Panel on Migration, Mobility and Integrated Border Management

Discussion Paper for the Panel Meeting on Integrated Border Management

27-28 September 2018

Odessa, Ukraine

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I.   Introduction

As a result of the 2017 Eastern Partnership (EaP) Summit in Brussels the EaP Panel on Migration and Asylum was transformed into the EaP Panel on Migration, Mobility and Integrated Border Management (IBM) (hereinafter – the Panel), to continue functioning within the framework of the Eastern Partnership Platform 4 "Mobility and people-to-people contacts".

As stated in the Summit Joint Declaration, the Migration, Mobility and IBM Panel will contribute to the implementation of the *Deliverable 17* of *the EaP Deliverables 2020*, namely to: supporting progress on Visa Facilitation and Liberalization Dialogues, Readmission, IBM and Mobility Partnerships. The updated Panel will focus on horizontal matters and on promoting the best practices, such as processes supporting mobility, visa matters of general interest to visa-free countries, and horizontal issues related to return and readmission. Overall, the aim is that the revised architecture will facilitate closer inter-Platform/Panel cooperation, enhanced engagement with relevant stakeholders and strategic, results-oriented activities.

The first Panel meeting in 2018 will take place in Odessa, Ukraine and will be dedicated to IBM. The aim of this meeting is to discuss recent IBM developments in the EU and EaP states, state of current cooperation in IBM field as well as to identify prospective areas for further European Union (EU) support.

To facilitate the discussion, the present paper was developed as a background and preparatory information basis for the meeting participants. This document covers the following issues: (i) European Integrated Border Management: the way forward; (ii) Integrated Border Management in EaP countries: state of play (IBM strategies; border surveillance – best practices and challenges of interagency cooperation; IBM priorities – potential areas of further EU support).

The discussion paper is prepared based on the answers received from six Eastern Partnership (EaP) countries[1] to the questionnaire (Annex I) specifically designed for this purpose. The questionnaire sent to the participating states comprised four questions aimed at finding out more on the policies and practices on IBM in EaP countries. Other sources of information on the EU policy and individual countries' programmes were also used, where applicable, including regarding those countries who did not submit their inputs.

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[1] The following EaP countries provided input: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.

II. European Integrated Border Management

In 2016, the Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC[2] (hereinafter – the EBCG Regulation) introduced the legal definition of **the European Integrated Border Management** (hereinafter – the European IBM). As defined in the Preamble of the EBCG Regulation, the European IBM, based on the **four-tier access control model**, comprises measures in third countries, such as under the common visa policy, measures with neighbouring third countries, border control measures at the external borders, risk analysis and measures within the Schengen area and return. Article 4 of the EBCG Regulation also established 11 strategic elements of the European IBM:

(a) border control, including measures to facilitate legitimate border crossings and, where appropriate, measures related to the prevention and detection of cross-border crime, such as migrant smuggling, trafficking in human beings and terrorism, and measures related to the referral of persons who are in need of, or wish to apply for, international protection;

(b) search and rescue operations for persons in distress at sea launched and carried out in accordance with Regulation (EU) No 656/2014 of the European Parliament and the Council (28) and with international law, taking place in situations which may arise during border surveillance operations at sea;

(c) analysis of the risks for internal security and analysis of the threats that may affect the functioning or security of the external borders;

(d) cooperation between Member States supported and coordinated by the EBCG;

(e) interagency cooperation among the national authorities in each Member State which are responsible for border control or for other tasks carried out at the border and among the relevant Union institutions, bodies, offices and agencies; including the regular exchange of information through existing information exchange tools;

(f) cooperation with third countries in the areas covered by this Regulation, focusing in particular on neighbouring countries and on those third countries which have been identified through risk analysis as being countries of origin and/or transit for illegal immigration;

(g) technical and operational measures within the Schengen area which are related to border control and designed to address illegal immigration and to counter cross-border crime better;

(h) return of third-country nationals who are the subject of return decisions issued by a Member State;

(i) use of state-of-the-art technology including large-scale information systems;

(j) a quality control mechanism, in particular the Schengen evaluation mechanism and possible national mechanisms, to ensure the implementation of Union legislation in the area of border management;

(k) solidarity mechanisms, in particular Union funding instruments.

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[2] https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX%3A32016R1624

The EBCG Regulation also envisages different modalities of cooperation between the European Border and Coast Guard Agency (hereinafter – the Agency) and third countries. In particular, in accordance with the Article 54 of the EBCG Regulation the Agency:

- shall facilitate and encourage technical and operational cooperation between Member States and third countries, within the framework of the external relations policy of the EU;
- may cooperate with the authorities of third countries competent in relevant matters with the support of, and in coordination with, Union delegations and within the framework of the external relations policy of the EU;
- may coordinate operational cooperation between Member States and third countries with respect to management of the external borders in circumstances requiring increased technical and operational assistance;
- shall cooperate with the competent authorities of third countries on return, including on the acquisition of travel documents;
- may, with the agreement of the Member States concerned, invite observers from third countries to participate in its activities at the external borders referred to in Article 14, return operations referred to in Article 28, return interventions referred to in Article 33 and training referred to in Article 36, to the extent that their presence is in accordance with the objectives of those activities, may contribute to improving cooperation and the exchange of best practices, and does not affect the overall safety of those activities;
- shall participate in the implementation of international agreements concluded by the EU with third countries within the framework of the external relations policy of the EU and regarding matters covered by the EBCG Regulation;
- may benefit from EU funding in accordance with the provisions of the relevant instruments supporting the external relations policy of the Union, launch and finance technical assistance projects in third countries regarding matters covered by the EBCG Regulation;
- shall inform the European Parliament of activities conducted pursuant to this Article. It shall include an assessment of the cooperation with third countries in its annual reports.

In addition, it provides for the possibility of teams deployment to a third countries to participate in actions where the team members will have executive powers based on the provisions of the status agreements concluded with such third countries.

According to Article 55 of the EBCG Regulation the Agency may also deploy experts from its own staff as liaison officers. They shall form part of the local or regional cooperation networks of immigration liaison officers and security experts of the Union and of the Member States. Their tasks shall include establishing and maintaining contacts with the competent authorities of the third country to which they are assigned with a view to contributing to the prevention of and fight against irregular immigration and the return of returnees.[3]

Another important element of the European IBM is the European Border Surveillance System (EUROSUR). Established in 2013 by the Regulation (EU) No 1052/2013 of the European Parliament and of the Council of 22 October 2013 establishing the European Border Surveillance System[4] (hereinafter – the EUROSUR Regulation) as a multipurpose system for cooperation between the EU Member States and EBCG for the Management of Operational Cooperation at the External Borders (Frontex), EUROSUR is aimed at improving situational awareness and increasing reaction capability at external borders; preventing cross-border crime and irregular migration and contributing to

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[3] Ibid
[4] https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32013R1052

protecting migrants' lives. Article 4 (1) of the EUROSUR regulation defines the components of system's framework as follows:

(a) national coordination centres;
(b) national situational pictures;
(c) a communication network;
(d) a European situational picture;
(e) a common pre-frontier intelligence picture;
(f) a common application of surveillance tools.

Article 20 of the EUROSUR regulation envisages that EU Member States may exchange information and cooperate with one or several neighbouring third countries. Such exchange of information and such cooperation shall take place on the basis of bilateral or multilateral agreements or through regional networks established on the basis of those agreements. The national coordination centres of the Member States shall be the contact points for the exchange of information with neighbouring third countries.[5]

The recent developments and challenges in the field of migration management and border security demanded the EU and its Member States to enhance their efforts in strengthening the IBM policies and practices.

European Parliament Resolution of 30 May 2018 on the annual report on the functioning of the Schengen area insisted on the need for a prompt introduction of the fully fledged European IBM strategy, as agreed between the institutions, the technical and operational strategy by the EBCG Agency and the Member States' subsequent national strategies. The European Parliament expressed also its concern over inconsistencies in the implementation of the IBM Strategy in the Member States and stressed that the full execution of the IBM Strategy in all Member States is vital for the adequate functioning of the Schengen area.[6]

On 12 September 2018, the President of the European Commission Jean-Claude Juncker presented three new and ambitious proposals to ensure full EU solidarity on migration and better protection of Europe's external borders[7]. These proposals, in particular, are aimed at empowering the EBCG and the EU Agency for Asylum; improving the effectiveness of return procedures; and promoting legal migration.

In fact, the Commission's Proposal for a Regulation of the European Parliament and of the Council on the European Border and Coast Guard and repealing Council Joint Action No 98/700/JHA, Regulation (EU) No 1052/2013 of the European Parliament and of the Council and Regulation (EU) No 2016/1624 of the European Parliament and of the Council[8] (hereinafter – the Commission Proposal of 12 September 2018) reflects the EU strategic approach to the border management as well as integrates and improves the provisions of different legal acts in this field which are currently in force.

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[5] Ibid
[6] https://ec.europa.eu/commission/sites/beta-political/files/soteu2018-border-coast-guard-regulation-631_en.pdf
[7] http://europa.eu/rapid/press-release_IP-18-5712_en.htm
[8] https://ec.europa.eu/commission/sites/beta-political/files/soteu2018-border-coast-guard-regulation-631_en.pdf

The most significant changes expected once the Commission Proposal of 12 September 2018 is adopted should be as follows:

- A standing corps of 10,000 operational staff by 2020;
- Executive powers for members of EBCG standing corps;
- More support on return;
- Stronger cooperation with non-EU countries (the Agency will be able – subject to prior agreement of the country concerned – to launch joint operations and deploy staff outside the EU, beyond countries neighbouring the EU);
- Increased financial means.
- Improvement of EUROSUR and its evolving from a technical information system into a genuine governance framework for information exchange and cooperation between the national authorities of Member States responsible for border management and the Agency.

With the aim to address the current challenges related to the implementation of the European IBM, the Commission also proposed to introduce a **four-level multiannual strategic policy cycle** for European IBM to define common and shared policy objectives and ensure coordination between EU and national IBM strategies. The policy cycle will rely on a strategic risk analysis prepared by the Agency every two years and provide overall political guidance for the years ahead.

The introduction of changes suggested by the Commission proposal of 12 September 2018 will create the new opportunities for enhanced cooperation in IBM field between the EU (and its Member States) and EaP countries which are currently being in the process of framing their IBM strategies and policies, as described in the following section of this paper.

II. Integrated Border Management: State of Play in the Eastern Partnership Countries

A.   IBM strategies

The concept of Integrated Border Management introduced in the EU in 2006 has recently developed and expended also to other, non-EU states, including all EaP countries.

Integrated Border Management requires that all competent authorities work together in an effective and efficient manner. Cooperation should not be established exclusively within each country, but also across its borders, with relevant agencies of neighbouring states. Integrated Border Management seeks to address three levels of cooperation and coordination: intra-service cooperation, interagency cooperation and international cooperation[9].

The feedback provided by the EaP states to the meeting questionnaire clearly shows that, although not being covered by the European IBM (as EU MS), all EaP states realize the importance of cooperation both with EU (and its MS) and between themselves and, thus, develop and implement their own IBM concepts and strategies with due consideration of the EU best practices and with comprehensive EU support.

Over the past ten years, all EaP countries introduced the IBM approach in their national border management policies. Four of six countries (**AM, GE, MD, UA**) have managed to develop and adopt the IBM strategic documents as well as relevant implementing action plans. Other countries (**AZ, BY**) are guided by the specific provisions of different legal acts when implementing the IBM approach. In some cases, the IBM strategies are currently being under development (**BY, GE, MD**).

*In 2010 the Security Council of **Armenia** approved a "Strategy for Border Security and Integrated Border Management". Based on the Strategy, two Action Plans for 2011-2015 (adopted on 21.04.2011) and 2017-2021 (adopted on 06.04.2017) for border security and the integrated state border management of the Republic of Armenia have been elaborated.*

***Azerbaijan** does not have a separate IBM strategy, but its principles and objectives are reflected in various national legislative acts and documents. A separate section of the National Security Concept of Azerbaijan (adopted in 2007) is dedicated to the border security and control issues. To strengthen the maritime borders and ensure the security of the Azerbaijani sector in the Caspian Sea the Government of Azerbaijan approved Maritime Security Strategy in 2013.*

*Principles of Integrated Border Management (IBM) are guiding factors of the state border security of **Georgia**. On 13 March 2014 Government of Georgia (GOG) by the Decree N226, adopted the "State Border Management Strategy for the years 2014-2018" and on 6 May 2014 the GoG by the Resolution N335 adopted the "Action Plan for Implementation of Georgia's Border Management Strategy for the years 2014-2018". On 24 August 2018 GOG by the decree N439 established an interagency council, which was created in order to draft a new IBM strategy. Ministry of Internal Affairs is assigned as the lead agency during this process.*

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[9]   https://www.iom.int/jahia/webdav/shared/shared/mainsite/activities/ibm/05-IOM-IBM-FACT-SHEET-Integrated-Border-Management.pdf

*In **Moldova**, for the first time, the National Strategy for Integrated Management of the State Border was developed by the National Council of Integrated Management of the State Border and approved for 2011-2013 by Government Decree No. 1212 of 27.10.2010. The second Integrated Border Management Strategy was approved for the period 2015-2017. Currently, the 3rd National IBM Strategy for 2018-2023 as well as the Action Plan are being drafted in alignment with FRONTEX Regulation 1624/2016 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC.*

Furthermore, in case of **Moldova**, the specific authority has been established responsible for developing and implementing the country's IBM strategy.

*In accordance with the provisions of the Government Decree on the **National Council of Integrated State Border Management**, this body has the authority over development of the Strategy, its monitoring and implementation, as well as institutional cooperation among the bodies of the integrated state border management system, including the drafting of policy recommendations, legislative and regulatory frameworks in this area. The body includes representatives of government institutions of the Republic of Moldova (Border Police, CSRM, Ministry of Internal Affairs, Ministry of Foreign Affairs, etc.).*

For more details see the table below.

Country	IBM strategy in place/as of	Implementing action plans	IBM strategy under development	Authority in charge of development/ implementation of IBM strategy	Notes
Armenia	+/2010	+	-	Security Council of Armenia	
Azerbaijan	-	-	-	n/a	IBM principles and objectives are reflected in various national legislative acts and documents, e.g. a separate section of the National Security Concept of Azerbaijan (2007); Maritime Security Strategy (2013)
Belarus	-	-	+	State Border Committee of the Republic of Belarus	
Georgia	+/ 2014	+	+	Ministry of Internal Affairs	The mandate of "State Border Management Strategy for the years 2014-2018" is expiring at the end of 2018. In August 2018 an interagency

					council was established to draft a new IBM strategy
Moldova	+/2011	+	+	National Council of Integrated State Border Management	3rd National IBM Strategy for 2018-2023 as well as the Action Plan is being developed in alignment with FRONTEX Regulation 1624/2016 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC
Ukraine	-	-	-	n/a	In 2015, the updated IBM Concept up to 2020 was adopted. The relevant Action Plan for its implementation was adopted in 2016. The 1st version of the IBM Concept which established the grounds for IBM in Ukraine was adopted by the Government in 2010

B.   Border Surveillance. Best practices and challenges of interagency cooperation

An effective system of border surveillance is essential for ensuring the border security. Therefore, border surveillance is considered one of the strategic elements of integrated border management both in the EU and its MS as well as in the EaP countries. Each country establishes its own border surveillance system including the modalities of cooperation and coordination between the various stakeholders involved within the country's governance framework. At the same time, bearing in mind the nature of the border, it is impossible to ensure the effectiveness of the border surveillance

without active cooperation with the neighbouring states in terms of fast and smooth exchange of necessary data and information.

While the EU MS are covered by the EUROSUR framework[10] which is to be enhanced in the near future in accordance with the Commission Proposal of 12 September mentioned above, the EaP countries develop and maintain their border surveillance systems in accordance with the national legislation. At the same time, the common borders with EU MS require the EaP countries to coordinate their activities with the European partners and, in some cases, to adjust their own rules and procedures in accordance with the EU legislation and practices.

> *In Moldova, the cooperation, exchange of data and information in the frontier field between the IBM authorities as well as the coordination centres of other states are carried out through the Border Security Coordination System, approved through the Government Decision no. 429 of July 07, 2015, which partially transposes EU Regulation No.1052 / 2013 of the European Parliament and of the Council of 22 October 2013 establishing a European Border Surveillance System (EUROSUR).*

Taking into consideration the number of authorities involved in the border surveillance there is an evident need of developing and establishing the effective coordination procedures and frameworks. According to the inputs of the EaP states to the meeting questionnaire, among the best practices could be highlighted the introduction of the so-called "single window" or "one stope" procedure (**AM, AZ, BY**) and establishing the special coordination bodies/instruments (**AZ, GE, UA**).

> *Surveillance of the maritime space of **Georgia** is carried out by the Coast Guard Department of the Border Police of Georgia and its subordinate entity – **Joint Maritime Operations Center (JMOC)**. JMOC was officially opened in 2014 and became fully operational in October 2016. The Center was created in order to enhance maritime domain awareness capabilities and further improvement of interagency cooperation. To this end, JOMC is represented by all relevant Ministries and legal entities involved in maritime operations, namely: Georgian Coast Guard, Operative-Investigation Bureau of Georgian Border Police, Patrol Police Department of MIA, Ministry of Defense of Georgia, Ministry of Finance/ Revenue Service, Ministry of Foreign Affairs of Georgia, Ministry of Economy and Sustainable Development (Maritime Transport Agency), Ministry of Environment and Agriculture, Georgian Intelligence Service and State Security Service. All agencies have 24/7 Contact Points assigned to the JMOC and some of them are represented at the center on daily basis or at 24-hour shifts.*
>
> *The concept of the JMOC integrates interagency approach for preventing, revealing and eliminating all kind of illegal activities, maritime incidents and grave violations of maritime space regime of Georgia that pose threats to the security of Georgia and the region as a whole. JMOC produces daily briefs and disseminates it to the relevant agencies, at the same time analyses data and produces specific reports upon the request.*
>
> *Since 2009 "Single Window" system has been introduced at the border checkpoints (BCPs) in **Azerbaijan.** This new approach enables the SBS and SCC units to act in unison and conduct real-time coordination while facilitating procedures for the movement of people, goods and transportation means through BCPs. Furthermore, to ensure close coordination among agencies involved in migration issues the Inter-Agency Automated Information Search System "Entrance, Exit and Registration" (EER) has been installed in BCPs. This system enables all relevant stakeholders to effectively control migration issues and share information with as needed.*

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[10] https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32013R1052&from=EN

*Currently, the IBM Working Body in **Ukraine** is the Virtual Analytical Contact Center (Joint Order of the Ministry of Internal Affairs of Ukraine, Ministry of Foreign Affairs, Ministry of Infrastructure, Ministry of Finance, Security Service of Ukraine as of 09/01/2015 No. 1050/254/341/749/562 On Approval of the Procedure for the Exchange of Information and Analytical Materials between the IBM subjects).*

As to the challenges related to coordination and cooperation within the border surveillance systems mentioned by the responding states, the most common of them is an *imperfect mechanism of data exchange* which requires further improvements (**AZ, BY, GE**). This also goes in line with the IBM priorities of EaP states regarding the need for improvement of cooperation at different levels, as will be shown in the following section of this paper.

More details on border surveillance systems of EaP states, the authorities involved and the best practices and challenges of cooperation are in the table below and in the Matrix of responses to the meeting questionnaire.

Country	Authorities involved in border surveillance	Examples of interagency cooperation	Challenges of cooperation
Armenia	▪ Border Guard of Armenia ▪ National Security Service ▪ State Revenue Committee ▪ Food Safety Inspectorate ▪ Ministry of Healthcare ▪ Police ▪ Ministry of Emergency Situations	▪ "One Stop, One Window" concept	▪ The main difficulties are related to the "One Stop, One Window" system, which is not fully implemented, and not all the documents are imported into the system during the clearance
Azerbaijan	▪ State Customs Committee (SCC) ▪ State Border Service (SBS)	▪ "Single Window" system at the border checkpoints (BCPs) ▪ Interagency Automated Information Search System "Entrance, Exit and Registration" (EER) installed in BCPs	▪ n/a
Belarus	▪ Border and customs services	Control at border checkpoints organized according to the principle of "two services at the border" Working groups; joint legal acts (at various levels); coordination meetings and training sessions	▪ Rapid exchange of information and the delineation of competences
Georgia	▪ Border Police of Georgia (GBP) ▪ State Security Service Operative Technical Agency (OTA) ▪ Georgian Coast Guard	▪ Joint Maritime Operations Center (JMOC) (24/7 contact points from all participating agencies)	▪ Information exchange mechanism needs further refinement in order to ensure smooth functioning of the JMOC

	▪ Operative-Investigation Bureau of GBP ▪ Patrol Police Department of MIA ▪ Ministry of Defense ▪ Ministry of Finance/ Revenue Service ▪ Ministry of Foreign Affairs ▪ Ministry of Economy and Sustainable Development (Maritime Transport Agency) ▪ Ministry of Environment and Agriculture ▪ Georgian Intelligence Service and State Security Service	14	
Moldova	▪ General Inspectorate of Border Police of the Ministry of Internal Affairs (GIBP) ▪ Customs Service ▪ National Food Safety Agency ▪ General Inspectorate of Police ▪ Naval Agency etc.	Border Security Coordination System (organized on the same principles as EUROSUR)	▪ n/a
Ukraine	▪ Ministry of Internal Affairs ▪ Ministry of Foreign Affairs ▪ Ministry of Infrastructure/State Fiscal Service ▪ Ministry of Finance ▪ Security Service of Ukraine ▪ Ministry of Defence ▪ State Border Guard Service ▪ State Migration Service ▪ National Police ▪ National Guard	▪ The interaction of state authorities is carried out within the IBM framework ▪ Virtual Analytical Contact Center (the working body of IBM)	▪ n/a

C.   IBM priorities: potential areas of further EU support

Over the past decade, the EU provided solid financial and technical support to its Eastern Partners in the IBM field through various instruments (e.g. TWINNING, European Neighbourhood and Partnership Instrument (ENPI), EaP IBM Flagship Initiative). A number of projects have been implemented with the support of international organizations, such as International Organization for Migration (IOM), United Nations Development Programme (UNDP), International Center for Migration Policy Development (ICMPD), Frontex. These projects lead to increased capacities of EaP states in border management through improved regulatory framework, enhanced level of technical equipment of the border and border-crossing points infrastructure, introduction of advanced and simplified border-crossing procedures, improvement of information exchange, facilitation of movement of persons and goods, increasing border and document security, fostering cooperation etc.

As an example of one of the most comprehensive IBM initiatives supported by the EU could be mentioned the establishment of European Union Border Assistance Mission to Moldova and Ukraine (EUBAM). Launched in 2005 and supported first by UNDP and later by IOM, EUBAM works with Moldova and Ukraine to harmonise border control, customs and trade standards with those in the EU, and to improve cooperation between border and customs agencies. It also assists them to fulfil the obligations of the Deep and Comprehensive Free Trade Area (DCFTA) with the EU, and contributes to the peaceful settlement of the Transnistrian conflict through confidence building measures and as a monitoring presence.[11]

The answers provided by all EaP states to the meeting questionnaire show that the most of IBM related projects implemented in the past or currently being implemented were/are supported by the EU. Thus, it is hard to underestimate the EU's role when it comes to the future development of IBM frameworks in the EaP region.

> *As for the past projects that could be characterized as a success story, **Azerbaijan** highlighted the Southern Caucasus Integrated Border Management Project which was implemented from 2009 through 2012 and funded by the EU. Along with the Georgian border control and enforcement authorities, from the Azerbaijani side both the SBS and the SCC were involved in this project as beneficiaries. This project had a positive impact and contributed to strengthening strategic border management capacities, developing IBM-related procedures and operations including BCPs, providing technical assistance to pilot BCPs and other IBM related units and improving overall operational procedures.*

> ***In Georgia**, with the funding of the EU, installation of the Modern Surveillance System (BOMS) at the Areas of Responsibility of the four Land Border Sectors at Georgian-Turkish State Border (Sarpi, Kirnati, Vale, Sadakhlo and Kartsakhi). BOMS project has completely changed and upgraded the planning and execution of land border protection operations.*

> *The PRINEX project was implemented, connected with the exchange of information on the **Belarusian-Ukrainia**n border. The project made it possible to obtain information about customs operations carried out with regard to vehicles at the checkpoints in the cross-*

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[11] http://eubam.org/who-we-are/

border area, which increased the effectiveness of such form of control as checking the documents and information.

*As for the state border between **Republic of Moldova and Ukraine** the EU Eastern Partnership IBM Flagship Initiative is the most relevant one at the moment. In the nearest perspective it envisages construction or modernization of the jointly operated border crossing points at the Moldovan-Ukrainian border, including the central segment (currently uncontrolled by Moldovan authorities), creation of bilateral contact point and establishment of the automated exchange of information on persons and vehicles crossing the common border between Republic of Moldova and Ukraine. Moreover, within another dedicated project, joint blue border surveillance capacities, as well as video-monitoring system along the common border, is to be developed.*

Detailed information on the past and current IBM related projects implemented in the EaP states with the support of the EU and other international partners is available in the [Matrix](#) of responses to the meeting questionnaire.

Despite some positive developments in regard to the introduction and implementation of IBM, the EaP countries are still underway of designing and improving their relevant legislation, policies and practices and a lot of things yet to be done. Each country, depending on political and security situation, has its own **priorities in IBM field**, although in some cases these priorities could coincide. Furthermore, some of these priorities coincide with the ones under the European IBM, thus can be potentially considered as a subject of the further EU support.

For instance, four of six EaP states (**AZ, BY, GE, UA**) indicated **risk analysis and management** as an IBM priority. **Advancing the cooperation** at different levels (intra-agency, interagency and international) is another priority common to almost all EaP states (**AM, AZ, BY, GE, UA**). Another issue of great importance in IBM field is the **human resources development** (**GE, UA**). **Development or refinement of IBM strategy** and/or framework was indicated as a priority by three EaP countries (**BY, GE and UA**).

*In **Georgia**, the top priorities in the field of IBM are identified as follows:*

- *Development of human resources - In 2017, professional development unit has been created within GBP, which is tasked to support GBP modernization process with duly planned professional development policies and career management system for the Border Police. For instance, the new Officer's Training Program was developed and launched in the MIA Academy in March 2017 as a retraining cycle. After retraining all junior and mid-level officers, the program will be further refined and reintroduced as a mandatory course for the entry level Junior Officers.*

- *Creation of the Unified System of Risk Analysis – a Unified system of risk analysis at the State Border of Georgia (hereafter – Unified System) is one of the components of effective border management. The Ministry of Internal Affairs of Georgia initiated the creation of a Unified System encompassing all the relevant actors within the Ministry having a role in border and migration management. The goal of the Unified System is to ensure identification of existing risks in the field of border and migration management at the state border of Georgia and to develop effective mechanisms for the implementation of responsive and preventive measures. As a result of risk analysis, analytical products are to be elaborated, which will support optimal decision making aimed at risk reduction with*

consideration of available resources and capabilities. In order to establish the Unified System, a number of activities took place within the Ministry, including, creation of a working group, invitation of a Polish expert to support the foregoing process, development of an IT Platform ("Border Operations Reporting System – BORS"), creation of risk analysis units within relevant subjects of the Unified System, training of the personnel etc. As regards the legislative base, on 13 June 2016 MIA adopted the "Unified concept of Operations of Analysis (ConOps) and the Catalogue of Analytical Products". Moreover, a new methodology of risk analysis has been drafted, which needs to be approved by the Minister's decree.

- *Enchantment of International and Intra-agency Cooperation – in terms of effective border management, it is highly important to enhance cooperation capabilities on the international arena. To this end, GBP has a close cooperation with the European Border and Coast Guard Agency (Frontex). In 2008, a Memorandum was signed between the two parties, which allows representatives of the Ministry to participate in the Joint Operations, as well as trainings and courses organized by Frontex. Under the same umbrella, the Ministry provides Frontex with the relevant information regarding the border incidents that promote risk analysis at the EU level.*

For more information regarding the IBM priorities in EaP countries refer to the table below.

Country	IBM priority areas
Armenia	▪ Cooperation with regards to the preliminary electronic data exchange and customs value information exchange
Azerbaijan	▪ Trade facilitation ▪ Enhancement of the border infrastructure ▪ Smart borders ▪ Advancing cooperation in border security issues ▪ Risk management, capacity-building, and personnel training
Belarus	▪ Formation and development of the IBM system at the intradepartmental, interagency and international levels, the organization of its effective and sustainable functioning; ▪ Improvement of the regulatory framework in the field of state border and customs policy, as well as IBM; ▪ Optimization of control procedures and functions of the subjects of IBM in the checkpoints across the State border, aimed at ensuring their rational implementation; ▪ Creation and improvement of risk analysis and management systems that increase the effectiveness of the activities of border and customs units in solving the tasks of implementing and protecting the national interests of the Republic of Belarus in the border area; ▪ Improvement, at various levels, of interaction between border and customs units for the control and management of transboundary processes, as well as the search for and use of mechanisms to attract international technical assistance
Georgia	▪ Development of human resources ▪ Creation of the Unified System of Risk Analysis ▪ Enchantment of International and Intra-agency Cooperation

	▪ Further development of Joint Maritime Operations Center's (JMOC) capabilities ▪ Further refinement of national IBM strategy
Moldova	▪ To be identified by the new National IBM Strategy for the period 2018-2023 after the Government approval and official publishing

Ukraine	▪ Ensuring the protection of the state border, passing persons, vehicles and cargoes through the state border, carrying out information and investigation activities, conducting risk analysis and preventive measures;
	▪ Carrying out IBM activities by the IBM subjects to prevent, identify, reveal (investigate) cross-border crimes;
	▪ Coordination of the activities of competent state bodies on ensuring the security and openness of the state border;
	▪ Development of international, cross-border and interagency cooperation;
	▪ Ensuring the proper functioning and improvement of the four-level monitoring system of entry and stay of foreigners and stateless persons in Ukraine:
	  - First - in countries of origin of illegal migrants (during issuing entry visas to Ukraine);
	  - Second - in the countries which have a border with Ukraine (during cross-border cooperation);
	  - Third - at the checkpoints across the state border and outside of them (during border control and ensuring the protection of the state border outside the checkpoints)
	  - Fourth - in Ukraine (during the temporary stay of foreigners and stateless persons to observe the rules compliance);
	
	▪ Determination of the mechanism of IBM coordination at the level of the interagency high-level group;
	▪ Implementation of significant changes in the IBM system due to the updated basic principles of IBM and existing practices in the EU, as well as the results of the TWINNING project, in particular, regarding the Development of the IBM Strategy and the Action Plan for its implementation;
	▪ Completion of the demarcation of the state border with the Republic of Moldova and moving the Russian-Ukrainian state border to the ground

More national IBM practices in EaP countries could be found in the Matrix of responses to the meeting questionnaire.

Possible topics for discussion	*What can be done in order to improve the existing system of information exchange at all levels (intra-agency, interagency and international)?*
	How could the EU better support the EaP states in the field of IBM?
	Will the updated European IBM strategy affect the cooperation with the EaP states? How the EaP states could benefit from these changes?

Annexes

Annex I. Questionnaire distributed among the participating countries

1. Please describe the existing border surveillance systems in your country. Which authorities are involved in the process of the border surveillance and how the cooperation between them is organized? What are the main challenges of such cooperation between relevant stakeholders?

2. Please provide the information on the ongoing IBM related initiatives (projects) implemented in your country with the support of EU and other international partners. Please name the projects implemented in the past which are considered the most successful and explain why?

3. Please indicate the priority areas in the field of IBM for your country?

4. Does your country have a strategy describing the implementation of Integrated Border Management or intention to develop it? Which authority is authorised/appointed to develop IBM initiatives?