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ABBREVIATIONS

AASL  AIRPORT AND AVIATION SERVICES (SRI LANKA) LIMITED
API  ADVANCE PASSENGER INFORMATION
BOC  BORDER OPERATIONS COMMITTEE
BRAC  BORDER RISK ASSESSMENT CENTRE
CAA  CIVIL AVIATION AUTHORITY
CID  CRIMINAL INVESTIGATIONS DEPARTMENT
DIE  DEPARTMENT OF IMMIGRATION AND EMIGRATION
EEZ  EXCLUSIVE ECONOMIC ZONE
FAL  FACILITATION OF INTERNATIONAL MARITIME TRAFFIC [CONVENTION]
IBM  INTEGRATED BORDER MANAGEMENT
ICAO  INTERNATIONAL CIVIL AVIATION ORGANIZATION
ICT  INFORMATION COMMUNICATION TECHNOLOGY
IMO  INTERNATIONAL MARITIME ORGANIZATION
IOM  INTERNATIONAL ORGANIZATION FOR MIGRATION
IPPC  INTERNATIONAL PLANT PROTECTION CONVENTION
IT  INFORMATION TECHNOLOGY
MOU  MEMORANDUM OF UNDERSTANDING
NBMC  NATIONAL BORDER MANAGEMENT COMMITTEE
NCASC  NATIONAL CIVIL AVIATION SECURITY COMMITTEE
PNB  POLICE NARCOTIC BUREAU
PNR  PASSERGER NAME RECORDS
RILON  REGIONAL IMMIGRATION LIAISON OFFICER NETWORK
SIS  STATE INTELLIGENCE SERVICE
SLBFE  SRI LANKA BUREAU OF FOREIGN EMPLOYMENT
SMS  SHORT MESSAGE SERVICE
SOP  STANDARD OPERATING PROCEDURE
TID  TERRORIST INVESTIGATION DIVISION
TIP  TRAFFICKING IN PERSONS [REPORT]
UK  UNITED KINGDOM
UN  UNITED NATIONS
UNTOC  UNITED NATIONS CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME
US  UNITED STATES
WCO  WORLD CUSTOMS ORGANIZATION
WHO  WORLD HEALTH ORGANIZATION

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FOREWORD

Continued growth in international trade, tourism, business and investment in Sri Lanka provides welcome benefits to the Sri Lankan economy. Legitimate cross border activities contribute significantly to socio-economic development of the country. However, among all such activities there are unfavorable practices that threaten Sri Lanka’s security, economy, health and social fabric. These threats/risks are not unique to Sri Lanka; many countries have experienced terrorist acts, organized crime, introduction of infectious diseases threatening its citizens and wildlife, illegal work and trade. With the increased traveler numbers and increasing threats there is a global shift towards enhanced security and risk screening mechanism of international travel. In Sri Lanka, the potential for these types of risks to eventuate places pressure on government agencies to effectively detect and manage risks, while efficiently facilitating the majority of bona-fide travelers who do not pose any risk. Until now, Sri Lankan government agencies have managed their border control activities independently, including threats in the border environment. It has become increasingly clear that agencies can no longer work independently to effectively detect and mitigate the myriad of risk considerations which are becoming more complex and sophisticated. However much efficiently we manage our borders, in the future it is likely that the process depend on the extent to which agencies choose to work collaboratively.

The Cabinet-appointed National Border Management Committee (NBMC) has been mandated to set priorities and goals on all aspects of border management in Sri Lanka. In 2018, the NBMC, in consultation with the key stakeholders formulated the Integrated Border Management (IBM) Strategy which subsequently received approval of the Cabinet of Ministers on 30 May 2018. The purpose of IBM strategy is to provide a direction for enhancing border management within a multi-agency integrated environment. The IBM Strategy recognizes the important role of each agency to the border management mandate, while also articulating ways in which government agencies can work in an integrated and collaborative manner to better serve Sri Lanka's national interests on border security and facilitation, in align with international best practices. It sets out the key areas of focus for the next four years, covering direct elements of border security and facilitation. It also recognizes additional opportunities for integration through a coordinated approach to change management, communications and training. The Action Plan which is a part of the Strategy covers the practical aspects of implementing the strategy. It includes activities, responsibilities, an indicative time plan and required resources to complete the identified activities.

Implementation of the IBM Strategy and Action Plan will be facilitated through development of corresponding Procedural and IT Frameworks in close consultation with stakeholders. It is intended that the culmination of this work will result in a Sri Lankan border service that effectively
balances facilitation with security of its citizens, while promoting regional stability, trade facilitation, increased international cooperation in compliance with international standards.

I wish to acknowledge the efforts of all border agencies for their constructive and meaningful inputs during the IBM strategy development process, signifying their collective commitment to improve the border sector. The development of the IBM Strategy would not have been possible without the technical support of the International Organization for Migration (IOM) and the financial assistance of the Government of Australia, through its Department of Home Affairs, as part of a broader programme of support to the Government of Sri Lanka.

In the interest of our country, I request all agencies to extend their fullest corporation to realize this strategy, which will advance the economic prospects and consolidate national security.

Kapila Waidyaratne,
President’s Counsel
Chairman – National Border Management Committee
Secretary Defence
EXECUTIVE SUMMARY

Border management in Sri Lanka is currently siloed between numerous border agencies. With the steady increase of travellers to Sri Lanka, and projects to increase international trade and investment, it is becoming increasingly difficult to manage the border environment in this fashion. A lack of policy and operational cohesion is a barrier to border agencies being able to operate effectively. In addition, there are no means to oversee and monitor the effectiveness of the border environment, in regard to security risks or existing border operations, which is required to make decisions on enhancing border management.

This strategy proposes moving towards an Integrated Border Management (IBM) environment. While still recognizing the autonomy of individual border agencies, integration aims to:

a. Promote inter-agency collaboration with a view to improving the border environment, including improved risk detection and prevention, enhanced services to the public, industry partners, businesses and other stakeholders using services to cross Sri Lanka’s borders;

b. Provide an overarching view of border operations, to better identify border strengths and weaknesses;

c. Create a single window for interaction on border-related matters;

d. Enhance cooperation with international partners to promote security in the South Asia region and beyond;

e. Maintain compliance with international standards in alignment with global security and service standards for border-related matters; and

f. Enhance the capability of officers working at the border to provide an improved border service.

The Government of Sri Lanka endorses an integrated model and will provide a mandate to share essential information for the purposes of enhancing the nation’s management of its borders. Recognizing that integration is a process, the strategy sets out various pathways for integration, including:

a. An updated governance structure that includes formation of a new Border Operations Committee (BOC) to oversee the operational level of border management and report to the Cabinet appointed National Border Management Committee (NBMC);

b. Establishment of a multi-agency Border Risk Assessment Centre (BRAC) to assess risks to the border and provide coordinated incident response;

c. A shared IT system between border agencies that allows greater data accessibility and risk detection;

d. A procedural framework that aligns border processes and procedures to ensure operational consistency and best practices;

e. Coordinated border training, communications, change management, monitoring and reporting; and
f. Partial integration of administrative functions, such as funding, and alignment of policies, processes and procedures.

This strategy is intended to be reviewed and updated periodically by the NBMC to reflect the needs of the government and to meet international best practices in border management.
CHAPTER 01: INTRODUCTION

1.1 Strategy Purpose and Scope

The purpose of this strategy is to provide a direction for enhancing border management within a multi-agency integrated environment. It sets a foundation for agencies to operate in an integrated manner to enhance national security, while facilitating travel and trade to increase the economic prospects of Sri Lanka.

The scope of this strategy is limited to the management of people, including arrivals and departures of citizens and non-citizens, and goods carried by passengers. It does not include sea or air cargo.

1.2 Introduction

With the rising numbers of people and goods crossing borders, many countries have moved to an integrated border management approach to better detect cross-border risks, enhance facilitation of people and goods, and save costs of maintaining multiple systems\(^1\). Integrated border management is a concept that involves enhanced coordination and cooperation between border agencies and can happen at any or all of the following three levels\(^2\):

- Within a border agency where various sections have specific functions
- Between agencies that have roles in border management
- Internationally through partnerships with border agencies in other States.

Countries whose agencies operate in an uncoordinated manner run the risk of not sharing valuable information that would otherwise allow threats to be detected, offer sub-standard services to travellers and traders through complicated and separate processes and incur more costs through using and maintaining multiple sets of the same infrastructure (for example, ICT systems and video surveillance).

Changes in travel and trade over the years have meant that border agencies need to consider ways that they can be more effective in their operations, while maintaining their nation’s security. One such way has been to redefine the concept of a border from the traditional ‘physical’ border surrounding a country to an area, from which agencies can monitor and detect risks before they reach the physical border\(^3\). Another path is to review organizational structures to better collaborate and cooperate on border matters, ensuring that all involved actors receive vital information to implement their respective mandates and protect the nation. Some countries have opted for the formation of super agencies that

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perform border functions under a single governing body (the United States is an example). Others have opted to have a single governing body, but have each agency operating under it maintain legislative independence (Australia and the United Kingdom are examples). Some have opted to maintain existing organizational structures, but implement integrated mechanisms to instil greater cooperation (New Zealand is an example).

1.3 Vision
Enhanced border management through:

- Strong inter-agency cooperation, including coordinated policies, processes and procedures
- International best practice for movement of people and goods
- Balancing security and facilitation using an inter-agency intelligence and risk management framework, and application of technology.

1.4 Mission
To contribute to the nation’s goals of safety, security, prosperity and cohesiveness through protection of borders and territory.

1.5 Stakeholder Consultation
The following stakeholders were consulted during development of this strategy:

- Ministry of Defence
- Ministry of Law & Order and Southern Development
- Ministry of Foreign Affairs
- Department of Immigration and Emigration
- Sri Lanka Customs
- Sri Lanka Police
- Sri Lanka Coast Guard
- Quarantine Unit (Ministry of Health)
- Plant Quarantine (Ministry of Agriculture)
- Animal Quarantine Services (Department of Animal Production and Health)
- Sri Lanka Bureau of Foreign of Employment
- Airport & Aviation Services Sri Lanka Limited
- Civil Aviation Authority.
CHAPTER 02: CURRENT BORDER MANAGEMENT ARRANGEMENTS

2.1 Overview of Border Management in Sri Lanka

Sri Lanka’s current border environment is based on practices that have been in place for many decades. With global events, such as the ‘9/11’ attacks in the United States and subsequent terrorist activities, there has been a worldwide shift to increase border security to prevent and detect illegal movements of people and goods, as well as disrupt transnational crimes, such as terrorism, people smuggling and trafficking, and drug-related crimes.

Since the end of the armed conflict in 2009, Sri Lanka has embarked on projects to facilitate tourism, investments, trade and boost the economy. Projects to increase international trade are underway, such as the ‘Silk Road Project’ to develop a major trading port offering significant foreign investment in infrastructure, industry and trade. The new port city in Colombo plans to benefit from increased tourism and commercial investments.

In addition to projects designed to drive the economy, the coastal waters surrounding Sri Lanka offer attractive commercial fishing activities. Such aspects that offer economic benefits, also come with potential security, economic and social threats. For example, illegal fishing in Sri Lanka’s territorial waters, despite laws prohibiting unauthorized fishing. Consequently, the Government of Sri Lanka has placed a strong focus on national security and implemented initiatives to detect and mitigate threats through multiple agencies involved in border control. Formation of specialized anti-human trafficking units in the government and subsequent increased detection resulted in promotion from ‘Tier 2 watch-list’ to ‘Tier 2’ on the US Department of State’s index on Trafficking in Persons (TIP) in 2017 and 2018.

The current border management environment has evolved to meet border security and facilitation needs. However, with changes in migration, trade and international best practices, the existing environment is creating challenges, including:

- Each agency with border security responsibilities is largely working independently, with little to no information sharing. Along with the risks to border security this presents, the lack of integration between agencies prevents a single viewpoint of border management effectiveness and makes it difficult to formulate strategies to enhance border security.
- Multiple agencies operating independently in the border security sphere also results in blurred lines of responsibility. While each agency operates according to its respective laws, legislation itself does not offer policies required to operationalize the legislation, and subsequently prevents coordinated processes and procedures. This disconnected approach to border management leaves Sri Lanka open to risks that could result in damage to the economy, security, health and welfare of Sri Lankan citizens and the State. It has also left border management practices falling
behind international standards, which leave it open to exploitation by cross-border criminal networks.

- Each agency has its own technology, systems and data holdings, which are not shared with other agencies. This limits the risk assessment and facilitation power that could be leveraged through shared data and enhanced technologies to access the data.

The number of air passengers crossing Sri Lanka’s border is expected to reach 15 million\(^4\) by 2020 (a significant increase from the current nine million), and more than 200 million kilograms of passenger goods will enter and exit the country (exclusive of cargo and trade-related goods)\(^5\). Gaps in current border arrangements have left the country vulnerable to a variety of threats, including transnational crimes.

\(^4\) Airport and Aviation Services Sri Lanka, Statement of Corporate Intent (2017)

\(^5\) Ministry of Defence, Cabinet Memorandum on the establishment of National Border Management Committee (2016).
CHAPTER 03: STRATEGIC BORDER MANAGEMENT GOALS

This strategy identifies four strategic border management goals, shown in Figure 01.

Figure 01: Strategic border management goals

- **National Security**
  - Protect borders and territory
  - Use intelligence-driven and risk-based principles
  - Cooperate with national and international partners

- **Economic Growth**
  - Facilitate movement of people
  - Facilitate cross-border trade
  - Facilitate long-term stay for investment

- **Social Identity, Health and Order**
  - Establish identity of foreigners
  - Prevent entry of criminals and associates of criminal networks
  - Prevent introduction of health and biosecurity hazards
  - Protect socio-cultural identity and sustain public well-being

- **International Compliance**
  - Manage compliance with relevant international standards and guidelines
  - Maintain relationships with international partners

### 3.1 National Security

Central to border management is upholding and enhancing national security. To this end, all migration and trade will be conducted using intelligence-driven and risk-based principles. This will assist in assessing and efficiently clearing the majority of people and goods, while expending resources on people and goods that pose a risk or require interception, such as those:

- Involved in terrorism and transnational crime, including smuggling harmful drugs and narcotics, smuggling contraband (gold, electronics and pharmaceuticals) and people smuggling and trafficking
- Presenting a health hazard
- Bringing goods that present a biosecurity risk
- Bringing plant matter that presents a quarantine risk (introduction of pests)

Agencies with border functions will work in a collaborative and cooperative manner to provide the most efficient services to one another, as well as travellers, companies importing/exporting goods and industry partners (airlines, ships, fishing companies).
Sri Lanka will continue to foster relationships with international partners and organizations to cooperate on border security, intelligence and risks. Expanded use of Interpol resources will be adopted to assess the suitability of people entering Sri Lanka and to monitor human trafficking and terrorist networks operating in the region.

3.2 Economic Growth

Efficient and effective border management contributes not only to secure borders, but also facilitates smooth movement of people and goods across borders, and increases regional/international trade and transit - a key prerequisite for economic growth and poverty reduction. This includes streamlining movement of people and goods, while also considering security impacts. Development challenges are complex, and collaborative and coordinated approaches to address those along with the introduction of enhanced technologies are required to ensure sustainable growth. Agencies involved in border processes are required to review their respective policies and practices that impact on migration and trade to align with efficient, secure and client-focused services. These include, but are not limited to, health, biosecurity, fisheries and labour.

Key to assisting facilitation of people and goods will be:

- Pre-arrival risk assessment of travellers to allow faster clearance of people and goods.
- Clear communications, processes and procedures for travellers and companies. Providing people with easy access to clear information on Sri Lanka’s requirements, such as entries/exits/stays of people, permitted/prohibited goods, biosecurity requirements, plant quarantine, health requirements, visas/permits and work requirements, promotes compliance with such requirements.
- Appropriate legislation and policies to govern the movement of people and goods will ensure consistent decision-making and enable travellers/companies to be informed of Sri Lanka’s requirements.
- The use of technology to verify identities, screen goods, monitor risks, communicate with other Sri Lankan agencies and enable efficient processing of people and goods.
- Initiatives such as frequent traveller/trader that allow for faster processing. While those participating in this type of programme would be subjected to strict security checks to allow entry into the programme, behind-the-scenes and random security checks would also be conducted to prevent potential security risks.

3.3 Social Identity, Health and Order

Social cohesion, health and peace are pivotal to Sri Lanka. It is important to mitigate, detect and respond to any of the following:

- Extremists that might cause in-country conflict.
- Terrorists and other threats to the socio-cultural identity of Sri Lankan people.
- Criminals, such as drug traffickers, human traffickers and other criminals.
Irregular migrants who are not properly authorized under immigration laws to enter the country.

People who pose a health risk to people living in Sri Lanka.

Agencies must work together on these matters to effectively manage these risks, including monitoring foreign nationals unlawfully over-staying and engaging in activities that are harmful to Sri Lanka’s interests.

Key to this goal are the following:

- Upholding the universal visa system to allow people to be screened for appropriate risks before entering Sri Lanka.
- Periodically reviewing the visa framework to ensure the set of visas available meets the needs of Sri Lanka. In addition, ensure each visa type has a clear set of conditions for entry/stay, and consider risks relevant to the visa type for checking before travellers are issued the visa.
- Agencies working together to effectively manage risks, including detecting overstayers and managing foreign nationals who breach their visa conditions.

### 3.4 International Compliance

It is important to Sri Lanka that its border-related legislation, policies, processes and procedures adhere to international guidelines and standards wherever practicable. For example:

- Convention on International Civil Aviation (Chicago Convention)\(^6\)
- Convention of Facilitation of International Maritime Traffic (FAL Convention)\(^7\)
- United Nations Convention on Transnational Organized Crime (UNTOC)
- International Plant Protection Convention (IPPC)\(^8\)

To assist in this, it is necessary for agencies to review international conventions and decide on their applicability to the Sri Lankan context. Where Sri Lanka is a signatory to a particular convention concerning border management, legislation and policies will adopt the international standard unless exceptions are noted and alternative conventions adopted.

Maintaining relationships with international partners, particularly those in the South Asian region, can be beneficial for sharing information on international conventions, including the practicalities of implementing standards and guidelines, liaising with international organizations and coordinating training in international conventions.

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\(^6\) International Civil Aviation Organization (ICAO): [https://www.icao.int/publications/pages/doc7300.aspx](https://www.icao.int/publications/pages/doc7300.aspx)


\(^8\) WTO and the International Plant Protection Convention (IPPC): [https://www.wto.org/english/thewto_e/coher_e/wto_ippc_e.htm](https://www.wto.org/english/thewto_e/coher_e/wto_ippc_e.htm)
CHAPTER 04: MOVING TO AN INTEGRATED BORDER MANAGEMENT MODEL

Key to effectively managing borders in the future is a unified approach to border management so that all agencies are working cohesively towards the same goals. To achieve this, it is necessary to move from a disconnected model to an integrated model that offers border agencies the ability to collaborate, share information, and provide a unified border service.

4.1 Overview of an Integrated Border Management Model

An integrated border management model is one whereby border agencies work together in a collaborative and cooperative manner on border-related activities. This type of model can offer the following benefits:

- Better sharing of information to detect and target threats and risks, thereby upholding national security.
- Better customer experiences through seamless integration of processes and procedures.
- Ability to share resources, such as training and ICT, resulting in reduced overall costs, while also having access to training and technology.
- Single window reporting, offering the government an overall picture of flow of people and goods, trading, and illegal activity. This can assist in future legislation and policy formation, as well as provision of budget and resources to targeted areas of need.
- A coordinated response to threats and risks.

4.2 Applicability in the Sri Lankan Context

Each of the border agencies has its own distinct functions, with some having non-border related functions. For this reason, enhancement of border management will be achieved through integrating certain functions.

Integration under the existing multi-agency structure has already begun with the establishment of the NBMC, a policy committee dedicated to border-related matters with representation from a number of agencies with border functions appointed by the Cabinet of Ministers (see Introduction of an integrated governance framework below). NBMC Secretariat to provide secretarial support to the NBMC.

The following proposed actions aim to assist in facilitating further integration:

a. Introduce an integrated governance framework that includes the NBMC, a new BOC, and a lead border management agency;

b. Establish a multi-agency BRAC;
c. Implement a system to allow for data sharing among agencies with border-related functions;
d. Integrate enabling functions, such as border training, communications, change management and projects; and
e. Partial integration of administrative functions, such as finance, policies and reporting.

4.3 Introduction of an Integrated Governance Framework

A move to integration of border management requires new governance, procedural and system frameworks. This will assist in integrating reporting, analysis and monitoring of border aspects, such as legislation, policies, processes and procedures. The new integrated governance framework is shown in Figure 2.

Figure 02: Integrated governance framework

4.3.1 National Border Management Committee

The recently established NBMC comprises heads of key government agencies and its responsibilities include:

- Acting as the government focal point for assessing high-level risks and setting priorities and goals on all aspects of border management in Sri Lanka
• Acting as the principal coordinating body in the government for border management and facilitating all aspects of inter-agency cooperation on border management
• Harmonizing priorities among ministries and bodies involved in border management
• Regularly monitoring and reporting on border management performance and recommending measures to the Cabinet of Ministers for improvement.

The National Civil Aviation Security Committee (NCASC), represented by multiple government agencies operating in the border sector and including commanders of the three armed forces, is responsible for all aspects of civil aviation security.

Other government mechanisms that have implications for the border environment report to the NBMC to allow analysis of any required policy changes from a border perspective. NBMC will advise required policy changes to the BOC to inform changes to processes and procedures.

4.3.2 Formation of a Border Operations Committee

The formation of a BOC will provide a formal platform for strategic discussions on border operations at an integrated level to identify more effective ways of working in the integrated border environment. The BOC will comprise heads of border operations of respective border agencies. The BOC will report to the NBMC, so that policies can be informed from a bottom-up as well as a top-down approach. The BOC will develop procedural and system frameworks, and implement them with the approval of the NBMC.

The BOC will be the central coordination point for communications with industry partners. Its role will include disseminating policy, process and/or procedural changes to, and receiving information from, industry partners. This will ensure that impacts to existing processes and procedures in place with industry partners are considered in the context of new policy changes.

The BOC will also review and inform integration of operational matters, such as:

a. Border-related training
b. Infrastructure and technology
c. Processes and procedures (in line with existing legislation and policies)
d. Internal and public-facing communications
e. Funding
f. Monitoring and reporting
g. Operational projects, including establishment of a BRAC (see 4.4).

The NBMC Secretariat will provide support to the BOC where required.

4.3.3 Lead Border Agency

Under an integrated border management model, the Department of Immigration and Emigration (DIE) will take the lead on initiating and managing coordinated functions, with work undertaken by other agencies as appropriate. For example:
Developing a border training curriculum and coordinated training programme
Managing communications and change activities
Hosting and maintaining an integrated border website
Managing border projects
Coordinating development and maintenance of integrated border processes and procedures
Development of border strategies and plans for consideration of future border activities
Hosting and maintaining an integrated border IT system
Overseeing integrated border administrative functions.

DIE will act on behalf of agencies, so that border-related matters are coordinated and considered, and any relevant changes are aligned to the strategic goals.

4.4 Establishment of a Multi-Agency Border Risk Assessment Centre

A key initiative under the integrated border management model is the establishment of a Border Risk Assessment Centre (BRAC). The centre will comprise representatives from key border agencies, including intelligence and risk analysts, to detect potential threats and risks from people or goods before entry, at the border or post-arrival. Having representatives from key border agencies working at the BRAC will foster and support the sharing of data and information and subsequently assessing and detecting potential risks for interception before entry into Sri Lanka. The BRAC will act as the central contact and coordination focal point for international intelligence organizations to enable timely responses to threats or risks.

An added benefit of the BRAC will be the reduced need for a continual multi-agency presence at major ports; instead, presence can be limited to times when there are known risks that require action with the ability to be called upon in situations where unplanned risks are detected at the border.

The NBMC will advise on policies related to establishment and management of the BRAC, and the BOC will advise on collaboration, cooperation and risk management processes and procedures. A lead agency must be appointed to oversee management of the BRAC.

4.5 Development of an Integrated Procedural Framework and MOUs

With a number of agencies involved in border operations, it is essential to have a clear understanding of roles and responsibilities of each agency and then develop processes and procedures for border functions in line with relevant legislation and policies.

Accordingly, to assist border agencies to operate within an integrated model, the BOC will develop a procedural framework, to be approved by the NBMC. This will provide a clear delineation of responsibilities, accountability and decision-making power to responsible agencies, and a clear indication of situations where responsibilities are delegated to an alternative agency under an integrated model.
A full list of agencies and their border responsibilities are listed in Appendix 1 – (Border Management Agencies).

A set of Memorandums of Understanding (MOU) to manage inter-agency cooperation and standards will also be developed under this framework.

4.6 Implementation of a Shared IT System

An IT environment is a critical element to managing borders and will greatly assist in facilitation, risk management and intra and inter-agency cooperation. The DIE border IT system should provide required access to all agencies to assist in making informed decisions about people and goods entering/departing Sri Lanka. A shared IT environment will allow:

- A single record for each individual entering/departing Sri Lanka
- Access to important movement, visa, passport and compliance history
- Access to data on threats, risks and known issues
- The ability to determine who is in the country at any point in time
- Reporting on a number of subjects of interest, such as migration and Customs information to better inform legislation, policies, processes and procedures, migration and visitor trends
- Reduced infrastructure and licensing costs.

Costs for development and maintenance of a shared IT system will be shared between border agencies and reflected in MOUs between agencies (see 4.5).

4.7 Integration of Border Training, Communications, Change Management and Reporting

4.7.1 Training

The many facets to managing borders must be undertaken in a professional manner upholding the integrity of the Government of Sri Lanka. It is essential that all workers follow a government employee code of conduct, so the general public can have confidence in the authority of agencies and the government in general.

All workers in a border environment should undertake training in the following domains:

- Code of conduct and ethics
- Handling difficult people/situations
- Border management overview and principles
- Working collaboratively in an inter-agency model
- Change management.

In addition, employees of each agency will undertake training specific to the agency’s roles. All training should be undertaken periodically to ensure access to refresher training.

Where possible, every effort will be made to combine multiple agencies in training to ensure messages are consistent and to assist in operational planning.
4.7.2 Internal and External Communication

Communication is essential for agencies that provide border-related services, individuals and companies that use the services as well as individuals, companies and industry partners who are required to comply with Sri Lanka’s requirements.

A single information gateway is essential for managing communications to ensure clear, consistent messaging through a range of relevant channels (internet, intranet, information leaflets and SMS messaging). With the large number of agencies undertaking border functions and the ability to use digital modes of communication, those external to the Government of Sri Lanka should be able to find all relevant information without having to rely on knowledge on agency functions. Rather, users of the information should be able to find what they need through function navigation and search.

4.7.3 Change Management

Key to effectively managing any border environment is the ability to adapt to changes in environment. These include:

- Fast responses to immediate threats or risks (reactive changes)
- Evolving policies and operational environments in response to planned changes (proactive changes).

An integrated change management plan should be developed, adopted, implemented and monitored to enable changes to be effectively managed. All proposed changes to the border environment will consider the impact on existing legislation, policies, processes, procedures and infrastructure as well as costs, training and communication requirements.

4.7.4 Monitoring and Reporting

Monitoring the integrated border management environment is integral to continual border management oversight and improvement. Integration of this function will enable monitoring of the effectiveness of integrating border management and help inform further changes to enhance various components of border management. Benchmarking the existing border environment (pre-integration) will assist in assessing the impact of an integrated model.

An integrated monitoring and reporting unit will work with the NBMC to provide those managing the border environment with a strategic view of border operations, the effect of working under an integrated model and an indication of any security or facilitation concerns.
4.8 Partial Integration of Administrative Functions

4.8.1 Finance

Funding under the new integrated border framework will require consideration to provide for shared services and management. Specific integrated border initiatives will require cost estimates for initial set up, with an integrated border management funding stream required for ongoing operating costs.

Revenue collected through existing channels must be maintained. Agencies will regularly review services provided and fee structures to ensure fees and tariffs are:

- Revised and updated to reflect the costs of providing services
- Introduced for new services where required
- Collected and receipted in a manner that upholds the integrity of the Government of Sri Lanka.

4.8.2 Policies

Each agency with direct involvement or interest in the border develops its own policies that fit within its legislative framework. A list of legislation relevant to the border context is listed in Appendix 2. The formation of the NBMC is a step towards fostering collaboration among agencies on border-related policy matters to monitor the impacts on the government’s strategic goals.

To ensure policies meet government needs and keep pace with current border trends, it is essential legislation is revised and updated periodically. An integrated policy unit will work with the NBMC to ensure there are no overlaps or contradictions, policies are aligned with border-related legislation and that there are no policy gaps leaving the country exposed to risks.
APPENDIX 1: BORDER MANAGEMENT AGENCIES

Responsibility for managing Sri Lanka’s borders lies with a number of agencies, which fall under various ministries. These, along with their broad responsibilities, are shown in the table below.

<table>
<thead>
<tr>
<th>Ministry</th>
<th>Agency</th>
<th>Responsibilities</th>
</tr>
</thead>
</table>
| Ministry of Internal Affairs, Wayamba Development & Cultural Affairs | Department of Immigration and Emigration | • Control entries/exits  
• Issue visas  
• Issue passports  
• Inland immigration enforcement  
• Monitor visa compliance  
• Manage overstay  
• Issue shore passes to sea crew |
| Ministry of Finance & Mass Media | Customs | • Revenue collection  
• Social protection (from drugs/illegal goods/weapons) |
| Ministry of Law & Order | Criminal Investigation Department (CID) | • Investigation and prosecution of border-related crimes, including organized crime and at times national security |
| Sri Lanka Police | | • Enforcement of domestic legislation within Sri Lankan boundaries |
| Sri Lanka Police | Terrorist Investigation Division (TID) | • Counter terrorism activities  
• National security risks pertaining to terrorism and subversive activities  
• Counter extremism and subversive activities  
• Maintain the Foreign Terrorist Fighters (FTF/Terrorists) database |
| Police Narcotics Bureau (PNB) | | • Drug law enforcement |
| Ministry of Defence | Coast Guard | • Assist Customs and other relevant authorities to combat anti-smuggling and anti-immigration operations  
• Co-operate with other agencies to suppress destructive terrorist activities in the maritime zones and territorial waters of Sri Lanka  
• Prevent transboundary movement of narcotics by sea  
• Monitor and respond to illegal fishing in territorial waters |
| Navy | | • Conduct operations at sea for the defence of the nation and its interests$^9$ |

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$^9$ Sri Lanka Navy Official Website, www.navy.lk
<table>
<thead>
<tr>
<th>Ministry</th>
<th>Agency</th>
<th>Responsibilities</th>
</tr>
</thead>
</table>
| Ministry of Health, Nutrition & Indigenous Medicine | Quarantine Unit                             | • Respond to health emergencies advised by the World Health Organization (WHO)  
• Routine traveller screening on exceptions basis  
• Inbound health assessments  
• Implement policies to detect and control health threats from certain countries  
• Abide with Quarantine and Disease Prevention Act of Sri Lanka and International Health Regulations (2005) |
| Ministry of Fisheries & Aquatic Resources Development | Sri Lanka Bureau of Foreign Employment       | • Approval for foreign fishing vessels to fish in Sri Lankan waters  
• Approval for foreign fishermen to unload goods at fishing ports |
| Ministry of Transport & Civil Aviation       | Airport & Aviation Services (Sri Lanka) Limited | • Airport and aviation security (airside)  
• Provide required facilities at airports to facilitate government services, such as immigration, Customs and police |
|                                             | Civil Aviation Authority                      | • Ensure maintenance of civil aviation security, safety and facilitation standards in accordance with the national civil aviation security programme  
• Ensure minimization of congestion and expeditious passenger processing at airports, whilst being mindful of the security requirements in accordance with the national aviation facilitation programme |
| Ministry of Foreign Affairs                 |                                             | • Conduct and manage Sri Lanka’s foreign relations and implementation of national foreign policy |
| Ministry of Justice                         | Government Analysts Department – Forensic Questioned Document Section | • Forensic analysis of documents |
| Ministry of Agriculture                     | Plant Quarantine Service                     | • Safeguard the biosecurity of the country’s vegetation by implementing the Plant Protection Act No.35 (1999) |
| Ministry of Rural Economy                   | Animal Quarantine Services                   | • Safeguard the biosecurity of the country’s livestock and fauna by implementing relevant regulatory measures. |
## APPENDIX 2: BORDER LEGISLATION

Legislation for border enforcement agencies is listed in the table below.

<table>
<thead>
<tr>
<th>Agency</th>
<th>Legislation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Department of Immigration and Emigration</td>
<td>Sri Lanka Immigrants and Emigrants Act No.20 (1948)</td>
</tr>
<tr>
<td>Sri Lanka Customs</td>
<td>Customs Ordinance</td>
</tr>
<tr>
<td>Plant Quarantine (Department of Agriculture)</td>
<td>- Plant Protection Act No.35 (1999)</td>
</tr>
<tr>
<td></td>
<td>- International Plant Protection Convention (IPPC)</td>
</tr>
<tr>
<td></td>
<td><strong>Note:</strong> Also enforces the Imports and Exports Control Act No.1 (1969) in respect of plants</td>
</tr>
<tr>
<td>Animal Quarantine Services (Department of Animal Production and Health)</td>
<td>Animal Diseases Act No.59 (1992)</td>
</tr>
<tr>
<td></td>
<td><strong>Note:</strong> Also enforces the Imports and Exports Control Act No.1 (1969) in respect of animals</td>
</tr>
<tr>
<td>Quarantine Unit (Ministry of Health)</td>
<td>- Quarantine and Disease Prevention Act</td>
</tr>
<tr>
<td></td>
<td>- International health regulation (WHO, 2005)</td>
</tr>
<tr>
<td>Police Narcotic Bureau (Sri Lanka Police)</td>
<td>Poisons Opium and Dangerous Drug Ordinance of 1936 and amended by Act No.13 (1984) of the same ordinance</td>
</tr>
<tr>
<td></td>
<td><strong>Note:</strong> Also bound by provisions of the Police Ordinance enacted in 1866 and amendments made thereunder</td>
</tr>
<tr>
<td>Criminal Investigation Department (CID) – Sri Lanka Police</td>
<td>Police Ordinance enacted in 1866</td>
</tr>
<tr>
<td>Terrorist Investigation Division (TID) – Sri Lanka Police</td>
<td>Police Ordinance enacted in 1866, as per provisions laid under the Prevention of Terrorism (Temporary Provisions) Act (No.48, 1979)</td>
</tr>
<tr>
<td>Sri Lanka Bureau of Foreign Employment (SLBFE)</td>
<td>Sri Lanka Bureau of Foreign Employment Act (No.21, 1985)</td>
</tr>
<tr>
<td>Sri Lanka Coast Guard</td>
<td>Department of Coast Guard Act, No.41 (2009)</td>
</tr>
<tr>
<td>Sri Lanka Navy</td>
<td>Navy Act</td>
</tr>
</tbody>
</table>
APPENDIX 4: IBM MODEL CONCEPTUAL DESIGN

INTEGRATED INFO-BORDER SYSTEM (IIBS)

Pre-Arrival
- DIE ETA Visa
- Receiving Applications
- Unknown Targets - Risk Profiles
- Known Targets - INTERPOL - Watch list - Step List
- Risk Assessment
  - Approved
  - Referred to the Embassy
  - Refused

On Arrival
- Passengers Arriving / Departing
- Immigration Primary Clearance
- Secondary Immigration Clearance
- Refer to other Border Agencies
- Forensic document laboratory
- Refused entry & removal
- Entry

Post Arrival
- Inland Immigration Enforcement
  - DIE
  - Police
- Detention
- Prosecution
- Removal

Border Risk Assessment Center (BRAC)
- Alerts for interception
- Risk Profiling
- Patterns
- Trends
- Risk assessments
- Analysis

Source Data
- API / PNR (air / Sea)
- Departure Control System Data (DCS)
- ETA visa information
- Counter crossing data
- Transit database
- Visa database
- Passport Database
- Inland Immigration
- Enforcement database
- Foreign intelligence on counter terrorism & cross border crimes
- INTERPOL databases
- Public Domains

ABBREVIATIONS
- API: Advance Passenger Information
- CG: Coast Guard
- CID: Criminal Investigation Department
- DIE: Department of Immigration and Emigration
- ETA: Electronic Travel Authorization
- MFA: Ministry of Foreign Affairs
- MLO: Ministry of Law and Order
- MOD: Ministry of Defence
- OCNI: Office of Chief of National Intelligence
- PNB: Police Narcotic Bureau
- SIS: State Intelligence Service
- SLP: Sri Lanka Police
- SLBE: Sri Lanka Bureau of Foreign Employment
- AAASL: Airport and Aviation Service Sri Lanka
- Civil Aviation Authority
- MoD: Ministry of Defence
- MFA: Ministry of Foreign Affairs
- MLO: Ministry of Law and Order
- Navy: Navy
- Airforce: Airforce
- SIS: State Intelligence Service
- CID: Criminal Investigation Department
- Customs: Customs
- PNB: Police Narcotic Bureau
- TID: Terrorist Investigation Division
- Quarantine: Quarantine
- SLBE: Sri Lanka Bureau of Foreign Employment
- SLP: Sri Lanka Police
- DIE: Department of Immigration and Emigration
- MoD: Ministry of Defence
- MFA: Ministry of Foreign Affairs
- MLO: Ministry of Law and Order
- Navy: Navy
- Airforce: Airforce
- Strategic Intelligence
- Operational Intelligence
- Existing Structures
- Proposed Structures
DOCUMENT REVISION AND UPDATE

This strategy is designed to be periodically reviewed and updated to:

- Keep it current with Sri Lanka’s border management practices
- Facilitate legislative and/or policy changes
- Keep it current with best practices for border management, including measures to mitigate emerging threats to Sri Lanka and the neighbouring region.

It is recommended that this strategy be reviewed and updated periodically on an ‘as needs’ basis to accommodate strategic changes to the border environment. The NBMC is responsible for the timely revision and updating of this strategy.

Enquiries regarding the Sri Lanka IBM Strategy and use of this document are welcome at;
National Border Management Committee (NBMC) Secretariat,
3rd Floor, ‘Suhurupaya’, Battaramulla, Sri Lanka
Email: nbmcreview@immigration.gov.lk
Mandate of the National Border Management Committee (NBMC)

The NBMC was appointed by the Cabinet of Ministers on 22 November 2016 with the mandate to;

a. Act as the focal point within the Government responsible for assessing high level risks and setting priorities and goals on all aspects of border management in Sri Lanka;

b. Act as the principal coordinating body within the Government for border management, and facilitate all aspects of inter-agency cooperation on border management;

c. Harmonize the priorities among the Ministries and the bodies involved in the process of border management; and

d. Regularly monitor and report on border management performance, and recommend measures to the Cabinet of Ministers for its improvements.