

# INTEGRATED BORDER MANAGEMENT

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**Integrated Border Management (IBM)** is the organization and supervision of border agency activities to meet the common challenge of facilitating the movement of legitimate people and goods while maintaining secure borders and meeting national legal requirements.

## Introduction

IBM can be divided into two categories: (1) domestic integration between government agencies within one country or customs union and (2) international integration between neighboring countries. Both types require interagency cooperation, parallel processing, and coordination at ports, harbors, and land border points of entry (collectively referred to as ports of entry) for an optimal collective efficiency of these border institutions. For the second category, neighboring or contracting national authorities must also cooperate with one another to align border-crossing facilities and procedures.

Customs administrations are usually best situated to develop integrated procedures for the processing of goods at points of entry. Border and immigration police focus primarily on the processing of people at those points of entry as well as the regulation of both people and goods attempting to cross borders illegally between those points of entry. Thus, the emphasis of IBM is placed within the customs process itself.

The two types of IBM require a clear delineation of responsibilities for goods (customs) and passenger processing (immigration). While these responsibilities require different operations (e.g. goods classification, carrier and goods inspection, revenue collection, and transaction verification for customs, versus visa verifi-

cation, health, and anti-smuggling for immigration), the evolution of training and the use of technology have enhanced border integration and increasingly allow border officers to perform both functions. In most cases, a country will integrate its own processes before it initiates efforts to integrate with a neighbor or trade agreement partner.

## A Political Mandate

Before embarking on the organizational change necessary to develop IBM, there must be political support from the highest levels. In most countries, that means a mandate from the Prime Minister or a similar official with authority over the relevant agencies.

The mandate for either type of IBM usually includes the establishment of a working group or task force that will conduct the work. It also requires a legal review of domestic statutes and regulations to determine any additional authority that may be necessary to implement IBM. A lead agency is then nominated to direct the process.

Effective and successful IBM usually begins with domestic interagency cooperation. For this reason, we start our detailed discussion with domestic integration efforts as the basis for implementing either type of IBM.



## Implementation of Domestic IBM Programs

Domestic interagency coordination refers to the horizontal interagency cooperation within an individual country. In these cases, the mission requirements of all border regulatory agencies are identified, and agreements are reached on systems, data elements, and processes to be implemented. In its most current, efficient form, domestic integration may lead to “single window” processing (depicted on opposite page), but effective IBM can also begin solely on the basis of improved procedures.

Most domestic integration first occurs within an agency when it turns its individual mission requirements into a single set of procedures, processes, and data elements that are applied uniformly. In turn, agencies work with one another to compare their mission requirements, locate redundancies, and identify components that contribute little added value in terms of security. Depending on the political mandate, two possible solutions may follow. Agencies can either be reorganized into one single border agency, or they can reach agreements, often called Memoranda of Understanding (MOUs) or Agreement (MOAs), that reduce overlapping and redundant regulations by delegating particular responsibilities to a smaller sub-group. For instance, following the events of September 11, 2001, the US Department of Homeland Security (DHS) signed an MOA with the Department of Agriculture (USDA) that enabled DHS to conduct inspections that had historically fallen under USDA’s jurisdiction.

To view the MOA, visit:

<http://www.aphis.usda.gov/ppq/moa-dhs.html>

The alignment of border management responsibilities has evolved over the past few years. Two examples of that evolution are the *Single Administrative Document* (SAD) and the *Single Window Concept*. A SAD is currently used primarily in the European Union to collect the data needed by customs for deter-

mining the entry of goods. While it includes Certificates of Origin, ATA Carnets and other customs requirements, it does not yet include many of the non-customs entry requirements.

*The single administrative document (SAD) is the documentary basis for customs declarations, particularly in the EU and in Switzerland, Norway and Iceland:*

[http://europa.eu.int/comm/taxation\\_customs/customs/procedural\\_aspects/general/sad/index\\_en.htm](http://europa.eu.int/comm/taxation_customs/customs/procedural_aspects/general/sad/index_en.htm)

The second process currently evolving is the concept of a Single Window that allows an importer or exporter to provide all necessary information and documentation one time to a designated host government agency. The host then distributes this information to all relevant agencies. These agencies can apply risk management factors to determine if the goods should be stopped for inspection or allowed entry on the basis of the certification and other documentation. It should be noted that a Single Window does not necessarily imply the implementation and use of high-tech information and communication technology (ICT), although facilitation can often be greatly enhanced if governments identify and adopt relevant ICT technologies for a single window.

*A full description can be found at the UNECE’s Recommendation and Guidelines for Establishing a Single Window:*

[http://www.unece.org/cefact/recommendations/rec33/rec33\\_ece/trd352\\_e.pdf](http://www.unece.org/cefact/recommendations/rec33/rec33_ece/trd352_e.pdf); and

*The Global Facilitation Partnership topic profiles:*

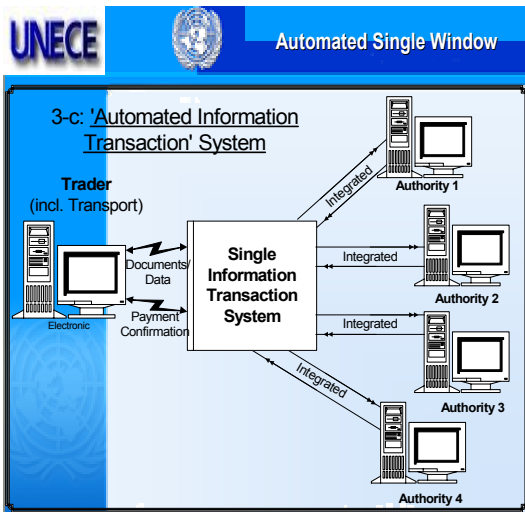
<http://www.gfptt.org/topics/single-window>

Legislation establishing integrated systems such as a SAD or Single Window can specify the maximum and minimum list of information that can be required by the government agencies. Data can be harmonized according to the United Nations layout key requirement, and data codes are established to eliminate linguistic communication problems. In addition, the use of the WCO Customs Data Model will establish a standard, international, harmonized data set that will meet governments’ requirements for international cross-border trade and is geared exclusively to the requirements

of an automated environment.

To view the WCO Customs Data Model, visit:  
<http://www.wcoomd.org>

The following chart illustrates one form of Single Window:



This concept and how it is being used in practice to improve efficiency in border inspection and testing are available from Hong Kong:

[http://www.unece.org/trade/workshop/wks\\_capbl\\_d/presentations/d3\\_ulfpersson.pdf](http://www.unece.org/trade/workshop/wks_capbl_d/presentations/d3_ulfpersson.pdf)

and from ASEAN:

<http://www.aseansec.org/14308.htm>.

For other discussions on the subject, see UNECE's Moscow presentation that addresses systems in Sweden, Mauritius, Germany, and the United States:

[http://www.unece.org/trade/workshop/moscow\\_1104/presentations/butterfly\\_singlewindow.ppt](http://www.unece.org/trade/workshop/moscow_1104/presentations/butterfly_singlewindow.ppt)

The use of the Single Window concept is growing around the world. The Australian version, Tradegate, integrates domestic interests in an e-commerce system to expedite export documentation and clearance.

For more information, read the *Tradegate review*.

China's e-port provides yet another example of domestic integration. It aims to implement remote filing and declaration for export tax rebates in order to make declaration and other trade facilitation procedures possible online.

For more information, visit:

<http://www.china.org.cn/baodao/english/newsandreport/2001nov-1/21-1.htm>

A similar approach to the integration of goods clearance can be used for the

regulation of the entry of persons. One example is the European Union's Schengen program.

Another approach to domestic border integration is the creation of one department or agency with all border responsibilities. The creation of DHS in the U.S. is an example of this concept. That reorganization combined 22 different agencies into one department that now provides a "single face" at the borders of the U.S. by performing the border responsibilities previously administered by numerous agencies.

For more information, see report on DHS integration:

<http://www.fcw.com/supplements/homeland/2004/sup1/hom-pushing-02-23-04.asp>

### Benefits of Multi-National Integrated Border Management Programs

International IBM refers to the cooperation between multiple countries to align and integrate common border formalities. The important management function is coordination of policies between adjoining countries, which can be facilitated through the adoption of international agreements such as the World Customs Organization's *Revised Kyoto Convention on Customs Procedures* and the UN's *Harmonized System of Commodity Coding for Goods Classification* and *International Convention on the Harmonization of Frontier Control of Goods (Geneva Convention)*.

While the integration is more likely to occur within contiguous neighboring countries, integration of common border formalities can occur with more distant bilateral trading countries. For this to take place, certain critical elements must be implemented from within the participating countries (domestic integration). Some of these elements include the adoption of common standards, testing methods, hours of operation, data element requirements, and operating procedures.

### Case Studies: European Union Enlargement

As part of the accession agreements, member countries with borders adjacent to new member countries will maintain internal borders for at least two years to ensure a safe transition. During that time the EU will also provide assistance to those new members with external borders to improve and modernize their border integration systems. The Schengen process, with its extensive database of information, will facilitate these transitions. Schengen illustrates the economic and social benefits of countries working together to integrate border management processes for an overall speedier system.

### What is the Schengen Agreement?

During the 1980s the meaning of "free movement of persons" was under debate. Since the Member States found it impossible to reach an agreement, France, Germany, Belgium, Luxembourg, and the Netherlands decided in 1985 to create a territory without internal borders. This became known as the "Schengen Area." This inter-governmental cooperation expanded to include 13 countries in 1997, following the signing of the Treaty of Amsterdam.

For more information, visit:  
<http://europa.eu.int/scadplus/leg/en/lvb/l33020.htm>

### Case Study: The Barents Euro-Arctic Council

Considering the geographic location of Kaliningrad, Russia, cross-border cooperation and trade/transit facilitation is of particular importance. A number of programs are being implemented that aim to facilitate trade and the movement of goods and persons through infrastructure development, border procedures modernization, and training for enforcement agencies' staff to be able to detect unlawful activities and to increase their capacity to collect tax revenue.

At present, 23 crossing points exist between Kaliningrad, Poland, and Lithuania. In order to ensure the efficient flow of goods across the EU's future external border, investment is needed in physical infrastructure and in processing, including upgrades of information systems. Crossings were identified after a detailed feasibility study, with the major ones located on the Pan European Transport Network. Work on the Bagrationovsk/Bezledy project started in the spring of 2002.

Port development is another area of focus in the area of cross-border co-operation and trade facilitation. The EU Kaliningrad Port Development project aims to stimulate trade and transit in the region by strengthening the competitiveness of its port facilities and management. Ultimately, the port modernization will contribute to a sustainable economic development of the area and its integration into the Baltic region.

For more information, visit:  
<http://www.beac.st/>

IBM is becoming increasingly central to ensure open and secure borders for different regions. As such, specific guidelines and agreements are starting to emerge.

For example, see the *Guidelines for Integrated Border Management in the Western Balkans*, prepared under a European Union-supported program:

[http://europa.eu.int/comm/europeaid/projects/cars/pdf/ibm\\_guidelines.pdf](http://europa.eu.int/comm/europeaid/projects/cars/pdf/ibm_guidelines.pdf)

### Implementation of International IBM Programs

To implement an international IBM program, it is best to negotiate regional and national strategies based on specific border management problems and goals. Action plans to implement those strategies are usually developed by individual countries, but they must be coherent with neighboring countries' plans. An example is the recent work being done in the Barents Region between Russia, Lithuania and Poland to strengthen the ties between those countries.

Twinning projects, in which agencies of a developing/transition country work directly with corresponding agencies of a developed country, provide necessary training and guidance to the developing/transition country and facilitate greater interagency cooperation between the participating nations.

For example, see the project description for such a project in Croatia:

<http://www.icmpd.org/default.asp?nav=consultancy&folderid=-1&id=414>

A suggested framework for implementation follows.

At the request or directive of the Prime Minister or other high level authority:

- ◆ Request each border agency to inventory its mission objectives.
- ◆ Create a task force or working party to review the mission objective of each relevant agency.
- ◆ Charge the group to develop a common set of border requirements and a plan for how that set can be administered

efficiently with as little cost to legitimate traders as possible.

- ◆ As necessary and appropriate, have each agency enter into an agreement, contract or other memorandum of understanding that allows a single agency to perform the regulatory responsibilities at the points of entry.

Specific elements worth including in an action plan include:

- ◆ Single point of data submission: submitting information to all agencies separately at the ports of entry slows border crossing and increases port of entry traffic congestion. Greater efficiency can be realized by collecting information at a single location by a single agency, which can then share that information with all other relevant bodies (see ITDS and Schengen Agreement discussion above).

- ◆ Pre-clearance programs: offering pre-clearance screening to goods or people can minimize heavy traffic and lines at the ports of entry (see information on the US-Canada border).

- ◆ Enhancement of the ability to manage traffic at ports of entry. For example, 80 percent of traffic entering Serbia and Montenegro flows through five border points. These points experience large fluctuations depending on the season and the day of the week, often creating excessive congestion. A dynamic response in terms of staffing, equipment, and facilities to process traffic is essential. This includes flexibility in staffing allocation and working hours (continuous staffing at main locations), optimized shift change with no impact on users, and continuing education that enables agency cross-designation.

### Evaluate and Measure Results and Efficiency

An important aspect of any IBM program is administration and maintenance. Performance and efficiency are determined by reduced costs and minimized time at points of entry. To measure these factors, countries must establish

metrics and collect data that will provide the necessary information to evaluate the efficiency of the IBM program from different perspectives (stakeholder users/traders, border agencies, carriers) and to share the results. Using these diagnostic tools, a country can measure the current costs and time spent on clearance of goods and persons. As IBM is being implemented, the same tools can then be used to evaluate performance in reducing time and costs. The WCO provides tools for conducting such measurements that are available to all WCO members.

For more information, visit:

[http://www.wcoomd.org/ie/en/Topics\\_Issues/topics\\_issues.html](http://www.wcoomd.org/ie/en/Topics_Issues/topics_issues.html)

and click on *Facilitation and Customs Procedures* to see a list of tools available.

Another effective method for measuring performance is engaging the various stakeholders in a dialogue. Customer satisfaction is always a good measure of the success of any program.

Furthermore, an increase in legitimate traffic through the ports of entry and a decrease in unauthorized traffic both at and between them can determine the efficiency or success of an IBM program.

## Conclusion

As the globalization of business continues to develop, and as the needs of countries to help their small- and medium-sized enterprises compete in the world economy rise, national policies such as integrating and modernizing border functions become critical for growth and development. The implementation of IBM strategies and procedures domestically reduces costs, increases efficiencies, improves security, and facilitates trade. By integrating border management internationally into one single entity or by improving strategies at border stations, nations can work together to share information and border resources and to reduce costs while improving their performance. While a single window program is the goal of many IBM

projects, even simpler improvements made towards the integration of border management at critical ports of entry can substantially improve the business environment for traders.

## Additional Links and Resources

◆ Facilitation Measures Related to International Trade Procedures – Recommendation 18.”

United Nations:

[http://www.unece.org/cefact/recommendations/rec18/Rec18\\_pub\\_2002\\_ecetr271.pdf](http://www.unece.org/cefact/recommendations/rec18/Rec18_pub_2002_ecetr271.pdf)

◆ Schengen Catalogue of Best Practices, Volume 2:

<http://ue.eu.int/uedocs/cmsUpload/Cat.Sch.Vol.2EN.pdf>

◆ United Nations Economic and Social Commission for Asia and the Pacific (ESCAP).

“Development of the Trans-Asian Railway.”

<http://www.unescap.org/tctd/pubs/tarnstoc.htm>. 2001.

◆ “International Convention on the Simplification and Harmonization of Customs Procedures:”

[http://www.wcoomd.org/ie/en/Topics\\_Issues/topics\\_issues.html](http://www.wcoomd.org/ie/en/Topics_Issues/topics_issues.html)

◆ Meyers, Deborah W. and Demetrios G. Papademetiou. Carnegie Endowment for International Peace; 2000 “Walking a fine line: Issues in Border Management:”

[www.isuma.net/v01n01/waller/waller\\_e.pdf](http://www.isuma.net/v01n01/waller/waller_e.pdf)

◆ IBM EU guidelines:

[http://europa.eu.int/comm/europeaid/projects/cards/pdf/ibm\\_guidelines.pdf](http://europa.eu.int/comm/europeaid/projects/cards/pdf/ibm_guidelines.pdf)

◆ Text of the Revised Kyoto Convention:

◆ Koslowski, Rey. “Information Technology and Integrated Border Management:”

[http://www.dcaf.ch/news/Border%20Mgt\\_031303/Koslowski.pdf](http://www.dcaf.ch/news/Border%20Mgt_031303/Koslowski.pdf)

Geneva Center for the Democratic Control of Armed Forces, 2000.

◆ Association of Southeast Asian Nations (ASEAN). “Framework Agreement on the Facilitation of Goods in Transit:”

<http://www.aseansec.org/8872.htm>. 2003.

◆ Australian Government, Department of Transport and Regional Services. “Transport and Infrastructure Policy: ASEAN Integration:”

[http://www.dotars.gov.au/transinfra/mekong/asean\\_integration.htm](http://www.dotars.gov.au/transinfra/mekong/asean_integration.htm). 2002.

◆ RCMP Best Practices – Integrated Border Enforcement Team:

<http://www.rcmp-learning.org/bestdocs/english/fsd/customs/border.htm>

◆ China News and Report. #4:

<http://www.china.org.cn/baodao/english/newsandreport/2001nov-1/21-1.htm>

◆ “Integrated Eastern Border Management:”

◆ “Integrated Border Management: Strategies and regional coordination:”

<http://www.eur.eu.int/agency/main/Agency->

[a1a2d3b4.htm](#)

◆ “CARDS Twinning Project Enhancing Inter-Agency Co-Operation – Development and Implementation of Croatia’s Integrated Border Management Strategy:”

[http://www.icmpd.org/default.asp?](http://www.icmpd.org/default.asp?nav=consultancy&folderid=-1&id=414)

[nav=consultancy&folderid=-1&id=414](http://www.icmpd.org/default.asp?nav=consultancy&folderid=-1&id=414)

◆ The European Commission’s Delegation:

[http://www.delalb.cec.eu.int/en/news/](http://www.delalb.cec.eu.int/en/news/press_release/nov_2004_ibm_guidelines.htm)

[press\\_release/nov\\_2004\\_ibm\\_guidelines.htm](http://www.delalb.cec.eu.int/en/news/press_release/nov_2004_ibm_guidelines.htm)

◆ “Trade and Transport Facilitation.” UNCTAD:

<http://r0.unctad.org/ttl/docs-unctadxi/4%20-%2000%20-MIKURIYA%20-%20WCO.pdf>

◆ [US-Mexico 22 Point Border Partnership Action Plan](#);

◆ [US-Canada 30 Point Secure and Smart Border Action Plan](#);

◆ DMIA Task Force Report to Congress on Border/Ports:

[http://www.canambta.org/DMIAConReport2\\_2004.pdf](http://www.canambta.org/DMIAConReport2_2004.pdf)

◆ The North European Trade Axis (NETA) project, December 2001:

<http://www.netaproject.org.uk/netassf.html>

◆ [Borders and Trade Logistics](#), World Bank:

◆ Report on the Ohrid Border Process by Amb. Premoze, Chairman of the WT3 / Ohrid Border Process:

<http://www.stabilitypact.org/wt3/041117-ohrid.asp>

◆ Ohrid Regional Conference on Border Security and Management, 22/23 May 2003:

<http://www.stabilitypact.org/specials/030522-ohrid/index.asp>

◆ World Bank, “Integrated Management of Trade Flows: What Must a Country Do?”

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