

HOW INTEGRATED BORDER MANAGEMENT CAN HELP ADDRESS WAR-RELATED CHALLENGES

analytical note

Effective Integrated Border Management (IBM) can help balance out the need to strengthen national security while preserving essential rights and reducing the potential vulnerability of those who cross the border.

With Russia waging an all-out war in Ukraine, Kyiv must focus on protecting its state border whilst minimizing human and infrastructural losses. The Integrated Border Management offers several options for long-term positive changes.

This analytical note offers ways of developing IBM at the agency, interagency, and international levels. Combined, they could help overcome war-related challenges and curb the exodus of people.

1. ENGAGING A GREATER NUMBER OF STAKEHOLDERS FOR ENHANCED COORDINATION

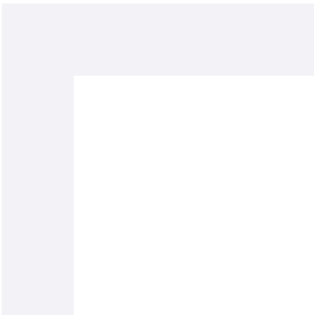
While the 2025¹ IBM Strategy until features a lot of key actors, there are other stakeholders from the governmental and non-governmental sectors, the actions and interests of which must be taken into consideration. It is therefore necessary to engage these stakeholders either temporarily or permanently² into coordination of IBM-related activities.

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Розпорядження КМУ "Про схвалення Стратегії інтегрованого управління кордонами на період до 2025 року"

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European Commission. Guidelines for Integrated Border Management in European Commission External Cooperation



For instance, the government could initiate an agreement between the border management authority in charge of checking identities (the State Border Guard Service of Ukraine) and structures that oversee the issuance of licenses to employment intermediaries that offer jobs abroad (the Ministry of Economy and the State Employment Service) as well as those employing foreigners and stateless persons and issuing work permits (the State Employment Service).

The agreement could envision joint control and information exchange relating to human trafficking and violation of work rights, stemming from the intermediaries' incompetence or fraudulent practices. Deeper cooperation could also help divulge individuals who employ foreigners without a valid work permit, enabling their illegal stay in the country.

The Ministry for the Reintegration of the Temporarily Occupied Territories of Ukraine is another agency that requires deeper involvement. In March, the Ministry created a 24/7 hotline to coordinate efforts for protecting the rights of those who suffered from the Russian military aggression and were evacuated to safe territories.

The hotline's goal is to provide help to citizens, national and local executive power authorities³.

That said, oftentimes people who flee to other parts of Ukraine need advice on how to cross the border. For instance, how to accompany a non-family member minor. If the

State Border Guard Service becomes part of the hotline, or trains its staff, it will cover a greater number of pivotal areas that is of interest to common people.

The cooperation could also involve those in charge of evacuating people abroad and dealing with humanitarian aid at the border, such as JSC "Ukrzaliznytsia", large bus carriers, and international and volunteer organizations. These stakeholders work with people who cross the borders daily and are thus potentially useful for facilitating info exchange.

THERE ARE THREE MAIN WAYS TO ENGAGE A GREATER NUMBER OF STAKEHOLDERS:

- Bilateral or multilateral agreements. When concluded between IBM actors, they may contain provisions that apply to the period of martial law only.
- Include more stakeholders into the interagency IBM coordination work group or create subgroups (sectoral and thematic groups).
- Appointing an official or unit in each IBM institution that would facilitate all types of communication.

2. DEVisING PLANS AND STANDARD EMERGENCY PROCEDURES

The IBM Strategy envisions the improvement of analytical systems and risk assessment⁴. Proper emergency plans are a necessary next step in order to further manage the identified risks.

Some of the anticipated risks have already been happened, however, the war scene could very well expand or escalate. Russia may use chemical and tactical nuclear missiles, while Ukraine might face a shortage of medicine and foods, causing a new exodus of people.

These plans must apply to all IBM-related agencies and contain a detailed description of responsibilities should there be natural disasters, pandemics, an influx of immigrants or refugees, a terrorist threat, or fires in the border zones. While these plans must be risk assessment-based and devised at the national level, it is important to consider the regional and local peculiarities⁵ as well.

The staff of each IBM actor should be duly informed about the distribution of tasks and responsibilities in such cases. The most salient issues that need to be clarified in advance are the contact details of the local executive authorities and other governmental bodies; how to open extra checkpoints; ways of informing the public about the main and backup evacuation routes.

The International Migration Organization's principles for humanitarian border management are the key document applied to intense transborder movement before,

during, and after humanitarian crises⁶.

If used properly, such measures protect those suffering from crises while also ensuring the state's sovereignty and security. The humanitarian border management development must among other things entail the collection and analysis of border crossing data in real-time to track abrupt changes in transborder movement; creation of a system for providing help to vulnerable migrants; provision of mobile equipment to create additional work places at the checkpoints.

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Міністерство з питань реінтеграції тимчасово окупованих територій України. Графік гарячої лінії

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Розпорядження КМУ "Про схвалення Стратегії інтегрованого управління кордонами на період до 2025 року"

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European Commission. Guidelines for Integrated Border Management in European Commission External Cooperation, p. 57

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International Organization for Migration (IOM). Humanitarian Border management



3. IBM ACTORS' HUMAN RESOURCES DEVELOPING

The IBM Strategy envisions joint measures to prepare and train staff. Following Russia's invasion of Ukraine, IBM's human resource component became more important⁷ as people crossing the border are often in precarious conditions. Accordingly, the staff needs to apply special approaches to dealing with them.

A striking example of vulnerability are children who fled alone or accompanied by a non-family member senior a striking example of vulnerability are children. According to a survey by 4Service⁸, over a third (34%) of teenagers who fled Ukraine did it without immediate family. Another 7% escaped alone, even though legally children under the age of 16 can only leave together with authorized adults.

Consequently, tailored training for border management and law enforcement staff could prove useful. It could encompass the knowledge of martial law norms, methods of interviewing forced migrants (including those from vulnerable groups), elements of humanitarian responses, and so on⁹.

The IBM development at the agency, interagency, and international levels is necessary for addressing challenges inflicted by the ongoing war that has already caused an unprecedented exodus of people. In this regard, the analytical note offers three changes, which could be introduced relatively fast and cheap. First, ensuring seamless reaction to potential threats or harmful trends requires engagement of a wider number of stakeholders from the governmental and non-governmental sectors into IBM coordination. Second, in the context of persistent threats IBM actors must develop clear plans to be able to provide an immediate response to emergency cases. Third, the current atypical intensity and character of cross-border movement calls for additional training for IBM staff to help them work with people in precarious situations.

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Розпорядження КМУ "Про схвалення Стратегії інтегрованого управління кордонами на період до 2025 року"

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Дослідження поведінки та настроїв українців, що вимушені були виїхати в Європу внаслідок війни в Україні

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OHCHR. Recommended Principles and Guidelines on Human Rights at International Borders