Migration management is becoming an increasingly complex area of governance, inextricably linked to issues of economic and social development, human rights, security, stability and regional cooperation. The ability to address migration issues comprehensively and cooperatively is today a fundamental requirement for responsible national governance, effective international relations and full participation in international or regional institutions.

The challenges facing governments are complex and include: reducing irregular migration, promoting the rights of migrants, protecting the most vulnerable, decreasing economic pressures that influence outward migration, and directing regular migration towards strategic national goals.

IOM Sri Lanka would like to thank the Australian Government and the European Union for their generous financial support.
About IOM

“IOM Sri Lanka has over 200 staff members, 9 field offices and an operating budget of nearly US$ 37 million, to assist the Sri Lankan government and Sri Lankan migrants.”

Mission Statement:
IOM is committed to the principle that humane and orderly migration benefits migrants and society. As the leading international organization for migration, IOM acts with its partners in the international community to:

- Assist in meeting the growing operational challenges of migration management
- Advance understanding of migration issues
- Encourage social and economic development through migration
- Uphold the human dignity and well-being of migrants

Through active partnership, exchange of information, expertise and resources, IOM aims to strengthen the capacity of governments to manage migration and combat illegal migration. This is a key area in IOM’s activities and projects, which address core governance, legal, administrative and policy concerns, support operational systems and offer advisory services and training. All activities are consistent with the Protocol Against the Smuggling of Migrants.
## Contents

Creating a climate for safe migration: Message from the IOM Chief of Mission 3

**Introduction:** Why manage migration to and from Sri Lanka? 6

---

**Capacity building activities:** 9

  - Strengthening systems and processes 10
  - Training and development 20
  - Facilities and equipment 28

**A note of thanks to donors** 33
Since opening its first office in Colombo, Sri Lanka in 2002, IOM has supported national entities to address pressing and complex challenges in their efforts to ensure safe migration. Our projects in this area aim at supporting the Government of Sri Lanka (GoSL) to develop a modern, professional and effective border management system, promote labour migration, facilitate the voluntary return of stranded and irregular Sri Lankan migrants, strengthen international cooperation in migration and assist the government to collect and analyze migration related data.

IOM has been in the forefront of many technical cooperation projects, such as building the country’s capacity to manage migration, providing latest technology and technical assistance, exposing Sri Lankan immigration personnel to global border control best practices, and arranging for the repatriation of over 5000 Sri Lankan migrant workers during the Lebanon crisis of 2006.

IOM has played a significant role in managing migration in countries around the world since 1951, working with migrants and governments to provide humane responses to the growing migration challenges of today.

At a time where countries across the world reap the socio-economic benefits of migration there is growing recognition that migration can no longer be treated as an isolated issue but must be considered as a process to be managed in a comprehensive safe and equitable manner. Migration properly (or carefully) managed can be a positive experience for individuals and societies.

This report highlights seven years of IOM Sri Lanka’s migration management capacity building activities implemented under the GoSL-IOM Technical Cooperation of Migration Management framework, and is launched at a pivotal time in history when the world is watching Sri Lanka to see how it will emerge following the landmark moment of the end of armed conflict and ushering in a new era of peace.

Mohamed Abiker,
Chief of Mission, IOM Sri Lanka
Why manage migration to and from Sri Lanka?
Building Sri Lanka’s Capacity for Migration
Why manage migration?

Background
Sri Lanka can be characterized as an emigration country. Currently, there are over one million Sri Lankans working abroad in regular migration schemes and countless other irregular migrants of Sri Lankan origin throughout the world. Sri Lankans emigrate seeking economic opportunity, with large numbers now working in the Middle East.

The return of denied asylum applicants to Sri Lanka, or the return of other Sri Lankan irregular migrants, is an issue of great concern to both the hosting and transit countries, and to the government of Sri Lanka. Concerns over security as well as economic difficulties in the re-absorption of refugees, has made their return and re-integration in Sri Lanka problematic. It is estimated that approximately 30% of Sri Lankans who return from working abroad choose to go abroad again.

An added consideration is the number of internally displaced persons (IDPs) in the country, and the fact that any return from abroad would have an impact on the communities to which these people will return. Any new services provided to people returning to Sri Lanka through various return mechanisms should not exceed the level of service now being provided to the IDPs. Smuggling is also a major issue for Sri Lanka, as it is becoming a country in the region used extensively for smuggling to Europe. The Department of Immigration and Emigration is responsible
for verifying the identity of Sri Lankans for passport or travel document issuance in Sri Lanka or abroad, and has the primary role in verifying the validity of travellers and their documents, when entering or leaving Sri Lanka. The Police and the Ministry of Interior handle issues of forgery and smuggling and are involved in the interception of boats carrying potential asylum seekers off the coast of Sri Lanka. It is essential that any documents held by these smuggled people are examined by trained inspectors, and alerts issued to assist in the identification and prosecution of smugglers. For this to be effective, specific training must be provided to the different enforcing authorities, to manage migration.

Capacity Building in Migration Management

The Capacity Building in Migration Management project is involved with activities that build the capacity of relevant government institutions, so that migration can be effectively managed. These activities include building systems of identification and documentation of returnees, providing advanced training for government personnel especially in the area of detection of false papers and enhancement of control capacities at entry and exit points.

IOM has been involved in several capacity building projects since 2002, when the European Commission funded the first phase of the project. Successive project phases, the most recent of which began in 2006, build on the achievements of earlier projects in migration management.

Objectives of the Programme

IOM commenced operations in Sri Lanka in 2002, and since then has worked closely with the government to address migration challenges. Migration Management Programmes in Sri Lanka has three broad areas: labour migration (including counter trafficking), re-intergration and assisted voluntary returns and technical co-operation on migration. This report focuses only on technical co-operation on managing migration.

Mission Statement

The mission of the IOM Technical Cooperation on Migration Division is:

To effectively support and enhance the IOM approach to technical cooperation by leading in overall stategy, priority and standard setting, and supporting all levels of the Organization in the areas of responsibility of the Division.
Canadian Embassy Official providing training on forgery detection.
CAPACITY BUILDING ACTIVITIES

An overview of the projects and activities undertaken by IOM in relation to migration related activities in Sri Lanka.

Activities undertaken in Sri Lanka since 2002

Capacity building activities in Sri Lanka were aimed at enhancing the capacity of relevant government institutions to manage migration more effectively. The IOM mission in Colombo has been involved in several Technical Capacity Building projects since 2002, with funding from the European Commission and Government of Australia. The objectives of the projects were to strengthen the capacity of the Sri Lankan Government to regulate migration from and through Sri Lanka.

IOM’s capacity building activities are divided into three main areas:

- Strengthening Systems and Processes
- Training and Development
- Upgrading Facilities and Equipment

In today’s globalizing world, being a migration official has become an increasingly professional and technical task. The job requires a diverse range of skills and knowledge of many areas: migration law, international affairs, document examination and fraud prevention, computer literacy, international law and profiling skills. It is more important than ever to manage entry and exit of people in order to maintain safety, social order and security as well as to contribute to a country’s economic prosperity.
Building Sri Lanka’s Capacity for Migration

Strengthening Systems and Processes

Designing and Developing a Comprehensive Strategy to Reduce Irregular Migration

The International Organization for Migration (IOM) has undertaken a Project for Capacity Building in Migration Management and Consolidated Preparatory Action for Sustainable Return and Reintegration in Sri Lanka.

One part of the European Commission funded project was intended to build the capacity of the Sri Lanka Bureau of Foreign Employment to reduce irregular migration. This is to be accomplished by enhancing regular migration options, fostering economic relations and exchanges of experience between Sri Lankan migrants and their home country.

The aim of a second element of the European Commission funded project is to establish a pilot of sustainable voluntary returns to Sri Lanka. The pilot is intended to strengthen reintegration of the returnees.

The third component of the broader Migration Capacity Building Project (MCBP) was to enhance migration management capabilities of the Immigration and Emigration Department and other law enforcement agencies to reduce irregular migration from and through Sri Lanka. As originally conceived, the MCBP was expected to include assistance in the design of a multi-level training curriculum for this purpose. It was also anticipated that technical equipment useful in migrant inspection and document fraud detection should be provided for use at border entry points.

The rapidly evolving migration environment in Sri Lanka led IOM to the view that the original plan was too limited in scope. Consequently, IOM engaged a consultant to assess the current migration environment and to recommend measures to enhance migration management capabilities in Sri Lanka. IOM also requested the consultant to design a comprehensive strategy to reduce irregular migration from and through the country.

To build migration management capacity, the report makes 73 recommendations for improvement in facilities, equipment, processes, systems, training and development. These address issues at three critical locations along the illegal migrant’s path: entry, inland and exit. The recommendations come together in a two-part strategy of immediate steps to be taken in 2003 and systemic measures that are to be applied over the next five years.

Operational manual of immigration and conducting training for staff.

Strengthening the passport issuance process through new technology.

A STRATEGY FOR MIGRATION MANAGEMENT IN SRI LANKA

PREPARED FOR THE INTERNATIONAL ORGANIZATION FOR MIGRATION
29 OCTOBER 2002
BY GORDON T. CHEESEMAN AND ASSOCIATES INC.
AND ODYSSEY MIGRATION CONTROL INC.
The strategy embraces equipment, technology, legislative provisions, modern management principles, training and development. This strategy incorporates measures that are achievable, measurable, and timely. With the cooperation and commitment of all involved parties the strategy can successfully build the migration management capacity in Sri Lanka.

The strategy identified key players in the management of migration including the Department of Immigration and Emigration, Police Criminal Investigation Department, Attorney General Department and Examiner of Questioned Documents. Most of the recommendations were accepted by the Government and IOM has began implementing the recommendations in early 2003.

**Strengthening the Passport Issuance Process - Review of Passport Issuance Arrangements in Sri Lanka**

The Travel Document issued by the State to a particular individual establishing his identity, facilitates his/her travel overseas. The passport issue function in Sri Lanka is carried out by the Department of Immigration and Emigration (IED) within the Ministry of Internal Administration (MIA).

This vital document, while it guarantees equal treatment abroad among nationals of other countries, has been misused for various purposes, thus devaluing the importance attached to the document. While state-of-the-art improvements have been made to the passport in recent years, tampering with photographs and visas stamped on the document has taken place.

Obtaining the travel document by deception, submitting wrong information, and substituting another’s photograph or travelling with another person’s passport are common and hence many rules, restrictions and requirements have been introduced to make the passport fool proof with several security features.

In order to facilitate Sri Lankans travelling abroad, improvement to the efficiency, quality and integrity of the issuance process is fundamentally important.

One of the major challenges facing the government of Sri Lanka is the management of the passport issuance process. The forged and altered passports used by smugglers are widespread, and there are serious deficiencies on the base documents upon which the new passports are issued.

In order to strengthen all aspects of the passport issuance process, IOM plans to conduct a comprehensive study into the current passport issuance process and provide recommendations for improvements.

The review, the first of its kind in Sri Lanka was carried out as part of the Technical Capacity Building Project in Migration Management in Sri Lanka. It was conducted under an agreement with the government of Sri Lanka for Technical Cooperation on Migration Management.
The Threat and Risk Assessment (TRA) was aimed at strengthening the quality, reliability and integrity of the current process and comprehensively looked at all aspects to the issuing process including the applicant’s identity verification procedures, base document verification methodology, administrative structure including delegation of power/decision making, management oversight of the passport issuing system, overseas passport issuance procedures; decentralized passport issuance procedures, quality control, passport mailing procedures, security (passport storing, defective passports and physical access to sensitive areas etc).

The Review Team comprised two subject experts, Mr. William Monaghan, the Director of Passports Operations in the Australian Department of Foreign Affairs and Trade and Mr. William McLoughlin, a former Director in the Border Control operations area of the Australian Department of Immigration and Multicultural Affairs. The assessment made more than 70 recommendations, and the Department of Immigration has accepted most of them and introduced interventions to address the concerns mentioned in the report.

Study on Visa policy

It has been identified that Sri Lanka is not only a source country for illegal migration but has become a transit country. Using the advantage of open visa policies and gaps in enforcement, many people from other countries including from South Asia use the country as a transit point. It has been identified that increasing numbers of people abuse the transit facilities to commit migration crimes including trafficking and smuggling.

One of the major challenges facing the government of Sri Lanka is the management of the visa issuance process. The Immigration Department is responsible for issuing Sri Lankan visas. The use of forged visa endorsements are common and fraudulent work by smugglers and illegally staying in the country is widespread.

The immigration also plans to introduce a machine readable visa sticker replacing the ink stamp, though a Threat and Risk Assessment on the process is yet to be carried out. Although the Department of Immigration has computerized the Border Control System, proper integration of the visa issuing process is yet to be achieved.

In order to strengthen all aspects of the visa issuance process, IOM in full cooperation with the Immigration Department conducted a comprehensive study of the current visa issuance process in June 2007.

The objective of the study was to make a comprehensive assessment of all aspects of the current visa issuance process and provide recommendations aimed at improving the quality and efficiency of the issuance process. The study also looked at the management aspect of the visa issuing process workflow (including multiple entry visa, residence visa, visit visa, transit visas and visas to registrants under the Special Resident Guest Scheme), computerized visa issuing process, blacklisting procedures, visa forms, visa operations at the airport, human resources development and threat and risk assessment of the proposed visa sticker.
The review made over 30 recommendations in the areas of visa application processing arrangements, visa categorization and recording, computer interfaces between systems and the availability of data to support the monitoring of population flows and development of migration policy.

**Establishment of a Document Forgery Alerts System**

Migration worldwide has doubled in the past two decades and is likely to continue to grow, affecting every country on the planet and Sri Lanka is no exception.

Much of the developed world has been affected by illegal migration from and through Sri Lanka. Illegal migration from Sri Lanka has included every ruse known to immigration control authorities - visa abuse has been constant and travel document forgery routine. Sri Lankan authorities detect and intercept a large number of document forgeries on various travel documents.

The Examiner of Questioned Documents (EQD) office is the only authorized Government Entity dealing with document forgeries in the island who is to act as expert witnesses. Many different types of cases are referred to the EQD - handwriting and typewriting analysis, banknotes, dry and wet seals, commercial and legal paper and travel documents. The EQD is a critical element of the strategy to increase the capacity of the government of Sri Lanka to manage migration and documents are referred to the EQD through the magistrates and other law enforcement officials for verification.

The EQD possesses a wealth of information about different types of forgeries, how forgeries have been done and patterns occurring. Internationally many countries adopt best practices to share such information with other law enforcement agencies so that officials manning the borders are better aware of current forgery patterns applied for travel documents. The absence of such practice has greatly compromised the works of other enforcement agencies such as Immigration and Police.

In line with international best practices and in full support of the EQD, IOM provided EQD technical assistance to design and produce “Document Forgery Alerts” (DFA). The DFA provides brief, easy to understand information on how forgery is being done to documents with illustrations. As a first step, the assistance of a Document Alert preparation expert from the Australian Immigration was obtained to train the EQD officers in alert preparation. Subsequent to successful completion of training the EQD now produces and disseminates DFA on regular basis to Immigration and Police, as well as to other authorized recipients.

**Assessment of the Anti Human Smuggling Investigation Bureau**

The Anti Human Smuggling Investigation Bureau (AHSiB) of the Police’s Criminal Investigation Department investigates cases of human smuggling at the airport and elsewhere in the country and is involved in prosecution. The airport unit debriefs all returning deportees on arrival, mostly Sri Lankans. The AHSiB plays an important role in Sri Lanka’s border control system.
CAPACITY BUILDING ACTIVITIES

Strengthening Systems and Processes

Other institutions involved or interested in Sri Lanka’s border control system and who have an interest in the AHSIB’s activities comprise various Sri Lankan government ministries and agencies, foreign governments, international organizations and transportation companies.

The AHSIB plays a crucial role in managing migration in the country and requires a comprehensive strategy that addresses people smuggling, trafficking and related transnational organized crime issues. The AHSIB should be in a position to effectively perform their duties. Anecdotal evidence suggests that the overall police prosecution success rate in the island is around 4% which speaks volumes on the seriousness of the issue.

The study’s objective is to assess the operations of the AHSIB and identify measures needed to improve its effectiveness, including the identification of training needs to improve its investigation and prosecution capabilities.

The Assessment of the Anti Human Smuggling Investigation Bureau (AHSIB) of the Criminal Investigation Department (CID) of the Sri Lankan Police, was undertaken by Odyssey Migration Control Inc., and Gordon T. Cheeseman and Associates in August 2008.

The Assessment made 18 recommendations to improve the overall effectiveness of the AHSIB in Sri Lanka. Key recommendations relate to: training (a comprehensive program for the AHSIB and a package on people smuggling and trafficking for police throughout Sri Lanka); a strategy against people smuggling and trafficking; case management initiatives (computerization, prioritization, targeting, and backlog clearance); improved airport facilities and equipment; and access to the DIE border and passport data systems.

Assessment of Border Controls in Sri Lanka

The current study is carried out within a broader IOM project, “Enhanced Capacity Building in Migration Management to support effective Return and Sustainable Reintegration of Returnees to Sri Lanka”, funded by the Government of Australia and by the European Commission. The study’s objective is to conduct a comprehensive assessment and to provide a set of recommendations aimed at improving border control in Sri Lanka. The terms of reference require the consultancy to identify gaps and weaknesses in border controls and measures needed to strengthen entry, exit and transit controls, especially at the Colombo Airport.

In conducting the assessment, the consultancy applied a methodology consisting of planning, data collection, evaluation, analysis and reporting. The assessment is organized according to the following elements of border control: institutions and organization, human resources, policy and legislation, operational processes, facilities and equipment, information technology and secure documentation.

In May 2008, the consultants visited Sri Lanka to conduct the border control assessment. Over the course of eight days, the consultants met with representatives of the Sri Lankan Government, IOM, foreign embassies and Colombo airport, and toured the facilities and observed the operations at the airport, Colombo Harbor, DIE Headquarters (including the Passport Office, Visa Office and Citizenship Office) and the immigration training and
education centre. Unfortunately, meetings could not be arranged with all identified interlocutors (including representatives of the Ministry of Foreign Affairs, Customs and the European Commission) and there was insufficient time to visit the border inspection facilities at Galle as originally planned.

The previous 2002 and 2005 strategy reports described the elements of border control in Sri Lanka in considerable detail, most of which is still applicable in 2008. Rather than repeating the detailed description of the system and in keeping with the current terms of reference, this 2008 report focuses on existing gaps and weaknesses and recommends improvements in the border control system. A report that focuses on problems by its very nature may be perceived as critical in a negative way. However, the intent of this report, tries to identify key issues that need to be addressed in order to strengthen Sri Lanka’s border controls. To provide some balance and perspective in the assessment, the report’s observations begin by pointing out some important successes and strengths in the system, before moving onto the issues that are of concern in this assessment.

Establishment of an Integrated Enquiry Management System (IEMS)

Availability of reliable verifiable information in a timely manner is crucial for decision making in international migration. Verifiable information includes as Passport Issue and Border Control Details, PR/Stop List, Lost and Stolen Passport Details, Dual Citizenship Information, Migration Statistics, Visa Status Information, Grama Niladari Information, Birth, Marriage and Death information, and Justice of Peace information. Criminal History Records are required for visa issuance, return and reintegration, enforcement and identification purposes by various stakeholders including foreign Migration Services, Diplomatic Missions, Sri Lankan Police and other Governmental agencies.

In Sri Lanka, this vital information was not electronically available for verification and in most cases data is available in paper format and therefore is impossible to share in a timely manner. At the same time, required data is collected by different Government Departments and entities and thus scattered among various agencies. These factors make the timely sharing of data for verification practically impossible, affecting the decision making process. This situation was not helpful in promoting orderly and safe migration for the benefit of all.

With the intention of promoting orderly and safe migration and with the full support of the Department of Immigration and Emigration, IOM proposed to create an integrated information sharing system which would be the single point of contact for obtaining the required information. As the Department of Immigration possesses the majority of information such as Passport Issue and Border Control Details, PR/Stop List, Lost and Stolen Passport Details, Dual Citizenship Information, Migration Statistics and Visa Status Information it was decided to establish a special unit at the Immigration Department. The Integrated Enquiry Management System is a special unit where pre-registered organizations could make enquires electronically to get speedy responses. At the moment the system can provide information that is currently available with the Immigration Department. However, with the computerization of other vital data such as information available with the Grama Niladari and the Justice of Peace, information on births, marriages and deaths, and Criminal History Records can be obtained, and the NCMS is expected to become a comprehensive source of information for all the stakeholders.

The operation of the IEMS has been widely appreciated by many stakeholders as a timely and innovative step aimed at enhancing data sharing and cooperation between different agencies.
Challenges in Migration Management are complex. No single country can successfully solve them as they are no longer a domestic or regional issue, but a global one.

Development of the IED Operations Manual

The Operational Control Manual for Migration has not been updated and implemented properly in line with the global trends and standards required. Therefore, IOM with the assistance of local experts in this area, updated and revised the IED operational manual in August 2006, and produced nine separate loose leaf manuals in the areas of travel, visa, ports, investigations, IT, finance, administration and policy, legal and citizenship. The IED operations manual was developed in close consultation with the IED. The manual is developed in English and translated into Sinhala and Tamil. The manual was officially launched in March 2007.

The Manual is a comprehensive reference working tool which provides clear instructions to all IED officials on their legal authorities, departmental policy and procedures to be applied in all departmental operations.

A computerized document verification system - IGNISS

The passport issuance process is unreliable, passport forgeries are not uncommon, altered and counterfeit documents are used for irregular travel and individuals illegally obtain multiple passports.

While the quality and security of the passport has increased there remain serious deficiencies in the breeder documents used in the issuance process. The National Identity Card (NIC) is one of the key documents used to obtain a national passport as well as a birth certificate. The NIC is issued by the Department of Registrar of Persons (DRP).

Breeder documents in the NIC issuance process also have serious deficiencies, as the DRP has no means to check the authenticity of such documents including primary identity confirmation provided by Grama Niladaris (GNs). In the process, multiple NICs may be issued
to one person using different identities, which consequently makes the passport issuances process at the IED unreliable. IOM plans to address this situation with the introduction of a signature verification system for DRP to verify GN certificates as well as signatures of other breeder document issuance officers such as Divisional Secretaries (DS). IOM will initiate a process where all specimen signatures of each division-level government representative (DS), birth registrars and GNs island-wide will be electronically captured, scanned and stored in a secure database at the DRP.

In order to provide speedy information for Sri Lankan agencies dealing with identity management, particularly for National ID issuing authorities, IOM proposed the establishment of a Central Grama Niladari (GN) Database at the Ministry of Public Administration and Home Affairs (M/PA & HA), and an online linkage with other government entities for data sharing including Integrated Enquiry Management System at Immigration. The database is expected to electronically capture key information of GN required for verification such as specimen signatures, official Ink Stamp as well as other contact information. The database is created in such way that by giving the postal address of the person, the database will automatically search the respective GN responsible for that area. The central (GN) database, also known as the IGNISS is now been fully operational and proving beneficial by providing up to date and speedy information for identity verification.

Establishment of a National Centre for Migration Statistics (NCMS)

In recent years, there has been increasing global awareness of the different forms of movement - regular and irregular, voluntary and forced - and the impact of this movement on social, economic, and political sectors of all countries. As international migration moves to the forefront of policy agendas in the world, there is a corresponding need for credible and comprehensive data and statistics to analyze the levels, trends, patterns and characteristics of migration flows. Data is used to describe, reflect, and support a better understanding of what is happening, and to make more informed policy decisions that can relate to all facets of migration, including but by no means limited to irregular migration, labour migration, protection, and integration. Raw data is collected, processed, and analyzed in order to make it meaningful and useful for migration policy makers and practitioners.

In Sri Lanka, migration data is fragmented and scattered among various government departments/ international organizations. No central body where all the data related to migration is collected, stored and disseminated. Collecting, analyzing and sharing of comprehensive and accurate migration statistics is not systematically practiced. Most of the data is not available or documented, not collected and not computerized. Unavailability of data has seriously hindered decision makers, researchers and academics.

In order to meet this national need, the Department of Census and Statistics (DCS) and IOM jointly embarked on a project to establish a National Migration Data Collection System and to establish a National Data Collection Center under the DCS. The objective of the establishment of the National Center is to coordinate, collect, analyze and disseminate reliable and comprehensive data on migration in a systematic and sustainable manner and to advance understanding of migration issues. The National Data Collection Centre will help determine the human and financial resources required to deliver immigration programs, which will facilitate the understanding and enhancement of contributions from diaspora communities, to recognize the impact on the
CAPACITY BUILDING ACTIVITIES

Strengthening Systems and Processes

labor market and will support the adjustment of policies as required. The center is expected to strengthen the government efforts in mainstreaming migration in the National development strategies.

As a first step, the IOM hired an external Data Collection Consultant to carry out a comprehensive study on current migration data collection in Sri Lanka and to understand the what, when, why and how such data should be collected. The study titled ‘Establishing a Coordinated International Migration Data Collection System’ was completed in 2006. The study looked at key areas of data collection, storage and dissemination and identified strengths and weaknesses in the current system. It has been identified that availability of reliable and continuous migration data is critically important in better planning and decision making. The study is a first step to establishing a coordinated migration data collection system.

Armed with the Study Report and agreeing on the way forward in consultation with other stakeholders, the Department of Census and Statistics with technical assistance from IOM inaugurated the National Center for Migration Statistics (NCMS). It is expected that the center will collect, analyze and disseminate migration data for the benefit of all concerned.

The National Center can be reached through the following websites: www.ncms.gov.lk and http://www.statistics.gov.lk/NCMS/ncms.html

An effective national migration policy is challenged to find and maintain a balance among measures that address various migration related issues without achieving the goals of one sphere at the expense of the goals of another.

Improving the Front-end of the Passport Issuing Process

The passport is a central document in a country’s migration management process. The Department of Immigration and Emigration is responsible for issuing passports to the citizens of Sri Lanka. At present it issues about 2500 passports every working day. While the Department of Immigration and Emigration (DIE) has improved the quality of the passport over the years, there is an urgent need to strengthen the integrity of the issuance process so that cases of multiple passports being issued to the same individual may be reduced, including photo substitution and identity changes during the issuing process. It has been the common practice of illegal migrants and people smugglers to use multiple passports. Strengthening the passport issuing process will be key to controlling irregular migration from Sri Lanka.

The imaging project solution will ensure that the main application form is scanned at the early stages of application acceptance and the scanned images will be used for verification of keyed in data at various stages of the passport personalization cycle. Furthermore, the supporting documents will also be scanned through the proposed solution and archived for later reference.
Improvement to Border Control at the Airport

In the framework of the “Strengthening Border Management through Application of Secondary Inspection Regime and Enhanced Data Collection and Sharing” Project funded by the Government of the United Kingdom of Great Britain and Northern Ireland (the Government) represented by the Foreign and Commonwealth Office (FCO), IOM intends to introduce a range of activities to enhance border control procedures at the airport including the imaging of embarkation / disembarkation cards and to establish greater data sharing mechanisms between various government departments.

Under this project, IOM in close coordination with the Department of Immigration and Emigration proposes to introduce series of additional control measures to the Computerized Passenger Clearance System by introducing a machine readable sticker along with the Exit Stamp. The sticker is to be generated once the passenger is formally cleared from the border control system which could then be read at the time of boarding or at fixed Secondary Control Point or by a mobile checker to verify that all passengers are formally cleared through the Border Control System. The proposed system will also machine read the Embarkation and Disembarkation card tag to the clearance records of the passenger.

The proposed project is expected to further strengthen the passenger clearance system and will lead to a reduction in gaps and weaknesses in the system.

Introducing Biometrics for better Migration Management

The establishment of credible identities of citizens is becoming ever important in light of globalization, increased movement of people both across borders and within countries, but also due to expanded international networks of organized crime involved in human smuggling, trafficking, money laundering and terrorism. Sri Lanka is no exception.

Migration management has become complex as many different state agencies handle different steps in the process. Availability of credible, reliable and speedy information on-line is key to meeting the challenges. Secure travel documents produced with advanced security features make forgeries difficult. While the integrity of the document has increased in relative terms, the establishment of identities of people remains a considerable challenge. In order to overcome this, many countries have successfully used Biometrics in the identification process.

As identity management is one of the key challenges faced by Sri Lanka in general and in the Passport issuing process in particular, IOM implemented a project to prepare for the eventual introduction of a biometric based (finger and face) identity verification regime for their passport issuance process. For this purpose, a methodical face and finger capturing and storing mechanism will be established with the intention of introducing face/finger verification at a later stage. Availability of such biometric databases would facilitate Immigration to issue a Sri Lankan e-Passport in future.
Training and Development

Skills Enhancement Program I

Following a training needs assessment for the Immigration Department, a comprehensive training curriculum was developed to train immigration officers in document fraud detection, risk profiling of migrants and the special skills needed for detecting and dealing appropriately with potential trafficking victims.

IOM, with an international expert, designed, developed and delivered a high quality, international and multi level immigration training course. The 'Skills Enhancement Program' (SEP) which is made up of six modules including Introduction, Documents inspection, Migration, Legal Framework, Examinations, and Conclusion. The 8th day SEP training course for immigration officers was delivered in English and translated into Sinhala, the first language of the participants.

A total of 15 immigration officers selected by the Controller-Immigration, participated in the training. The course included presentations by the Canadian, Australian and Netherlands Immigration Liaison Officers (ILOs) on document examination and fraud detection and guest speakers from the Attorney General's Department of Sri Lanka and Ministry of Tourism.

Subsequently, all the immigration officers underwent the Skills Enhancement Program. Over the years the SEP was modified and IOM introduced improved document examination techniques to enhance the quality of training delivery.

The SEP was the first formal training provided to immigration staff and was accepted as highly successful by the immigration management and participants.

Providing Immigration Officers with IT Skills

With the introduction of the new Computerized Border Control System (CBCS) at the Colombo International Airport, it was identified that officers lack competency to fully use the CBCS. As a result of inadequate training the CBCS was under-utilized.

Over the period of December 2003 to May 2004, IOM specially developed and delivered a computer training course for all immigration officers on the newly established Computerized Border Control System. Since then, CBCS has been fully used and is contributing immensely to effective border control.
Building Sri Lanka’s Capacity for Migration

Skills Enhancement Program II
As an extension of the Skills Enhancement Project I, IOM identified that improved document examination techniques would help the Department of Immigration identify and interdict illegal migrants at the border.

IOM designed and delivered the ‘Essential Examination Skills’ course for immigration officers, with the assistance of Canadian consultants. This course was a revision of the 8-day Examination Skills course delivered in Sri Lanka in September 2003.

The knowledge of immigration officers in the areas of document examination and interview techniques was enhanced so as to improve identification and interception of illegal migrants and transit passengers. Based on test results, instructors’ observations and feedback from SLDIE participants and IOM observers, the course was considered successful, with participants found to be sharing their knowledge with other colleagues. This project was followed by a third phase, which saw the participation of 29 senior officers.

Production of Training Videos
In support of enhancing the practical skills of officers and to further strengthen the SEP, requirement of additional visual teaching tools was identified. Several skills enhancement methods and learning aids were adopted by IOM in the training sessions conducted in Colombo, which could be used for future training programs.

IOM developed training videos to train officers on how to check ‘N’ series Sri Lankan Passports and identify fraudulent/counterfeit passports. The methods used in the video are practiced by immigration services around the world.

In April 2004, IOM also developed another training video on ‘Passenger Examination’. This video discussed best practices in the examination of passengers to establish their ‘bone fides’ and thus identifying genuine passengers. By examining intent, officers can refuse entry for passengers who could not establish a lawful purpose.

These videos were extensively used for subsequent training purposes.

Strengthening the Anti-Human Smuggling Investigation Unit of the CID
Smuggling is a major issue for Sri Lanka, as it is becoming a country in the region used extensively for smuggling to Europe. It was identified that high quality training could be used to crack down on the trafficking of people, by strengthening investigations.
IOM provided facilities and equipment necessary to deliver high quality training, to the Criminal Investigation Department (CID) of Sri Lanka’s Police force. A Document Examination Laboratory with primary and secondary document examination equipment was set up at the Anti-Human Smuggling Investigation Unit of the CID. Selected officers were trained to use the new equipment.

Selected officials (from immigration, police and EQD) underwent TOT training to build the long-term training capacity needed to design, develop and deliver in-house training for their respective departments.

IOM with the assistance of a consultancy company developed a trainer-training manual which includes not only immigration management content information and a course outline, but also guidance on effective methodologies and techniques for training adult learners.

Out of 15 officers who did the SEP I and 8 who completed it successfully were selected as trainers for the respective departments. They were given on sound training practices, including presentation skills, public speaking, adult learning, evaluation tools and the use of visual aids and interactive exercises. They are expected to be trainers for their respective organizations.

Computer Training for Clerical Staff of the EQD

Identifying that clerical staff carry out an essential support function in several organizations involved in migration management, a component of this project was allocated for their training and development.

IOM assisted the EQD by providing its clerical staff with computer training as well as supporting one of its employees to attend further training in India.

This project was supported by EU funds and following the awarding of an EU grant, IOM also received financial assistance from Australian Aid. With this added assistance, IOM was able to carry out a detailed study of the EQD’s requirements.
Training on Fraudulent Documents

Sri Lankan Immigration officials and other enforcing authorities needed adequate training in identification of fraudulent documents and current trends in forgery.

A joint training exercise between the Immigration and Emigration Department, the Criminal Investigation Department, the Attorney General's Department and Examiner of Questioned Documents was organized and conducted by IOM. The training program was designed to share experiences in detecting fraudulent documents and observed trends in forgery.

Skills Enhancement Program III

This is a summary of the Essential Examination Skills courses of September 2004 under the Skills Enhancement Program (SEP). The goal of the course is to enhance the ability of the SLDIE to identify and interdict illegal migrants at the frontier by enhancing examination skills.

Following the results of the needs assessment, IOM conducted a series of specialized training sessions with expert support from international consultants. This multilevel comprehensive training programme delivered to immigration officers covered the topics of: Migration Management, Document Examination, the Legal Framework, Fraud Detection of Travel Documents, Assessment of Intent and Techniques for interviewing travelers.

These courses utilized a variety of techniques including multimedia presentations, role-play, and question and answer sessions. The course was conducted by 30 immigration officers in Sinhala to allow for full comprehension of the participants. The training was delivered in September, 2004 at the SLDIE Training Centre in Colombo.

Training for Immigration Officers

Building on the progress made in previous phases of IOM’s Capacity Building Project, several training programs had to be conducted for immigration officers as well as other stakeholders, to build the required skill base for migration management. For example, IOM Conducted a five day Computer Training course for 16 Chief Immigration Officers (CIO) in August, 2006.

Development of Training Materials

Several training materials was needed to improve long-term in-house training capacity and a revision of outdated operational manuals.

Several training videos on primary and secondary examination techniques were developed by IOM to be used by IOM trained trainers at the Department of Immigration. IOM also developed the Operational Manual System for the Department, which had not been revised for over a decade.
Training and Development

Induction Training

The Immigration and Emigration Department recruited 140 new officers to be placed at the port of entry as enforcement officers. These officers needed to be equipped with required knowledge, skills and attitude to function effectively as Immigration Officers administering Sri Lanka’s migration and border management laws.

- IOM designed, and delivered a 5-day Induction Training course for 139 newly recruited immigration officers, on all aspects of the Immigration Department. A milestone was achieved as this was the first training program conducted by in-house trainers from the Department (TOTs).

- A training workshop on enhanced surveillance techniques, collection, analysis and dissemination of migration intelligence for the DIE & CID was conducted. This was conducted to minimize illegal migration (migrants from Asian Countries) to Europe while capacity building for legal migration, and in addition it also helped control borders at the airport, identifying people who migrate to Sri Lanka illegally.

- IOM in close collaboration with the French embassy conducted a two-day workshop on surveillance techniques and document forgery, which was delivered to 12 senior immigration officers during June 2005.

Latest Investigation Techniques Workshop

A workshop on the latest investigation techniques was held for staff of the Investigation Unit of the Immigration Department including 15 immigration officers.

Skills Enhancement Program IV

In the fourth phase of this program, senior officers were provided with skills enhancement in the areas of administration, border control, examination techniques, identifying fraudulent documents and more.

A program was developed to build the capacity of 70 authorized immigration officers, who are in charge of entry and exit points. The training was in fields related to migration management such as legal authority, fraud detection, and examination and interview techniques. Small groups of 12 officers each were given 6 days of training over 6 weeks. The course was delivered by IOM trained trainers within the Immigration Department.

Job-oriented Comprehensive English Training Course

IOM designed, developed and delivered a job-oriented comprehensive English training course for immigration officers with the specific demands of immigration duties in mind and to meet growing communication challenges at duty stations. The course improved the confidence of officers when interviewing passengers.
General English Language Training Program

The English training course for Immigration Officers was designed to meet growing communication challenges faced at duty stations. The course is expected to increase the confidence of the officers when interviewing passengers.

In-depth Training Programme on Forgery Detection/ Passport and E-tickets

An in-depth training program on forgery detection, passport and E-ticket reading was designed and conducted by IOM for officials of the Immigration and Emigration department. Representatives of five diplomatic missions in Colombo delivered the training to identify current trends in forgery, visas and passports and how to read e-tickets.

Training on Operational Manual for Immigration Personnel

A training program on the new operational manual regulations was conducted for immigration personnel to improve the knowledge of staff, ensuring efficient decision making and accountability.

IOM with the assistance of a consultancy company developed a comprehensive trainers’ guide to train the Immigration and Emigration Department staff on the effective use of the revised Operational Manual.

The primary function of the training was to provide a guideline in the departmental procedures, to enhance officers with required knowledge, skills and attitudes to function effectively as Immigration Officers administering Sri Lanka’s migration and border management laws.

IOM also conducted a pre-training workshop for IED trainers to further enhance the instructors’ skills and knowledge of the training methodology. Training of the Immigration staff by the trainers started in August 2008, where a total of 400 staff were trained and each participant was given a copy of their relevant section manual as a reference tool.

Further Training and Development

There was a continuation of training and development, building on the activities of the last phase of the Capacity Building in Migration Management Project.

A short course on Report Writing for senior Immigration officers was conducted to enhance the professional writing skills of the officers.

Two induction courses for newly recruited Immigration officers were conducted during August and September 2008.
Under the Technical Capacity Building in Migration Management Project in Sri Lanka, IOM has helped the stakeholders to receive international exposure by conducting Policy and Study Tours.

The aim of this program is to enhance the migration management capacity of the Sri Lankan Government in general and to reduce irregular migration through Sri Lanka in particular. At the outset of the project in 2002, IOM completed a comprehensive strategy, developed by consensus of the various stakeholders, to reduce irregular migration from and through Sri Lanka. The strategy identified a number of recommendations to enhance the capacity of the Government of Sri Lanka to manage migration. Capacity building measures were directed at improving training and development, systems and processes and providing facilities and equipment. The Department of Immigration and Emigration and Criminal Investigations Department are the main stakeholders who benefit from this programme.

The organizing and implementation of study tours to visit other countries has been an important element of the overall strategy. It is expected that such tours would expose the management and senior immigration officers to other immigration systems, effective and reliable policy decisions, passport issuing processes, international best practices, travel document examining processes, training and development modules and also to build contacts with counterparts in other countries.

It is in this context that these study tour visits were organized and conducted in many countries worldwide. These visits were organized in co-ordination with International Organization for Migration in other countries.

The study team selected for these tours comprised of the Management of relevant Government Institutes who undertake policy decisions, Senior Officers who counted several years experience working in the Enforcement, Prosecution, Airport, Colombo harbour, and Investigation Units of the Department of Immigration and Emigration, Criminal Investigation Department and as well as other stakeholders.

IOM has conducted policy and study tours in the following countries:

- Malaysia
- Netherlands
- France
- Singapore
- UK
- Switzerland
- Sweden
- Belgium
- Italy
- Hong Kong
- Australia
- USA
Sri Lanka immigration officials during the study tour to Hong Kong in 2008.

Singapore study tour

USA study tour

Hong Kong study tour
CAPACITY BUILDING ACTIVITIES

Facilities and Equipment

Building a World-Class Centre for Immigration Training

The Department of Immigration and Emigration (IED), being the apex body for migration related issues in Sri Lanka, lacked adequate training facilities, which was a major obstacle in building capacity among officials in managing migration.

The migration strategy clearly identified the need for urgent action to establish a fully equipped Immigration Training Center for the IED.

IOM renovated and set up a modern, fully equipped training centre for the IED. The centre included a computer training room, a document examination room, two large lecture rooms, a lunch/rest room and mock immigration booth to practice passenger interview/clearance. The centre was ceremonially opened by the Minister of Interior of Sri Lanka and attended by IOM Director General, Mr. Brunson McKinley on March 31, 2003.

Strengthening Control Capacity at the Airport

Document examination equipment was lacking Bandaranaike International Airport in the immigration booths at the airport. The only equipment was an old Waldmann box with various light sources and a magnifier in one of the IED offices in the departure inspection zone. Internationally, document examination equipment, like ultraviolet and directed light and magnifiers, is common in the inspection booths. Many countries have a dedicated, secure document room located apart from the public, but near the inspection line, to facilitate more detailed examination of questioned documents in an operational setting. These rooms usually contain document reference materials (e.g., passport books, computer programs, alerts, specimens) and sophisticated equipment, such as microscopes, infrared and other light sources. The IED needs such equipment and facilities at the BIA to detect and confirm document fraud.

Immigration and Emigration officials at the Colombo port and the Bandaranaike International Airport, which are the main entry and exit points of the country. (The airport was not properly equipped, making it difficult for officers to identify forged travel documents.)
As a result this project enhanced the capacity of immigration officers to detect fraudulent documents. Rapid Document Control Units for primary inspection at immigration booths, and secondary document inspection equipment with semi-forensic capabilities have been purchased and installed at the airport.

The relevant officials were provided with training on document examination using the new equipment, as well as access to a resource library which contained travel document samples from around the world and helped immigration officers learn about types of passports and visas used by other countries, including important security features.

Modernization of a Document Analysis Laboratory

The Examiner of Questioned Documents (EQD) is an office within the Government Analysis Department (GAD). The EQD is authorized by law to provide expert witness in support of document fraud cases. The office of the Examiner of Questioned Documents is the only entity in the country to provide court testimony regarding veracity of documents. Many different types of documents are referred to the EQD—handwriting and typewriting analysis, banknotes, dry and wet seals, commercial and legal papers and travel documents. The needs of the EQD have not been addressed over the years and no outside assistance or attention has been received.

EQD is a critical element in the successful implementation of the immigration law. The EQD has a minimal amount of equipment, no adequate training or a proper document examination lab to house equipment. The cases are tracked through the use of a manual logbook; individual pieces of evidence do not seem to be marked or packaged in a disciplined fashion. Evidence is openly stored on top of files cabinets, albeit in a secure building. The EQD has no computers for digital imaging, file management or production of evidence or presentation materials. It was also found that the EQD delivers training on document frauds to other government institutions such as the police.

The project has also upgraded their presentation and delivery skills of the EQD. It is in this context that addressing the needs of the EQD by identifying and providing equipment, facilitating adequate and continuous training for staff is vital for capacity building efforts. Further to the above measures, improving office and document reception, record keeping and storing facilities has been reorganized. A computerized file management and reporting system has been designed and a database has been created to facilitate the EQD workload.

After conducting a comprehensive needs assessment, IOM identified the immediate needs of the EQD and modernized the Document Analysis Laboratory of the EQD, which enhanced its capacity to provide timely and reliable findings for court cases, to facilitate information sharing between entities, improve the fraud alert system and enable officers of the EQD to better identify document forgeries.

In order to meet the needs of the EQD, IOM has purchased and supplied equipment including computers with peripherals, scanner, document reference material (ID checker) and forensic document examination unit. As part of building the human resources capacity, IOM provided a standard computer training course in Graphic Design and funded a one year Document Examination Training in India for one of the Senior Assistant Analysts. One member of the EQD was qualified as a trainer, so that future training could be conducted for other government departments.
Building Sri Lanka’s Capacity for Migration

CAPACITY BUILDING ACTIVITIES

Facilities and Equipment

Trafficking human beings has become a significant worldwide concern.

Strengthening Border Controls

Facilities and equipment at the airport in relation to migration control were identified as inadequate, in particular, primary and secondary inspection capacity at the borders.

Between April and August 2004, modern equipment and facilities were provided to detect forgeries, greatly improving the inspection capacity at the country’s entry and exit checkpoints. These facilities included the design and provision of technical assistance for the installation of newly designed immigration booths, while the document examination boxes purchased under the last phase of the project were installed in the arrivals and departure sections of the airport. Databases and document analysis capacity was also developed. To improve primary/secondary inspection capacity at the airport, additional modern, easy to use equipment was provided in September 2005, and these facilities will help officers to quickly detect many types of forgeries.

Establishment of a Document Examination Laboratory at AHSIB and Installation of an Information Management System

Given the identified need to improve document examination abilities and strengthen human smuggling investigations at AHSIB, IOM assisted to establish the Document Examination Laboratory at the Anti-Human Smuggling Investigation Unit in the Police Criminal Investigation Department. IOM also designed, developed and installed an Information Management System in the Anti-Human Smuggling Investigation Unit at the CID.
Introduction of New Entry and Exit Stamps

**Border Management**

The Entry and Exit Stamps are an important tool for border control. The strategy for Migration Management has identified the need to improve the quality of the Entry and Exit Stamps as well as to introduce a new stamp administration regime at the airport. These improvements were required in keeping with international practices of improving overall border security and to minimize possibilities of forgery to the Entry and Exit Stamps.

IOM with the help of a specialist Stamp manufacturer in Australia designed, developed and introduced a new Self Inking Entry and Exit stamp for the Department of Immigration and Emigration. The new stamps contain additional security features which are not visible to the naked eye and thus are hard to forge. With the introduction of new stamps, IOM assisted the Department of Immigration to introduce a new stamp administrative regime to tighten administrative procedures around stamp usage.
Migration management is becoming an increasingly complex area of governance, inextricably linked to issues of economic and social development, human rights, security, stability and regional cooperation. The ability to address migration issues comprehensively and cooperatively is today a fundamental requirement for responsible national governance, effective international relations and full participation in international or regional institutions.

The challenges facing governments are complex and include: reducing irregular migration, promoting the rights of migrants, protecting the most vulnerable, decreasing economic pressures that influence outward migration, and directing regular migration towards strategic national goals.
Managing Migration

Technical Capacity Building Program in Sri Lanka 2002-2009