project.

The Gaps and Needs Analysis on IBM will allow the project to develop a birds-eye-view of the border management systems and interactions in each country, in order to identify priorities and potential solutions for each relevant ministry to be addressed by the project.

The IBM Silk Routes Countries project aims to support all of the relevant border management institutions in each country, in close consultation with the National Project Steering Committee and management of the institutions.

While the names and precise scope of tasks of the main border management agencies may vary from one country to the next, the most important functions are essentially the same, being:

- Surveillance of the state border;
- Control of persons crossing borders;
- Control of goods crossing borders.

**Agencies responsible for border surveillance, i.e. those that:**
- Conduct border surveillance at BCPs and along the border;
- Take preventive or enforcement measures at the border to protect it;
- Conduct investigations into facts observed at the border and inform/refer to relevant agencies whenever necessary;
- Maintain national security in compliance with national and international legislation.

**Agencies in charge of border checks, i.e. those that:**
- Check the validity and authenticity of travel documents or documents authorising them;
- Interview travellers/passengers/drivers;
- Gather and analyse information in order to identify and counter risks to
border security;
• Conduct investigations and operations to prevent irregular immigration;
• Consult relevant databases for alerts, collect statistical data on regular and irregular cross-border movements of persons;
• Apply customs control on behalf of other services (i.e. at BCPs where Customs is not present on a permanent basis).

Customs agencies, i.e. those that:
• Collect duties and taxes, and implement commercial policy measures in relation to trade in goods;
• Conduct inspections and checks of goods/animals and related documentation;
• Conduct investigations and operations to combat smuggling and fraud,
• Collect statistics, gather and analyse information in order to identify and counter risks to the security of the border.

If you or your ministry perform any of the above tasks, the IBM Silk Routes project could support you.

Please contact the IBM Silk Routes team via email for more information:
ibm_silk_routes@icmpd.org
What is the “Silk Routes Region”? 

The historic Silk Road stretched from the most Eastern parts of Asia to Europe; it connected continents, countries and people in trade, intellectual exchange and brought mutual cultural enrichment. Its many different routes - the Silk Routes – have given name within the framework of the Budapest Process to the Silk Routes region, covering Afghanistan, Bangladesh, Iran, Iraq and Pakistan.

Since the Silk Routes countries started to participate in the Budapest Process in 2010, dialogue and operational cooperation that have taken place clearly demonstrate the needs for:

• longer term vision and policy making;
• substantial capacity building;
• enhanced inter-ministerial cooperation;
• development of the knowledge base and data management on migration;
• improved awareness raising of the public on migration issues, and
• better international cooperation.

Funded by the European Union and others, the International Centre for Migration Policy Development (ICMPD) has started implementing various migration-related
What is the role of ICMPD in the IBM Silk Routes project?

The IBM Silk Routes project is implemented by the Border Management and Security (BMS) Programme in ICMPD.

The International Centre for Migration Policy Development (ICMPD) is an international organisation with 17 Member States and about 300 staff members. Active in more than 90 countries worldwide, it takes a regional approach in its work to create efficient cooperation and partnerships along migration routes.

Its three-pillar approach to migration management – structurally linking research, migration dialogues and capacity building – contributes to better migration policy development worldwide.

The Vienna-based organisation has a mission in Brussels, a regional office in Malta and project offices in several countries. Founded in 1993, ICMPD holds UN observer status and cooperates with more than 200 partners including EU institutions and UN agencies.
The **Border Management & Security (BMS) Programme** of ICMPD chiefly supports border and migration-related agencies in institutional development and capacity-building activities. We create tailor-made solutions for the optimal management of borders and improved security, and additionally contribute to policy development by promoting external cooperation possibilities within the concept of Integrated Border Management (IBM).

For nearly two decades, the BMS team has been involved in multinational, bilateral and EU-level projects with a history of success across the globe, including but not limited to the EU itself, the Western Balkans and Turkey, Southern and Eastern Europe, the Southern Caucasus, Central Asia and North Africa, as well as increasing activities and presence in the Middle East, West Africa, South America and South East Asia.

ICMPD also implements the **“Support to the Silk Routes Partnership for Migration”** project, including the following initiatives in the Silk Routes region;

- **Migrant Resource Centres (MRCs)**, that help people make informed decisions when considering to migrate;
- **Regional Law Enforcement Cooperation** on irregular migration, migrant smuggling and human trafficking;
- **Protecting Migrant Workers (MIGRA.P)**, providing a broad range of expertise and services geared towards ensuring better protection of migrant workers;
- **Silk Routes Facility**, a capacity building instrument that supports measures to enhance migration management by providing demand driven technical assistance in ten countries.
What is the role of the European Union in the IBM Silk Routes project?

The European Union is the donor of the IBM Silk Routes project. Specifically, the project is funded and oversight provided by the Directorate General for Development Cooperation (DG DEVCO) of the European Commission.

The IBM Silk Routes project is financed as part of the Special Measures for “Addressing migration and forced displacement challenges in Asia and the Middles East: a comprehensive regional EU Response.”

Through the project, the European Union seeks to complement and support the cooperation and partnerships agreements and political commitments with the five Silk Routes countries in the project, as well as the “Istanbul Commitments on the Silk Routes Partnership for Migration” and its action plan “A Call for Action – a five year plan” adopted at the 6th Ministerial Conference of the Budapest Process in Istanbul in February 2019.

The IBM Silk Routes project is aligned with the above mentioned Call for Action; Priority Goal 1 – Prevent and counteract irregular migration, facilitate return and readmission of irregular migrants, and combat criminal networks involved in smuggling of migrants.
What does the project logo mean?

The Integrated Border Management in the Silk Routes countries (IBM Silk Routes) project logo is inspired by the architecture of the trade caravanserai that populated the Silk Routes trade routes and facilitated the economic and cultural exchange, as well as movement of people, between countries within the Silk Routes region.

The IBM Silk Routes project aims to facilitate the managed exchange of goods and movement of people across borders in the region, for the prosperity and security of the people of the Silk Routes countries.
Further Information

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