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ADDENDUM TO THE GCTF GOOD PRACTICES IN THE AREA OF BORDER SECURITY AND MANAGEMENT

IN THE CONTEXT OF
COUNTERTERRORISM AND
STEMMING THE FLOW OF
“FOREIGN TERRORIST FIGHTERS”



GCTF

GLOBAL COUNTERTERRORISM FORUM



Addendum to the GCTF Good Practices in the Area of Border Security and Management in the Context of Counterterrorism and Stemming the Flow of “Foreign Terrorist Fighters”

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Introduction

The GCTF's Border Security and Management (BSM) Initiative was launched in September 2023 by the GCTF Foreign Terrorist Fighters Working Group (co-chaired by Jordan and the United States) and the United Nations Office for Counter-Terrorism (UNOCT) as Initiative co-Leads. This Initiative seeks to update, enhance, broaden, and strengthen the 2016 GCTF [*Good Practices in the Area of the Border Security and Management in the Context of Counterterrorism and Stemming the Flow of "Foreign Terrorist Fighters \(FTF\)"*](#) (2016 GCTF *Good Practice Document*) by supplementing it with an Addendum, acknowledging the evolving border security threat landscape since its adoption. The Addendum is complemented by an Annex, which provides a compendium of international resources for border security and an overview of key actors providing technical assistance for the international community, as well as states seeking to improve their border security in line with UN Security Council commitments while protecting human rights and promoting rule of law approaches to integrated border security management. In parallel, UNOCT has developed a comprehensive Training-of-Trainers Manual, a practical, user-friendly resource to support practitioners, policymakers, and other experts wanting to use and implement the 2016 GCTF *Good Practice Document* and its Addendum.

The UN Counter-Terrorism Centre (UNCCT) Border Security and Management (BSM) program, from its inception in 2019, has made significant progress in operationalizing the 2016 GCTF *Good Practice Document*, promoting the inclusion of the GCTF's good practices in the border security strategies of the UNCCT-BSM program beneficiaries through the organization of activities, such as regional workshops and technical roundtables that attracted around 3000 participants from around 45 countries. Through these activities, relevant border authorities of participating member states were trained in implementing comprehensive, cooperative, coordinated, and integrated BSM good practices and promoted information sharing and cooperation. These activities have enhanced the sharing of knowledge, the promotion of effective border security, and the prevention of the movement of known or suspected terrorists (KSTs), including FTFs.

The good practices contained in the 2016 GCTF *Good Practice Document* were intended to inform and guide governments as they develop policies, guidelines, programs, and approaches for effective BSM, with the specific aim of strengthening cross-border cooperation and border surveillance in a counterterrorism context. These good practices can also be used to shape bilateral or multilateral collaboration on BSM, as well as technical or other capacity-building assistance. They can be useful for providing guidance on cooperating with multilateral organizations as well, who can play a key role in providing, or finding partners for, capacity-building assistance and training. All states are encouraged to consider using these non-binding good practices while recognizing that their operationalization must be consistent with applicable international law, including international human rights law, international humanitarian law and international refugee law, as well as national law and regulations, and could be adapted to specific regional and sub-regional realities and needs. The 2016 GCTF *Good Practice Document* aims to assist UN Member States' implementation of the United Nations Global Counter-Terrorism Strategy and relevant Security Council Resolutions, including 1373 (2001), 1624 (2005), 2129 (2013), and 2178 (2014), and, through collaboration between the GCTF and UNOCT, address the overall challenges that porous, difficult to access, or less secure borders pose.



The nexus between terrorism and organized crime in BSM

Terrorist threats in the BSM context are dynamic and require continuous attention. Terrorist groups not only commit horrifying attacks that often involve killing, sexual violence, and grievous bodily harm, but their activities also often exacerbate ethnic tensions, set back development, drive displacement, and aggravate food insecurity. In addition, they exploit porous and lengthy borders to facilitate their travel, finance terrorism, and conduct other illicit activities, such as trafficking in persons, as well as the smuggling of weapons, drugs, and illicit goods¹ that may contribute to the multifaceted nexus that can exist between terrorism and organized crime. This concrete yet complex nexus heightens the threat to international peace and security, including by undermining affected states' security, stability, governance, and social and economic development. Inadequate watchlists and border security screening systems, along with ineffective internal and regional information-sharing mechanisms can further hamper efforts to address the challenges posed by terrorist and organized crime groups in a BSM context.

Transnational organized criminal networks exploit porous borders to generate profits that can be funneled to terrorist groups. Terrorists may benefit financially from specific forms of transnational organized crime, such as smuggling arms, drugs or cultural artifacts, and trafficking in persons, as well as engaging in illicit trades in natural resources like gold, precious metals, minerals, and oil, and participating in transnational organized crime activities at sea.² Additionally, terrorists frequently rely on logistical assistance from organized criminal networks to transport, store, and distribute illicit goods and materials. These networks possess expertise in navigating transportation routes, concealing contraband, and evading law enforcement detection, allowing terrorists access to weapons, explosives, and other necessary resources for planning and executing attacks. This logistical support boosts terrorist groups' operational capabilities and poses notable security challenges. As such, robust BSM policies and strategies that comprehensively address this nexus are crucial in effectively countering these threats.

As the nexus between transnational organized crime and terrorism is particularly pronounced in border communities,³ meaningfully engaging with these communities locally becomes a crucial aspect of frontline efforts. Recognizing the potential role communities can play in efforts to prevent terrorism and organized crime at the local level, building trust between relevant BSM authorities and border communities and fostering these communities' meaningful engagement is essential.

Human rights safeguards in BSM

Counterterrorism policies and measures adopted in the context of BSM may have an adverse impact on various human rights, not only the right to freedom of movement, but also the right to life, the absolute protection against torture and other cruel, inhuman or degrading treatment or punishment, the right to liberty and security, including protection from arbitrary detention, the right to not be subjected to arbitrary or unlawful interference with privacy, family, home, or correspondence, and protection against discrimination, as well as rights under international refugee law and protection

¹ UNSC Res 2195 (19 December 2014) UN Doc S/RES/2195; UNSC Res 2482 (19 July 2019) UN Doc S/RES/2482.

² UNSC Res 2482 (19 July 2019) UN Doc S/RES/2482.

³ Border communities refers to populations who are located in close proximity to international borders and by extension can be disadvantaged due to their distance from state control, authority, and development.



from refoulement. Moreover, the right to an effective remedy for human rights violations is affected by persistent obstacles, including a lack of legal representation, awareness of the state's legal system, transparency, disclosure regarding decision bases, and language barriers.

It is crucial for policy- and lawmakers to carefully consider, respect and protect human rights while crafting and implementing border security measures, ensuring that security objectives are achieved without compromising individual liberties and dignity. When addressing transnational crimes such as terrorism or migrant smuggling, BSM officials must respect the human rights of all individuals concerned to prevent counterproductive outcomes. This includes the humane treatment of migrants and refugees, protecting them from exploitation and abuse during border crossings. Moreover, upholding human rights may foster trust and cooperation between border authorities and local or border communities, which may in turn contribute to more effective law enforcement efforts. Additionally, respecting human rights and other applicable international legal obligations strengthens the legitimacy of border security measures and helps maintain the integrity of domestic legal processes. Ultimately, a human rights-compliant approach to addressing transnational crimes promotes both security and justice along border regions.

A human rights-compliant approach also entails treating all individuals fairly and without bias, regardless of their age, gender, ethnicity, religion, or other characteristics. Officials should also ensure that vulnerable individuals receive equal protection and support during BSM processes. Minors require special protection and support consistent with international human rights norms and standards, as any measure should be age-appropriate and sensitive to the specific needs and vulnerabilities of minors, while also preventing their exploitation or involvement in illegal activities. Respecting the principle of non-discrimination fosters trust and cooperation between border authorities and affected communities, ultimately enhancing border security efforts.

The aims and objectives of the Addendum

Since the adoption of the 2016 GCTF *Good Practice Document*, UN Security Council Resolutions 2396 (2017) and 2482 (2019) have further called for international action to secure borders. In line with this, the *Addendum* to the 2016 GCTF *Good Practice Document* builds upon other existing GCTF initiatives and Framework Documents, as well as UNOCT programs related to border security, such as those on countering terrorist travel, aviation security, and autonomous and remotely operated systems. The development of this *Addendum* has benefited greatly from close cooperation with a range of international and regional organizations including, among others, the International Organization for Migration (IOM), INTERPOL, the African Union, Europol, and the European Border and Coast Guard Agency (Frontex). The aims and objectives of this *Addendum* are also in accordance with the African Union Strategy for Integrated Border Governance (AUBGS) and other international and regional efforts, such as the Integrated Border Stability Mechanism (IBSM) for West Africa. The *Addendum* aims to:

- 1) holistically integrate human rights-compliant and gender-sensitive approaches into BSM strategies;
- 2) foster the use of new and emerging technologies, such as the collection and use of passenger data (API/PNR), biometrics, unmanned aerial systems (UAS), and artificial intelligence (AI), to enhance border security measures in a manner consistent with applicable international law,



including international human rights law, international humanitarian law and international refugee law, as well as national law and regulations.

The following non-binding recommendations provide additional guidance on how States can further develop their border security and management strategies and capitalize on the significant benefits offered by new technologies when leveraged in a human rights-compliant and gender-sensitive manner. The operationalization of this *Addendum* must be consistent with applicable international law, including international human rights law, international humanitarian law and international refugee law, as well as national law and regulations, taking into account the varied local contexts, and legal systems among states. Key principles such as reasonableness, proportionality, necessity, legality and non-discrimination should be observed.⁴

Recommendations

Recommendation 1: Incorporate local approaches to BSM, more specifically meaningful engagement with border communities, into national strategies.

When designing national BSM strategies, it is important to weigh the potential economic and social implications of border security policies and procedures on the local communities residing in border areas. Adopting a local approach to BSM is key when developing national strategies and promoting the integration of long-term trust-building and awareness-raising initiatives with local border communities. Liaising and building trust with such communities is vital for effective border security management, as these communities know the environment and area specificities the best. In this context, it is key to capture differential challenges and vulnerabilities faced by women, men, boys and girls, based on identity factors, such as age and religion among others. As such, it is also important to assess the impacts of BSM practices and mitigate potential harms. For these BSM strategies to be sustainable, it is critical to involve border communities in the short, medium, and long term, throughout the design of these strategies, their implementation, and monitoring and evaluation (M&E) phases. In encouraging long-term thinking, states should consider tailored development projects that help bridge and build trust with cross-border communities. By addressing some of the challenges faced by these communities, such projects may also contribute to building resilience against the influence of and dependence on non-state groups, such as transnational criminal or terrorist groups.

States should ensure that national action plans (NAPs) and other complementing legal and policy frameworks related to BSM outline the practicalities of meaningful and inclusive engagement with communities. Any NAPs and/or frameworks should be developed with the involvement of multiple stakeholders, including all national agencies involved in BSM, such as border security, law enforcement, customs and immigration services, as well as diverse representatives of the affected communities themselves. Clear roles should be identified, discussed with and assigned to communities within BSM strategies, and efforts should be made to ensure that communities are involved throughout the implementation phase, as relevant. Depending on the measures implemented, the involvement of communities should take place with their consent and mindful of local dynamics, including those that are gender-related, to ensure the participation of groups who might otherwise

⁴ United Nations Global Counter-Terrorism Strategy (A/RES/60/288)



be excluded. Such action plans should include a communications strategy that facilitates improved two-way communication and engagement between national agencies and border communities that is based on mutual trust and respect.

Fostering local approaches to BSM is important, making sure that these are tailored to the geographical, territorial, and climatical specificities of the given area in order to facilitate the effectiveness of BSM systems within that context. They should be sufficiently adaptable and fit for more remote, difficult-to-access, or less secure border areas as well. Engaging with both nomadic and settled border communities living in these areas, who often have local transborder contacts and excellent local knowledge in remote border areas, is therefore key to ascertain their needs, as well as to educate the communities on the role, importance, and benefits of BSM systems. It is also critical to consider the potential economic and social implications of border security policies and procedures on local communities in a gender-sensitive way. BSM systems can disproportionately affect women's livelihoods, as they make up a large proportion of informal cross-border traders.⁵ The engagement with local communities, if conducted in a systematic and mutually respectful manner, can facilitate the building of trust, and thereby enhance the effectiveness of BSM systems. Additionally, it is crucial to acknowledge that many communities strategically position themselves at the border to access services offered on the other side. Neglecting these dynamics could lead to potential conflicts, hence, there is a need to view border communities as partners and to aim to understand local economic, social, and political dynamics.

This recommendation builds on **Good Practice 5** (Engage with and empower border communities as key contributors in border security and management) and **Good Practice 6** (Develop and implement Border Community Policing programs) of the 2016 GCTF *Good Practice Document*.

Some examples of successful national approaches (not specific to counterterrorism) in engaging local communities for effective border management include, among others:

Ghana

[Ghana](#) has been highly active in engaging local communities. In a roundtable facilitated by the International Organization for Migration on August 30, 2023, the Government of Ghana, in collaboration with various agencies, discussed and endorsed a unified approach to community engagement and policing for effective border management. The initiative aims to strengthen the relationship between security agencies and border communities, fostering mutual trust and cooperation. Moving forward, the government plans to facilitate the registration and issuance of ECOWAS Identity Cards for Ghana border residents and non-citizen cards for migrants in border communities, streamlining their routine movements.

Senegal

The [Senegalese National Commission for Border Management](#) has been active in engaging local communities, such as holding workshops in partnership with the UN Women Regional Office for West and Central Africa (WCAR). The workshop focused on promoting an integrated border management approach to enhance peace, human security, and socioeconomic development. The Senegalese NCGF

⁵ Making trade safer for women cross-border traders in Mozambique and Malawi, World Bank Blogs, 8 March 2023, <https://blogs.worldbank.org/en/trade/making-trade-safer-women-cross-border-traders-mozambique-and-malawi>.



is actively constructing "*Cases Culturelles de Citoyenneté et de Bon Voisinage*" (Cultural Border Peace Huts), also known as "*Case de la Paix*", to facilitate dialogue, stability, and social cohesion in border areas. Over 120 participants from Kidira (Senegal) and Diboli (Mali), including traditional and religious leaders, women, youth, and local authorities, attended the workshop. They received training on key gender and human rights concepts, leadership, peace, human security, and the vital role of women's participation in targeted interventions addressing the needs of border communities, including border management.

India

India has taken a number of steps to engage with local border communities to enhance border security:

[VVP](#): "Borders are the synonyms of sovereignty and ensure the country's dignity by establishing its powers and control within its territories, as a result, it becomes essential to develop border infrastructure for better movement and defense of the country. For infrastructure upliftment, the Government of India has undertaken an initiative 'Vibrant Village Programme' (VVP) for the development and empowerment of villages near India's international borders."

[Border Area Development Program](#): "The main objective of the BADP is to meet the special developmental needs and well-being of the people living in remote and inaccessible areas situated near the International Boundary (IB) and to provide the border areas with essential infrastructure. In addition to these, Strategic Villages identified by the Border Guarding Forces shall also be taken up for focused development. The villages have strategic importance having a significant bearing on national security."

Mexico and the United States

Both [United States and Mexican border authorities](#) have been involved in establishing Border Community Liaison Officers who work to build relationships with communities on both sides of the border. They serve as a bridge between law enforcement agencies and local residents, addressing concerns, providing information, and facilitating communication.

Sierra Leone

[Sierra Leone](#)'s 2018 Directorate on Border Management and Control made Community Relations one of its central points. The goals of Border Management and Control include engaging border communities on security, management, and control issues, fostering collaboration, cooperation, and information sharing among community members. The emphasis is on increasing community engagement through education about border activities, with the recognition that Border Management and Control can play a crucial role in garnering critical assistance from border communities.

Recommendation 2: Encourage and enhance cooperation and coordination between BSM agencies in neighboring states.

To combat transnational organized crime, terrorism, and the flow of foreign terrorist fighters (FTFs), cooperation between the relevant agencies involved in BSM, such as law enforcement, border security, customs and immigration services, within neighboring states should be encouraged and enhanced. Cross-border cooperation is vital, as it enables states to pool resources, share information,



and coordinate efforts to provide timely responses to emerging threats. This collaboration helps prevent terrorists and other criminals from exploiting vulnerabilities at national borders and contributes to the effective interception of illicit activities. It is especially pertinent in regions with porous or difficult-to-access borders.

For such cooperation to work efficiently, there has to be trust between participating states. Trust is cultivated through diplomatic channels, joint initiatives, and information-sharing mechanisms, fostering collaboration, and enabling effective communication among law enforcement, intelligence, immigration, customs, and border patrol agencies. In addition, frontline officers should have good knowledge of the official language of the neighboring state, as well as other local languages widely used in the area. This can prove to be indispensable for the quality and effectiveness of such cooperation.

Sharing resources and knowledge can significantly enhance effective cross-border cooperation. Pooling financial resources, expertise, and technology enables states to overcome resource constraints and enhance their collective capabilities in BSM. Additionally, sharing good practices, lessons learned, and intelligence insights promotes mutual learning and enables states to adapt and innovate in response to evolving security threats. International organizations involved in BSM, such as Interpol, Europol, Frontex or IOM serve as central hubs for information sharing and coordination, providing member states access to a wealth of information on criminal activities. Through cooperation, states can enhance their investigative capabilities, leverage specialized expertise, and coordinate border security measures, ultimately strengthening their ability to combat terrorist travel and transnational crime.

In practice, cross-border cooperation should be approached systematically with a long-term vision to foster trust and facilitate regular and timely sharing of crucial information. Establishing working groups dedicated to border security and counterterrorism with representatives from various agencies of different states proves critical for focused efforts and enhanced coordination. These groups can serve as essential platforms for strategic planning, streamlined information sharing, and joint operations. Identifying and engaging the right stakeholders and interlocutors from the outset is important to prevent complications, duplication of efforts, and siloing in later stages, as well as during cross border incidents. These working groups can then be expanded to address regional and international BSM threats and ad hoc challenges, focusing on providing enhanced guidance and tailored support for the implementation and operationalization of relevant international instruments.

Additionally, cross-border patrols can be an effective way of cooperating between neighboring states. They provide a visible presence along shared borders, deterring criminal activities, and intercepting illicit goods, while also symbolizing trust between cooperating states. By facilitating collaboration between border security agencies from different states, cross-border patrols enable joint surveillance and swift responses to emerging security threats. Cross-border patrols also facilitate engagement with border communities, which is particularly important in regions where borders are contested and remain sensitive topics. By actively involving these communities in security efforts, patrols help to build trust and address underlying concerns, thus enhancing security measures and fostering cooperation between authorities and local populations. Moreover, cross-border patrols can promote trust between neighboring states by demonstrating a shared commitment to border security. Through collaborative efforts and regular interaction, border security agencies build relationships and mutual understanding, alleviating tensions and fostering trust.



To be sustainable and have longevity, cross-border cooperation requires the establishment of robust legal frameworks with adequate human rights safeguards in place. When these safeguards are lacking, the intelligence and information shared between cooperating states might be misused, leading to potential human rights violations. This in turn can compromise the credibility of the intelligence and information and have an adverse impact on the integrity of law enforcement and criminal justice processes.

This recommendation builds on **Good Practice 3** (Enhance international cooperation), **Good Practice 7** (Develop and implement BSM information exchange programs and mechanisms), **Good Practice 8** (Establish Border Cooperation Centers), **Good Practice 10** (Conduct joint and coordinated cross-border patrols, as well as joint multiagency and interdisciplinary operation exercises), **Good Practice 11** (Define parameters for cross-border operational engagement), and **Good Practice 14** (Establish Joint Border Crossing Points) of the 2016 GCTF *Good Practice Document*.

Recommendation 3: Encourage and facilitate regional strategies and responses to security threats to BSM.

Expanding these mechanisms to a regional level can bolster cross-border cooperation between neighboring states, while also facilitate broader collaboration among states within the same region, which often face similar types of security threats, such as transnational organized crime and terrorism. Extending well-established cross-border mechanisms to a regional level can allow for enhanced information sharing, the pooling of a wider range of resources and know-how, as well as joint exercises to tackle shared security threats.

When designing and implementing regional BSM strategies, states are encouraged to organize multi-agency and interdisciplinary operational exercises. These exercises can be functional or full-scale exercises involving relevant agencies from states within a particular region, such as border security, law enforcement, customs, and immigration services, as well as relevant and legitimate⁶ local and external partners, such as border communities and specialized international organizations, including local women's organizations. States can use such operational exercises to validate plans, policies and procedures, to clarify roles and responsibilities, and to identify resource gaps in the process of drafting regional BSM strategies. Such exercises can be developed and tailored to the specific regional context and the needs of participating states. These exercises can include various modules focusing on developing, reviewing, and implementing regional policies on BSM cooperation, addressing regional cross-border security issues, integrating new and emerging technologies, engaging with communities in porous or difficult-to-access or secure border areas, as well as integrating human rights and gender sensitivity into BSM, including in regional cross-border cooperation.

To enable regional cooperation, it is critical that states engage in information sharing with respect to relevant border screening lists and frontline databases (both operational as well as forensic), in

⁶ Legitimate here reflects the definition of the Oxford English Dictionary namely "sanctioned or authorized by law or right principles" i.e. partners who are reputable and trustworthy, who respect and comply with the rule of law and have not committed gross human rights violations.



compliance with domestic and international law, including international human rights law. National and regional sanctions lists should be regularly reviewed and border screening lists updated with information shared by partners, as applicable. States should also make use of UN sanctions lists as required under UNSCR 1373 (2001) and good practices related to implementation of relevant United Nations Security Council Resolutions. In addition, States should consider making use of other inter-state and relevant multilateral and international databases, including Interpol's I-24/7, or the relevant databases from Europol and Frontex, as well as other regional databases. Furthermore, states are encouraged to share national watchlists or databases of known or suspected terrorists (KSTs), including FTFs, particularly in cases where no such regional or continental database is available or where databases are tailored to a specific threat.

This recommendation builds on **Good Practice 3** (enhance international cooperation), **Good Practice 7** (develop and implement BSM information exchange programs and mechanisms), **Good Practice 8** (establish Border Cooperation Centers), and **Good Practice 10** (conduct joint and coordinated cross-border patrols, as well as joint multiagency and interdisciplinary operation exercises) of the 2016 GCTF *Good Practice Document*.

Recommendation 4: Tailor BSM strategies and measures to different types of borders and geographical contexts, including the maritime domain, accounting for the different human rights challenges they may present.

There are key differences between land borders, air borders, and maritime borders. To be effective, specific BSM measures should be tailored to these different types of borders. They should also consider the different geographical features of natural borders such as rivers, oceans, and mountain ranges. National and sector risk assessments are helpful to map, assess and address, through relevant BSM strategies and measures, the potential risks, human rights challenges and opportunities at different types of borders with varying degrees of porosity and to take into consideration relevant gender dimensions. Furthermore, the geographical peculiarities of a border influence the availability and use of basic infrastructure, including IT and connectivity, which is essential for implementing new technologies like API/PNR data and biometric systems. The implementation of new technologies is particularly challenging in long remote green border areas and at maritime borders.

Due to the peculiarities and vastness of the maritime domain, important differences exist between BSM systems deployed at maritime borders in comparison to those deployed at air and land borders. States should seek to enhance interoperability between these different BSM systems. This is particularly important in the context of countering terrorist travel, as KSTs, including FTFs, cross borders through maritime travel, including with small vessels. The [*GCTF New York Memorandum on Good Practices for Interdicting Terrorist Travel*](#), and in particular its [*2021 Addendum*](#), provide numerous good practices in the context of passenger data collection and sharing, watchlisting, coordination and cooperation, developing legal and policy frameworks in the maritime sector, as well as raising maritime domain awareness, and securing ports and vessels. To counter terrorist travel across maritime borders, it is essential to extend the collection of PNR/API data to other forms of transport used in the maritime domain, such as ferries and other vessels, in a way that is consistent with domestic and international law, including international human rights law.



BSM strategies and measures should address the specific risks and threats to maritime borders posed by new and emerging technologies. In particular, the tracking of suspicious vessels, autonomous vessels, and unmanned aerial systems (UAS), as well as so-called 'dark targets' which may be indicative of illegal activities or threats. Moreover, long and porous coastal lines deserve particular attention as they can be difficult to secure. In addition to securing ports and vessels and conducting regular patrols of coastlines and territorial waters, it is essential to cooperate with coastal communities, and to include these communities in BSM efforts. Coastal communities may help to identify threats and inform targeted responses of maritime security authorities. Furthermore, coastal communities often possess unique knowledge of regular and irregular maritime activities that affect BSM at maritime borders.

BSM strategies should address different regional challenges when developing adequate border security and management systems. In the African context, for example, differing priorities exist within many coastal states between coastal communities and capital cities, which are often located inland. Differing priorities can hamper the development of national-level responses and the creation of border management authorities and agencies, with multiple overlapping jurisdictions and exclusive economic zones further complicating the process. To create synergies between the land and maritime border and enhance their capacity to prevent maritime terrorist travel, states should provide adequate training to BSM officials, including frontline personnel. These trainings should include content on the specificities of different border types, including the maritime domain, and should comprehensively integrate human rights and gender considerations relative to BSM in the maritime context.

This recommendation builds on **Good Practice 4** (Develop and establish comprehensive remote border area surveillance programs) and **Good Practice 5** (Engage with and empower border communities as key contributors in border security and management) of the 2016 GCTF *Good Practice Document*.

Recommendation 5: Design and implement comprehensive, country-specific risk and impact assessments, map capacity needs.

States should design and implement country-specific risk and impact assessment systems to determine the capacity needs of national agencies involved in BSM. Impact assessments should be used to identify specific gaps in infrastructure, including basic equipment, hardware and software, technology, and training needs for frontline BSM personnel. This information is crucial for determining where deficiencies exist, and what appropriate equipment, technology, and training are necessary for frontline personnel. In addition, risk assessments should be carried out in order to determine the risks associated with capacity deficiencies tailored to specific agencies involved in BSM and incorporate adequate review, M&E mechanisms.

Applying such risk assessments before deploying new technologies, such as UAS technology, biometrics, or artificial intelligence (AI), is especially critical. States have varying priorities and needs, which must be considered for any new technology to be effective in a BSM context. When introducing new technologies, including equipment and expertise, to a state, capacity requirements need to be determined first. This entails establishing whether the receiving state is in need of the given technology, whether there is a strategy in place for its deployment, whether frontline officers have



adequate training to use it and whether the state will require future assistance to maintain the technology. In case the state is in receipt of international assistance for the deployment and use of new technologies, this assistance should be continuous in terms of providing training and maintenance, taking into account the longevity of the technology in question.

Setting up such risk assessment systems requires relatively minimal financial resources but can be greatly beneficial. These systems provide the means to allocate material, human, and financial resources to specific areas where they are most needed within national agencies involved in BSM, such as border security, law enforcement, customs, and immigration services. If done in a systematic, regular, and comprehensive manner, risk assessments can allow states to manage their resources efficiently. Moreover, they allow states to determine when and what type of training programs should be implemented for frontline officers to effectively utilize new technologies while ensuring respect for international human rights norms and standards, and taking into account relevant gender considerations. Developing resilient and secure systems and following principles of responsible digitalization, non-discrimination, privacy, safety, security, ethics, and governance is imperative for effective and sustainable border security.

This recommendation builds on **Good Practice 12** (Conduct effective risk analysis assessments) of the 2016 GCTF *Good Practice Document*.

Recommendation 6: Conduct human rights due diligence as part of risk and impact assessments, including prior to introducing new technologies into a BSM context.

A human rights component should be included in all risk and impact assessments. States should conduct human rights due diligence to determine the actual and potential impact that BSM measures used for counterterrorism purposes may have on human rights and identify necessary measures to prevent, mitigate, and address such impact. By integrating robust human rights safeguards at the outset, authorities can take steps to prevent the misuse of BSM measures and avoid potential violations of human rights, outlined earlier. This approach not only ensures the prevention of adverse impacts of BSM measures on the persons affected by them, but also contributes to achieving counterterrorism measures that are respectful of individual rights and freedoms.

An appropriate human rights due diligence process should start off by identifying the actual and potential adverse human rights impacts certain BSM measures may have in a specific context, whether they may be caused by specific operations, technologies, or frontline officers. In line with risk assessments carried out in a BSM context (see *Addendum Recommendation 5*), human rights due diligence should be country- and agency-specific. It should be integrated throughout the whole process of designing, implementing, and monitoring and evaluating BSM measures. It is crucial that those potentially affected by such measures, including border communities and vulnerable individuals, are made aware of how impacts are addressed, and what policies and processes are in place for adequate remedies in case of potential human rights violations.

It is particularly important to conduct appropriate human rights due diligence before states introduce new technologies to their BSM operations. When conducting thorough human rights due diligence as part of a risk-based approach, states should designate entities and individuals responsible for assessing the specific human rights impact a certain technology may cause or contribute to in a specific



BSM context, such as violations to the right to privacy, the right to freedom of expression, and the right to a fair trial. It should entail the development of a plan that addresses the actual and potential adverse impacts of the design, development, use, and disposal of the given technology, as well as a plan to monitor and evaluate its effectiveness. Additionally, human rights risk assessments should include a specific gender analysis that examines the gender-related impacts of new technology design and deployment. Communication with internal and external stakeholders about the implementation and result of human rights due diligence should be transparent and inclusive.

Recommendation 7: Integrate and mainstream gender-sensitive approaches into BSM strategies and the working routines of BSM authorities.

The integration of gender-sensitive approaches into BSM strategies and policies is vital for establishing effective and human rights-compliant BSM systems. Conducting a comprehensive review of the existing BSM landscape to identify areas lacking gender sensitivity or policies that disproportionately impact individuals based on gender is a good starting point for the integration of gender-sensitive approaches in a structured and holistic manner. Such a review should be based on gender-sensitive research and data collection on gender roles in BSM, including affected communities, recognizing the unique experiences and challenges women, men, girls, and boys face at international borders. Particular attention should be paid to the needs of women and children who may be at risk of violence or have been victimized already. While being attentive to the specific needs and vulnerabilities of women and children at borders, BSM authorities should not presume they lack agency and should uphold their dignity and autonomy. It is important to note that terrorist groups may exploit local gender stereotypes and dynamics, as women and girls may not conform to traditional security profiles and therefore raise less suspicion in border crossings and thus have an increased likelihood of successfully carrying out attacks or support roles. Moreover, there is a need to strengthen data collection mechanisms at border crossings by incorporating gender-disaggregated data to understand the different experiences of men and women, boys and girls. Analyzing this data is key to identifying trends, gaps, and challenges related to gender in BSM. Subsequently, the insights gained can be used to tailor policies, procedures, and infrastructure to meet individuals' diverse needs efficiently.

After conducting a comprehensive review, states should modify and adapt existing measures to incorporate a gender-sensitive approach as well as develop new policies specifically tailored to address gender-related concerns in BSM and the particular needs and challenges faced by men and women, boys and girls. Cooperation with a wide range of relevant stakeholders, including gender experts and advocacy groups from civil society at local and international levels, including women's organizations, as well as international organizations, is necessary to enhance the effectiveness, diversity, and inclusivity of new policies.

To develop a diverse and inclusive BSM workforce, it is crucial to enhance diverse participation in general training and workshop activities. Furthermore, it is valuable to engage male and female personnel to assess and address challenges in a gender-sensitive manner, as well as to encourage both women and men to participate in discussions, initiatives, and policy development aimed at promoting diversity and inclusion within the BSM workforce. For example, working groups could be established that bring together both male and female personnel to collaboratively analyze and address issues from a gender perspective that they encounter in daily BSM tasks. This ensures diverse perspectives are heard and enhances gender-sensitive skills applied to problem-solving. It is also critical to recognize



the importance of men as partners in enhancing gender equality and creating an inclusive work environment within BSM agencies.

To achieve real-world impact, it is vital to mainstream gender in BSM authorities' daily work with a focus on strengthening cross-border cooperation as well as on human rights compliance. This includes the integration of gender considerations in the daily operations of BSM officials involved in investigating issues such as torture, sexual-gender-based violence (SGBV), or other forms of ill-treatment, ensuring that victims are supported to report such abuses and are referred to appropriate and competent medical and psycho-social services, avoiding re-traumatization. It is critical to apply gender-sensitive approaches to all persons who come into contact with border authorities, whether as tourists, migrants, asylum seekers, or victims of, witnesses to, or alleged perpetrators of a crime, as well as citizens and residents of border communities.

Recommendation 8: Utilize unmanned aerial systems (UAS) to enhance border security, especially in regions experiencing higher migration volumes or facing accessibility challenges.

The use of unmanned aerial systems (UAS) has become an increasingly common tool in BSM, offering numerous benefits for the agencies and personnel engaged in safeguarding borders. These benefits should be highlighted to all stakeholders involved in BSM efforts. UAS deployment allows for regular and spatially extensive monitoring of border regions, enabling comprehensive surveillance of long and porous border areas. Use of UAS also helps border patrol officers to monitor and detect illegal activities, such as unauthorized border crossings or smuggling, more efficiently. The cost of UAS deployment for surveillance purposes is lower than that of traditional methods, such as manned aircraft or ground patrols. This cost-effectiveness allows for more frequent and sustained surveillance, improving the chances of detecting and responding to border threats. Developing and strengthening states' capacity to respond to such threats is nevertheless a necessary step to ensure that the benefits of UAS deployment are effectively utilized. Furthermore, UAS are highly maneuverable and can access remote areas where traditional surveillance methods might struggle. This permeability is particularly useful in monitoring complex and rugged terrains often found along borders, such as bodies of water or mountainous areas. The remote observation capability of UAS diminishes the need for physical patrols. Not only does this reduce the need for human presence in potentially dangerous or inaccessible border areas, but it also enhances personnel's security by preserving their anonymity and reducing the risk of contact with hostile actors. Consequently, it facilitates a more strategic approach, prioritizing proactive response and intervention over continuous surveillance.

States should ensure that the use of UAS in BSM adheres to a broader national framework for the use of UAS, as well as relevant counter-UAS (CUAS) policies, including regarding countering the use of UAS for terrorist purposes. The framework should build upon national legislation and regulatory procedures, articulate training requirements, and acquisition programs and processes, that are all in compliance with international law. Existing policy recommendations may be consulted, such as the GCTF [Berlin Memorandum on Good Practices for Countering Terrorist Use of Unmanned Aerial Systems](#) and the [Abu Dhabi Non-Binding Guiding Principles on Threats posed by Unmanned Aircraft Systems](#).

Prior to deploying UAS technology, it is crucial to outline the potential challenges, opportunities, and risks associated with its usage. States planning to use UAS technology for BSM purposes should establish clear objectives and purposes for its deployment from the outset. A preliminary assessment



should address these aspects, identifying areas of risk, resource requirements, and instances where UAS technology may not be suitable. In contested border areas or areas where borders are not clearly demarcated, it is crucial to delineate what area is under surveillance and for what purpose, assessing the lawfulness, necessity and proportionality of resorting to UAS technology in such contexts.

The use of UAS in BSM raises human rights concerns, including with respect to the right to life, the right to privacy, freedom of movement, or the protection against discrimination. It is recommended that emphasis is placed on guarding against discriminatory practices, including discriminatory profiling in UAS operations. Given this potential impact on human rights, states should ensure that surveillance activities enabled by UAS are human rights-compliant. Clear, precise, accessible, and foreseeable laws, policies and guidelines should therefore be in place to regulate the use of UAS technology, with adequate mechanisms for independent and robust oversight and accountability.

Comprehensive human rights and data protection risk and impact assessments should precede the deployment of any UAS and implementation of any UAS data collection programs. Data retrieved from UAS technologies can be valuable, but it can also be misused. These assessments should outline the conditions for data collection, storage, usage, and potential sharing protocols, with transparency maintained for communities. Practicing data minimization, —collecting only data that is strictly needed for the purpose to be achieved—is key. It is also crucial to minimize the data retention periods and observe purpose limitations for processing and sharing of data. Plans for addressing data compromises should be clearly communicated to the public; in instances when UAS data is compromised, data emergency plans should also be made transparent and accessible. Adequate security plans should be in place for possible contingencies where UAS may pose physical threats to the public, thereby fostering public trust.

The importance of scientific research in the development and use of UAS should also be highlighted. States should actively encourage, support, and fund scientific research focusing on advanced UAS utilization and the analysis of UAS-derived data. This includes research on swarm surveillance, advanced sensor technologies, AI-driven image and video analysis methods, among other relevant topics.

This recommendation builds on **Good Practice 4** (Develop and establish comprehensive remote border area surveillance programs) of the 2016 GCTF *Good Practice Document*.

Recommendation 9: Ensure that biometric systems used in BSM are used in a manner compliant with international human rights law, international humanitarian law and international refugee law, and in line with international good practices.

The use of biometric technologies has become widespread in a BSM context. Biometric systems can be deployed in a variety of ways, from facilitating and expediting regular and safe cross-border mobility, by deploying automated border control gates, to verifying travel documents and identifying false identities, as well as vulnerable individuals who might be in need of assistance. Moreover, the use of biometric data provides greater accuracy than biographic and other types of data and is less likely to result in false positive matches.

However, introducing biometric systems at borders in a responsible manner necessitates significant legal and technical capacity, expertise, and skill, along with adequate resources, which may vary from



one region to another. The implementation of such systems requires careful consideration of local conditions and capabilities to ensure effectiveness and reliability. Therefore, tailored approaches, in combination with ongoing support and investment, are essential to meet the specific needs and challenges of each region.

Collecting, utilizing, and responsibly transmitting biometric data to screen cross-border passenger movements against national and international watchlists and databases should be done consistent with (domestic and) international law, including international human rights law, international humanitarian law, and international refugee law, as applicable. This process demands meticulous attention to relevant legal frameworks and standards to ensure the protection of the right to privacy and protection of biometric data.⁷ To this end, responsible data management practices—guided by international data protection standards regulating the collection, use, storage, and sharing of data—play a pivotal role in safeguarding sensitive biometric data and ensuring adherence to legal requirements. These standards emphasize the prohibition of covert collection, strict limitation on data use for specific purposes, protection against data repurposing, defined retention periods, and the rights of individuals to review, correct, and delete their data. This is particularly crucial for databases and watchlists, where the need for specific protections for sensitive biometric data, such as the biometric information of asylum-seekers, must be carefully addressed.

Leveraging foreign partners and organizations with relevant mandates, alongside initiatives like the U.S.'s Watchlisting Assistance and Support Program (WASP), proves invaluable in establishing effective watchlists and procedures to share watchlists across foreign partner agencies. By tapping into both the expertise and resources of international collaborators, states can enhance the accuracy and efficiency of their border security measures. Collaborative efforts facilitate the exchange of best practices, technological capabilities, and intelligence-sharing protocols, thereby bolstering the capacity to identify and monitor potential threats across borders. Moreover, such partnerships not only strengthen national security but also promote greater global cooperation in combating transnational crime and terrorism.

Thoughtful segregation of sensitive and non-sensitive data when sharing collected biometric data with third parties can aid in addressing certain technical and legal hurdles. This approach ensures that strictly necessary information is disclosed, minimizing the risk of privacy breaches and unauthorized access. Particular protections for sensitive data must be in place. By adopting this practice, organizations can navigate regulatory requirements more effectively and enhance the transparency and accountability of their data-sharing practices.

In processing sensitive biometric data, states should establish an adequate legal framework regulating data collection, ensure technical capacity for reliable collection and storage, as well as address the potential need and purpose of data sharing. Following data sharing, a controllership agreement should clarify data control, responsibility, storage procedures, retention periods, and post-collection actions. Continuous M&E mechanisms should then be implemented to ensure adherence to the agreement and appropriate data management practices. Concerns about potential misuse of biometric data,

⁷ Universal Declaration on Human Rights, Article 12; International Covenant on Civil and Political Rights, Article 17; European Convention for the Protection of Human Rights and Fundamental Freedoms, Article 8; Council of Europe Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data (and its Additional Protocol); American Convention on Human Rights, Article 11.



including unauthorized access, should be addressed as well. To mitigate such risks, robust privacy and data protection laws governing biometric data use are critical, incorporating specific human rights safeguards such as strict limitations on data use for specific purposes and the use of defined retention periods. Regulations should restrict biometric usage to its intended purposes and prevent discriminatory practices based on protected characteristics, including race, sex, or other physical features. Prior to data collection, rigorous testing should verify minimum quality and accuracy thresholds, and transparent biometric technology usage should secure public consent.

Enhancing the responsible and effective utilization of biometric data in BSM involves the strengthening of public-private partnerships. Specifically, collaborating with key stakeholders from the private sector, civil society, and academia fosters a whole-of-society approach to data management and governance, in line with *Addendum Recommendation 12*. By leveraging the expertise and resources of a diverse range of stakeholders, BSM initiatives can benefit from a broader perspective on human rights considerations, good practices, and technological advancements.

Recommendation 10: Utilize Advance Passenger Information (API) and Passenger Name Record (PNR) data to prevent terrorist travel.

Pursuant to UN Security Council Resolutions 2178 (2014) and 2396 (2017), states should deploy evidence-based traveler risk assessment and screening procedures including collection and analysis of travel data, by developing capacities in collecting, processing, analyzing, and sharing Advance Passenger Information (API) and Passenger Name Record (PNR) data, with full respect for human rights and fundamental freedoms as well as fostering interconnectivity with both national and international counterterrorism and criminal watchlists and databases. The significance of these systems lies in their efficacy in identifying, detecting, and intercepting individuals deemed high-risk travelers such as KSTs, including FTFs.

To effectively counter terrorist travel, states should adopt and strengthen their national legal and policy frameworks. This includes establishing a dedicated operational structure such as a Passenger Information Unit (PIU) and ensuring connectivity with the transport industry. Furthermore, it is essential to develop both human and technical capacities to efficiently collect and utilize API and PNR data.

To ensure the protection of human rights in the collection, processing, retention, and sharing of data, efforts must be compliant with domestic and international law, including international human rights law, and relevant recommended practices such as the GCTF [New York Memorandum on Good Practices for Interdicting Terrorist Travel](#) and the GCTF [Counterterrorism Watchlisting Toolkit](#). Given the potential impact of API/PNR data on human rights, particularly the right to privacy, it is crucial to establish clear, human rights-compliant policies and guidelines for data management. These guidelines should outline good practices for collecting, processing, storing, and sharing API and PNR data. This promotes the appropriate safeguarding of sensitive data while allowing border control agencies, law enforcement agencies, and customs to fulfill their duties in a timely and effective manner. By operationalizing legal requirements, BSM strategies can effectively uphold human rights and address potential violations, including by minimizing the amount of data collected, defining clear data retention periods, specifying purpose limitations, protecting sensitive data, and carefully considering the appropriate sharing of data.



To ensure effective implementation and aid facilitation at the domestic level, states should consider adopting sustainable strategies in line with the rapid evolution of new and emerging technologies to address the multiple and overlapping challenges related to data security and legal standards, particularly the right to privacy. Regular audits and monitoring mechanisms should be in place to ensure ongoing adherence to these policies and guidelines and to promptly address any deviations.

This recommendation builds on **Good Practice 7** (Develop and implement BSM information exchange programs and mechanisms) of the 2016 GCTF *Good Practice Document*.

Recommendation 11: Recognize the benefits AI technology can have in BSM while addressing technical, legal, and human rights considerations through transparency and accountability.

The integration of Artificial Intelligence (AI) is increasingly prevalent in BSM. States should consider incorporating AI into BSM with the aim of streamlining BSM processes that benefit all relevant stakeholders involved, including frontline officials and individuals crossing borders. Applications range from the prediction of migration patterns to the assessment of risks in relation to immigration applications, fraud detection, monitoring of migrants within states, and expediting refugee resettlement through location matching.

When states incorporate AI into their BSM strategies, transparent disclosure of AI deployment in BSM processes is not only essential to raise awareness among stakeholders, but also to foster accountability in cases of misuse or malfunction. If states are already making use of AI technology, they should reevaluate the effectiveness of current AI systems, emphasizing the importance of transparency, quality assurance, as well as human rights-compliant, gender-sensitive and ethical AI practices. Continuous monitoring and adaptation of AI algorithms are essential to mitigate the adverse consequences of potential biases against migrants and other individuals who cross borders, fostering fair and transparent outcomes. Algorithmic auditors can be of particular help in this process, enhancing the capacity of BSM officials at the domestic and local level on the proper use of AI technology and its technical vulnerabilities. This becomes especially important in scenarios where processes are semi-automated and demand verification.

AI must be designed and implemented in BSM processes to guarantee fairness and prevent discrimination, discriminatory profiling and stigmatization in algorithmic design and decision-making, mitigating potential biases that could disproportionately affect individuals or groups based on protected grounds of ethnicity, gender, language, religion, political or other opinion, national or social origin, other status or age. States should adopt appropriate policies or legislation that provides for the identification of adverse human rights and gender impacts of AI, and appropriate mitigation from the outset. This should include adequate safeguards to protect data subjects. This entails transparent data usage and sharing practices, access to effective remedies, and avenues for challenging the collection of data and any decisions based on the data generated from AI systems. Automated decision making needs to be authorized by national law and should have human rights safeguards included, including obligatory audit and discrimination testing prior to deployment and regularly thereafter, as well as independent and effective oversight. Automated decision-making must always remain under human control.



With the growing use of AI, the regulatory landscape is beginning to expand. Collaboration between legal and technical experts is essential to navigate the intricate regulatory landscapes in the AI domain and ensure adherence to the expanding body of AI regulatory frameworks. Beyond legal compliance, this collaboration also helps foster the inclusion of human rights, gender and ethical considerations in AI development and deployment. By working hand in hand, legal and technical experts can address ethical challenges such as algorithmic bias, data privacy, and transparency, thereby promoting the responsible use of AI technologies.

Recommendation 12: Encourage the establishment of public-private-partnerships (PPPs) in the emergence and use of new technologies within BSM.

Private companies are often at the forefront of technological innovation. Partnering with them and establishing accountability mechanisms allows border security agencies to access cutting-edge technologies and benefit from advancements in areas such as UAS and AI. Enhancing cooperation between governments, research institutes on digital technology, and the private sector is key in transitioning towards new, secure, and ethically designed digital technologies.

States should identify private-sector partners with expertise in developing, implementing, or maintaining relevant technologies for border security, and encourage the establishment of PPPs as appropriate. PPPs can offer numerous benefits through various modes of collaboration. There should be collaboration on joint research and development projects to address specific challenges or gaps in border security technology. Mechanisms for sharing information between public and private partners, as appropriate, should be established. Collaboration on training programs for both public and private personnel involved in the operation and maintenance of new technologies can increase knowledge exchange and comprehension.

Periodic reviews and evaluations of PPP arrangements should be conducted to assess their effectiveness and make necessary adjustments. States should take additional steps to protect against human rights abuses by business enterprises that are owned or controlled by the state, or that receive substantial support and services from state agencies, including, where appropriate, by requiring human rights due diligence to identify, prevent, mitigate and account for the impact their technology may have on human rights (see *Addendum Recommendation 6*). The [UN Guiding Principles on Business and Human Rights](#) can be of particular use in this context.

Recommendation 13: Train frontline officers in the human rights-compliant and gender-sensitive use of new technologies, while safeguarding their security in carrying out their work.

When new technologies are introduced into BSM, state-of-the-art, human rights-compliant and gender-sensitive training programs should be provided to border security officers, customs agents, and other law enforcement officials involved in BSM. To enhance officials' proficiency in using new technologies, states should develop comprehensive training programs for BSM officials that include modules on the principles, operation, and maintenance of specific technologies relevant to border security, such as UAS, sensors, and biometric systems. Practical, hands-on training sessions are essential to familiarize BSM authorities with the actual use of technology in simulated or controlled



environments and offer opportunities for officials to practice using the equipment in realistic scenarios and enhance their operational skills. BSM training programs that seek to capitalize on the benefits of new and emerging technologies should focus on biometric machines, data collection and processing, fingerprinting, and document fraud, among other key topics. When providing training on the human rights-compliant, ethical, gender-sensitive, and responsible use of biometrics to frontline BSM officials, collaboration with specialized entities, such as national human rights institutions, research institutes, universities, and civil society organizations, can be useful to ensure practitioners understand the importance of human rights, ethical standards and gender considerations. Such partnerships empower personnel to implement biometric systems ethically and responsibly, promoting inclusive practices that respect and protect human rights.

Frontline BSM officials responsible for checking documents and preventing terrorist travel should be familiar with key BSM concepts including; areas of interest (states with internal conflicts, the groups involved, and the main elements of terrorist or criminal acts); routes of interest; and tactical procedures to allow operators to work in a secure framework. Providing both 'hard' and 'soft' support to states facing multi-faceted security threats at their borders is essential. 'Hard' support is to be understood as, for example, equipping local border officers with adequate technological tools such as appropriate software and hardware systems, CCTV cameras, installing API/PNR systems, or training canine units amongst others. 'Soft' support includes capacity-building and human rights- and gender-mainstreaming trainings for border security officers, and customs agents.

Training programs should be targeted to the needs of individual officers of differing levels of seniority. To promote effective and human rights-compliant use of new technology, officers need to be trained on rather specific aspects of a new technology and may need to be re-trained on a regular basis as technologies evolve and when transferred to new duty stations. Oftentimes, the more senior officers receive training, while more junior officers are responsible for handling the machines and data on the ground. It is therefore essential that knowledge and skills trickle down to the operational level. It is also crucial that border authorities who benefit from a training program grant a minimum period of permanence to the trained officers in the function they have been trained to perform. States should adopt specific policies and standard operating procedures to protect the security and personal safety of frontline border security officers, creating a work environment within which border control officers can complete their duties in a human rights-compliant manner.

Training frontline BSM officials on the legal and ethical frameworks surrounding the use of technology in border security enhances BSM officials' understanding of the boundaries of their authority, the rights of individuals, and the consequences of any potential violations. To ensure the human rights-compliant and gender-sensitive utilization of new technologies, BSM training programs should focus on interacting with members of specific groups, such as women, children, older persons, or persons with disabilities, adapted to the specific legal, technical, and human rights challenges at a specific type of border and geographical context, in line with *Addendum Recommendations 7 and 8*. Training programs should fully integrate human rights and gender-sensitive aspects throughout the entire curriculum and also include specific modules on relevant targeted human rights issues, the legal implications of human rights-based and gender-sensitive approaches in BSM which focus on, among other issues, understanding international human rights frameworks and gender-related commitments, including UN Security Council Resolution 1325 (2000) on women, peace, and security. The integration of human rights applied to concrete operational activities into training programs instills a strong understanding of the importance of respecting and protecting human rights



for more effective operational responses, relevant international human rights norms and standards as well as gender-sensitive and ethical considerations during border security operations. Engaging civil society actors, including human rights organizations, in this process in a safe, meaningful, and trust-based manner is key to ensuring that any training is consistent with international human rights norms and standards.

In line with *Addendum Recommendation 1*, frontline officers tasked with BSM responsibilities should undergo comprehensive training to work in cooperation with border communities, taking into account human rights considerations and gender-sensitive practices. Such trainings should be localized and should highlight gender and age-related considerations within these communities, such as ensuring the presence of female officers to engage with female community members. As border communities speak several different languages that may differ from the official language(s) or the language(s) spoken by frontline officers, it is essential that frontline officers can communicate in languages spoken locally.

Furthermore, training programs on new technologies offered by international partners should take into account the specific needs of the recipient, the sustainability of the use of new technologies, the longevity of biometric and other technological equipment, and be based on a clear long-term strategy on both training and maintenance. A good training program offers individualized support to participants, is reflective of the demands and expectations of their specific position and is efficient. Trainings should be supported by a continuous flow of information shared among operational officers regarding possible new threats, new routes, and new *modus operandi*. To promote the sustainability of training programs, states should focus on the Training of Trainers format and consider using mobile training teams of experienced instructors who are also active-duty officers. Sustainable training programs include thorough M&E mechanisms that comprehensively assess the effectiveness of the training, including with regard to human rights and gender awareness, knowledge and skills and ethical decision-making.

Recommendation 14: Include dedicated modules on gender sensitivity and human rights as well as specialized sessions on sexual-gender-based violence (SGBV) into BSM training programs.

To enhance frontline BSM officials' understanding of the unique gender-sensitive challenges faced by individuals at international borders and during border crossings, effective BSM training programs should include modules on human rights, gender sensitivity, gender equality, and sexual-gender-based violence (SGBV). Training sessions should be practical and focus on operationalizing gender-sensitive perspectives in the daily operations of BSM officials, touching on sensitive issues, such as investigating allegations of violations, including SGBV, torture, or other forms of ill-treatment, and ensuring that victims are supported to report such abuses. In addition, BSM officials should be trained in effective communication (both verbally and physically), de-escalation techniques, and conflict resolution. Training programs should also raise awareness of stereotypes and biases linked to gender and/or ethnicity. For example, they should caution against any presumption that women lack agency and raise awareness of biases against persons of a certain ethnicity or religion.

Specialized training on SGBV is a core feature of effective BSM training programs. To have real-world impact, such training should include simulations and hypothetical scenarios that describe realistic situations related to gender-sensitive issues and tasks within the BSM field, in particular on SGBV. An



interactive approach could allow BSM officials to overcome potential gender-related obstacles in a controlled environment while building practical skills. Trainings aimed at frontline personnel should be relevant, engaging, and interactive. Incorporating tabletop exercises, success stories, and practical recommendations into such trainings would be another good example of how to make sure the training is effective and useful for those who work on the frontline of border security.

It is important to track the efforts of raising awareness of human rights and gender sensitivities among frontline officers. While progress may not be immediately tangible, it can be monitored over time as the mentality of individuals involved may change. Thorough M&E systems are thus essential to assess the effectiveness of training programs by collecting feedback from BSM personnel which can be used to identify improvement areas. Training programs should provide participants with opportunities for constant learning, encouraging national BSM authorities to stay informed about international human rights norms and standards, evolving gender-sensitive problems, and good practices to follow. In this view, training curricula should be regularly updated and incorporate the latest developments in the field. A sustainable approach also requires that police academies and training centers of BSM agencies, together with the senior leadership and the HR departments of BSM agencies, are part of training and capacity-building initiatives on mainstreaming a gender perspective in BSM.



Annex

Library of resources and other relevant initiatives on border security management (BSM)

The Annex provides a compendium of international resources for border security and an overview of key actors providing technical assistance for the international community, as well as countries seeking to improve their border security in line with UN Security Council commitments, while protecting human rights and promoting rule of law approaches to integrated border security management.

The Annex includes links to documents created by other public and private entities, such as international organizations, governmental authorities, think tanks and academic institutions. The inclusion of these links is not intended as an endorsement by GCTF Members of such documents including their content, nor does the GCTF control or guarantee the accuracy, relevance, timeliness or completeness of these documents.



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Resources in border security management

International legal frameworks

United Nations instruments

Border security in general

WCO SAFE Framework of Standards to Secure and Facilitate Global Trade (SAFE FoS) (2005, latest update in 2021)

The SAFE Framework outlines modern supply chain security standards and a new approach to the end-to-end management of goods moving across borders while recognizing the significance of a closer partnership between Customs and business. The 2021 version of the SAFE Framework: strengthens co-operation between Customs and Other Government Agencies; promotes smart security devices to optimize Customs control and effectively monitor the movement of goods in a real-time basis; and, includes baseline provisions on the development of regional Customs union AEO programmes and the implementation of mutual recognition.

<https://www.wcoomd.org/-/media/wco/public/global/pdf/topics/facilitation/instruments-and-tools/tools/safe-package/safe-framework-of-standards.pdf>

WCO Punta Cana Resolution of the Policy Commission of the World Customs Organization on the Role of Customs in the Security Context (2015)

The Punta Cana Resolution readdresses and highlights Customs' role and contribution in the context of border security and counter terrorism. Shortly after the adoption of the Punta Cana Resolution, the WCO launched the WCO Security Programme (see below) to support the strengthening of Customs administrations' capacity to deal with specific security-related risks.

<https://www.wcoomd.org/-/media/wco/public/global/pdf/about-us/legal-instruments/resolutions/resolution-of-the-wco-policy-commission-on-the-role-of-customs-in-the-security-context.pdf>

Border security and terrorism

United Nations Global Counter-Terrorism Strategy (2006) and its reviews (latest review in 2023)

The United Nations Global Counter-Terrorism Strategy (A/RES/60/288) is a unique global instrument to enhance national, regional and international efforts to counter terrorism. Through its adoption by consensus in 2006, all United Nations Member States agreed to a common strategic and operational approach to fighting terrorism. The Strategy reaffirms that Member States have the primary responsibility to implement the United Nations Global Counter-Terrorism Strategy and in preventing and countering terrorism and violent extremism conducive to terrorism. It sends a clear message that terrorism is unacceptable in all its forms and manifestations, and that Member States have resolved to take practical steps, individually and collectively, to prevent and combat terrorism. Those practical steps include a wide array of measures ranging from strengthening Member States' capacity to counter terrorist threats to better coordinating the United Nations System's counter-terrorism architecture and activities.

<https://www.un.org/counterterrorism/un-global-counter-terrorism-strategy>



UN Compendium of Recommended Practices for the Responsible Use Sharing of Biometrics in Counter Terrorism (2018)

Developed in association with the Biometrics Institute, the Compendium provides a high-level overview of biometric technology and operating systems within the context of counter terrorism. It is aimed primarily at Member States who may have little or no experience of biometric applications and who may also face technical assistance and capacity building challenges when implementing this technology.

<https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/compendium-biometrics-20180618-en.pdf>

UNOCT Handbook on Human Rights and Screening in Border Security and Management (2018)

The Handbook is an initiative of Counter-Terrorism Implementation Task Force (CTITF) Working Group on Protecting Human Rights while Countering Terrorism and it aims to assist Member States in strengthening the protection of human rights in border security and management in the context of counter-terrorism, especially in screening of individuals at borders.

<https://www.un.org/sites/www.un.org.counterterrorism/files/1806953-en-ctitf-handbookhrscreeningatborders-for-web2.pdf>

UNOCT Pocketbook on Human Rights and Screening in Border Security and Management (2018)

This Pocketbook seeks to assist officials at border and reception areas to be human rights conscious while screening individuals for security purposes to better comply with their obligations under international human rights law. While the sister publication, the Handbook, goes into the detail of applicable international legal standards, the Pocketbook aims to summarize 10 key principles in a user-friendly manner. The Pocketbook further aims to raise awareness of officials engaging in screening on a daily basis.

https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/engsih-human-rights-booklet_un_13.pdf

UNOCT-UNCCT Good Practices in the area of Border Security and Management in the Context of Counterterrorism: The Republic of Korea Model (2022)

Developed in cooperation with IOM, WCO, Stimson Center, Institute for National Security Strategy (INSS), and Migration Research and Training Centre (MRTC), this guidebook shows good practices related to the mechanism put in place at ROK international airports and maritime ports to maintain the security system fully functional while preventing the spread of the COVID 19 and tackling with the flow of passengers and merchandise.

<https://www.un.org/counterterrorism/publication/Good-Practices-Area-of-BSM-Context-of-Counterterrorism-Republic-of-Korea-Model>



United Nations Security Council Resolutions

Border security and terrorism

[UNSC Resolution 2482 \(2019\)](#) on strengthening a global response to linkages between international terrorism and organized crime, information exchange, including by implementing obligations to collect and analyze Advance Passenger Information (API) and develop the ability to collect, process and analyze, Passenger Name Record (PNR) data, in full respect for human rights and fundamental freedoms

[UNSC Resolution 2396 \(2017\)](#) on threats to international peace and security caused by terrorist acts and countermeasures by improvement of Border Security and Information Sharing, including by establishing of API systems and development of the capability to collect, process and analyze PNR data; Judicial Measures and International Cooperation; Prosecution, Rehabilitation and development of Reintegration Strategies and measures on returning and reallocating FTFs

[UNSC Resolution 2322 \(2016\)](#) on threats to international peace and security caused by terrorist acts

[UNSC Resolution 2309 \(2016\)](#) on threats to international peace and security caused by terrorist acts:
Aviation security

[UNSC Resolution 2178 \(2014\)](#) on threats to international peace and security caused by terrorist acts

[UNSC Resolution 1540 \(2004\)](#) on non-proliferation of weapons of mass destruction

[UNSC Resolution 1373 \(2001\)](#) on threats to international peace and security caused by terrorist acts

Regional instruments

Strategies, treaties, regional policy frameworks

Africa

African Union Convention on Cross-border Cooperation (Niamey Convention) (2014)

The African Union Convention on Cross-border Cooperation (Niamey Convention) is an instrument developed with the intention of furthering cross-border trade and cooperation in order to accelerate integration in Africa and enhance prospects for the peaceful resolution of disputes among African states. The Convention highlights the need for strengthening cross-border cooperation in the security area with a view to combat, among others, cross-border crime, terrorism and piracy.

https://au.int/sites/default/files/treaties/36416-treaty-0044-niamey_convention_african_union_convention_on_cross-border_cooperation_e.pdf

African Union Strategy for a Better Integrated Border Governance (AUBGS) (2020)

The African Union Strategy for Integrated Border Governance (AUBGS) is an instrument developed to use borders as vectors to promote peace, security and stability, and to improve and accelerate



integration through effective governance of borders while facilitating easy movement of people, goods, services and capital among AU Member States.

<https://www.peaceau.org/uploads/2020-english-au-border-governance-strategy-final.pdf>

Economic Community of West African States (ECOWAS) Treaty (1975, revised in 1993) and its Protocols

The ECOWAS Treaty, or Treaty of Lagos, was signed by 15 West African countries in 1975 with the aim of promoting economic integration across the region. The aim of the ECOWAS Community is to promote co-operation and integration, leading to the establishment of an economic union in West Africa in order to raise the living standards of its peoples, and to maintain and enhance economic stability, foster relations-among Member States and contribute to the progress and development of the African continent.

- 1979 Protocol A/P.1/5/79 relating to Free Movement of Persons, Residence and Establishment
- 1985 Supplementary Protocol A/SP.1/7/85 on the Code of Conduct for the implementation of the Protocol on Free Movement of Persons, the Right of Residence and Establishment
- 1986 Supplementary Protocol A/SP.1/7/86 on the Second Phase (Right of Residence)
- 1989 Supplementary Protocol A/SP.1/6/89 amending and complementing the provisions of Article 7 of the Protocol on Free Movement, Right of Residence and Establishment
- 1990 Supplementary Protocol A/SP.2/5/90 on the Implementation of the Third Phase (Right to Establishment)

<https://investmentpolicy.unctad.org/international-investment-agreements/treaty-files/3269/download>

Americas

Central American Security Strategy (2011)

Adopted by the Central American Integration System (SICA), the Central American Security Strategy is a regional ideal instrument, to create a safer environment for the people and goods, promote sustainable human development through investments and activities related to its components, crime reduction, violence prevention, rehabilitation, reintegration and institutional strengthening.

https://www.agora-parl.org/sites/default/files/agora-documents/the_central_american_security_strategy_june_2011.pdf

Asia and Oceania

ASEAN Plan of Action in Combating Transnational Crime (2012)

The general objective of the Action Plan is to encourage ASEAN Member Countries to expand their efforts in combating transnational crime at the national and bilateral levels to the regional level.

<https://asean.org/wp-content/uploads/2012/05/ASEAN-Plan-of-Action-to-Combat-Transnational-Crime.pdf>



Europe

Council of the European Union Roadmap to Enhance Information Exchange and Information Management Including Interoperability Solutions in the Justice and Home Affairs Area (2016)

The Roadmap sets the actions needed in order to improve information management and the cross-border exchange of information. The purpose of this instrument is to support operational investigations, especially in counter-terrorism - realizing there is a close connection between terrorism and crime - and to swiftly provide front-line practitioners topical and high-quality information to cooperate and act effectively.

<https://data.consilium.europa.eu/doc/document/ST-9368-2016-REV-1/en/pdf>

European Commission Guidelines for Integrated Border Management in European Commission External Cooperation (2010)

The Guidelines aim to support European Commission staff when formulating and implementing nationally owned and anchored Integrated Border Management (IBM) policies in third countries.

<https://www.icmpd.org/file/download/48280/file/Guidelines-for-Integrated-Border-Management-in-European-Commission-External-Cooperation-EN.pdf>

European Border Surveillance system (EUROSUR) (2013)

EUROSUR is a framework for information exchange and cooperation between Member States and Frontex to improve situational awareness and increase reaction capability at the external borders. Its aim is to 1) prevent cross-border crime; 2) prevent irregular migration; 3) contribute to protecting migrants' lives.

https://home-affairs.ec.europa.eu/policies/schengen-borders-and-visa/border-crossing/eurosur_en

Prüm decision

It aims to improve cross-border cooperation between EU Member States' police and judicial authorities to combat terrorism and cross-border crime more effectively. It focuses particularly on automated exchanges of information, but also on major events and on fighting terrorism.

[Decision 2008/615/JHA – cross-border cooperation, particularly in combating terrorism and cross-border crime](#)

Review of the European Neighbourhood Policy (ENP) (2015)

The ENP was launched in 2004 to foster stability, security and prosperity in the EU's neighboring regions, both in the South and in the East. The 2015 review of the ENP added three joint priorities for cooperation: 1. Economic development for stabilization; 2. Security, and 3. Migration and mobility.

https://neighbourhood-enlargement.ec.europa.eu/review-european-neighbourhood-policy-enp_en



Middle East

IOM Middle East and North Africa Regional Strategy 2020-2024

This IOM strategy highlights the current and future regional and cross-regional trends and challenges with respect to migration and situations of displacement, and outlines how IOM seeks to address them, including through collaboration with United Nations agencies and other partners.

https://www.iom.int/sites/g/files/tmzbd1486/files/documents/middle_east_and_north_africa_regional_strategy_2020-2024.pdf

Other regional initiatives

Accra Initiative (2017)

The Accra Initiative aims to prevent spillover of terrorism from the Sahel and to address transnational organized crime and violent extremism in member countries' border areas.

<https://ecfr.eu/special/african-cooperation/accra-initiative/>

Bamako Declaration on Impunity, Justice and Human Rights (2011)

The Declaration identifies practical recommendations to fight organized crime, illicit trafficking, terrorism and piracy.

<https://unowa.unmissions.org/bamako-declaration-impunity-justice-and-human-rights>

EU Border Management Programme for the Maghreb region (BMP-Maghreb) (2018-2024)

The BMP Maghreb program focuses on providing support to the strengthening of border management capacities of Maghreb countries. The program targets national border agencies of Maghreb countries or any related institutions that are in the front-line in the management of borders, irregular migration and the protection of migrants in vulnerable situations. It provides support to strategic development, purchase and maintenance of priority equipment, capacity building and development of necessary standards and procedures at national level, in line with international standards and human rights and rights-based approach.

https://trust-fund-for-africa.europa.eu/our-programmes/border-management-programme-maghreb-region-bmp-maghreb_en

Integrated Border Stability Mechanism (IBSM) (2023)

The IBSM is aimed at strengthening cooperative border governance and security in areas strategically relevant for regional stability. The establishment of IBSM as a multilateral coordination platform will contribute to strengthening cooperation between actors involved in governance and border security in West Africa. The initiative will also facilitate the implementation and development of regional and national strategies, and policy frameworks to improve governance and integrated border



management in order to ensure better border stability. The stakeholders involved in this new integrated governance mechanism will benefit from a structured framework for sharing information and building capacities in immigration and border governance. The IBSM was launched by the International Organization for Migration (IOM), the United Nations Office on Drugs and Crime (UNODC) and the United Nations Office of Counter-Terrorism (UNOCT).

<https://www.iom.int/news/integrated-border-stability-mechanism-set-strengthen-border-governance-and-security-west-african-countries>

SADC Draft Guidelines for Coordinated Border Management (2011)

The Southern African Development Community (SADC) guidelines provide a comprehensive catalogue and description of best practices of border agency cooperation and guidance how to implement them in the Southern-African context. Besides the guidelines, the document also features a comprehensive glossary of coordinated border management vocabulary.

https://www.sadc.int/sites/default/files/2021-08/SADC_Coordinated_Border_Management_Guidelines_-_Aug_2011.pdf

The Hague Programme: strengthening freedom, security and justice in the European Union (2005)

The objective of the Hague Programme is to improve the common capability of the Union and its Member States to guarantee fundamental rights, minimum procedural safeguards and access to justice, to provide protection in accordance with the Geneva Convention on Refugees and other international treaties to persons in need, to regulate migration flows and to control the external borders of the Union, to fight organized cross-border crime and repress the threat of terrorism, to realize the potential of Europol and Eurojust, to carry further the mutual recognition of judicial decisions and certificates both in civil and in criminal matters, and to eliminate legal and judicial obstacles in litigation in civil and family matters with cross-border implications.

<https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A52005XG0303%2801%29>

The U.S. Strategy to Prevent Conflict and Promote Stability 10-Year Strategic Plan for Coastal West Africa (2023)

This plan envisions a range of U.S. and partner efforts to advance the long-term goal that Coastal West Africans promote peace and prevent violent conflict and violent extremism (VE) that risks destabilizing the region. The term “Coastal West Africans” encompasses civilians, governments and institutions, security forces, civil society, and regional bodies and seeks to reinforce the united front required for success. The U.S. will focus diplomatic engagement and assistance tools at local, national, and regional levels on advancing three overlapping objectives: 1) Social cohesion is strengthened within and between at-risk communities; 2) Improved government responsiveness, inclusion, and accountability to at-risk communities; and 3) Enhanced security force responsiveness and accountability to at-risk communities. This 10-year plan is explicitly crafted to incorporate lessons learned from overly securitized approaches to addressing VE-related challenges in the Sahel region over the past decade.

<https://www.state.gov/the-u-s-strategy-to-prevent-conflict-and-promote-stability-10-year-strategic-plan-for-coastal-west-africa/>



USAID West Africa & the Sahel Regional Development Cooperation Strategy (RDCS) (2020-2025)

The goal for this joint 2020-2025 Regional Development Cooperation Strategy (RDCS) is to achieve increase social and economic development in a more resilient, democratic, integrated West Africa, by fulfilling four regional development objectives (RDOs): 1) Enhance democracy, peace, and stability; 2) Advance inclusive broad-based economic growth; 3) Catalyze governments, institutions and partners to strengthen health systems; and 4) Reduce vulnerability of targeted populations.

https://www.usaid.gov/sites/default/files/2022-05/USAID_West-Africa-and-USAID_Senegal_SRO_RDCS.pdf

WCO West Africa Security Project (2021)

The Project aims to complement the counter-terrorism Action Plans or policy statements for the region developed by the United Nations (UN), the European Union (EU) and the Economic Community of West African States (ECOWAS). The principal aim is to improve Customs security- and trade-related procedures so that the supply chain of goods into and across the region can be controlled effectively, thereby restricting access to IED precursor chemicals and components, as well as small arms and light weapons (SALW), whilst also identifying illicit trade in goods and cash which may be used to finance terrorism in these countries.

<https://www.wcoomd.org/en/media/newsroom/2021/march/launch-of-wco-west-africa-security-project.aspx>

Multilateral documents

GCTF Good Practices in the Area of Border Security and Management in the Context of Counterterrorism and Stemming the Flow of “Foreign Terrorist Fighters” (2016)

The good practices contained in this non-binding document are intended to inform and guide governments as they develop policies, guidelines, programs, and approaches for effective border security management (BSM), with the specific aim to strengthen cross-border cooperation and border surveillance in a counterterrorism context. These good practices can also be used to shape bilateral or multilateral collaboration on BSM, as well as technical or other capacity-building assistance.

<https://www.thegctf.org/Portals/1/Documents/Framework-Documents/2016-and-before/GCTF-Good-Practices-BSM-ENG.pdf>

GCTF Training of Trainers Manual (2017)

The document aims to assist GCTF Members in building capacity to better secure their borders. The curriculum serves as a guideline to train border security officials to in turn train other border officers within the respective national border law enforcement agencies.

<https://www.thegctf.org/Portals/1/Documents/Links/Web/Final ToT Curriculum on BSM.pdf>

GCTF New York Memorandum on Good Practices for Interdicting Terrorist Travel (2019)



The good practices contained in this non-binding document are to serve as guidelines for improving terrorist screening mechanisms and capabilities to interdict terrorist travel. It is the result of lessons learned, concerns, challenges, and case studies shared by practitioners and policymakers to address systemic gaps and implement necessary legal and policy measures to further secure borders against terrorist travel and ensure implementation of UNSC Resolution 2396 (2017).

<https://www.thegctf.org/Portals/1/Documents/Framework-Documents/2019/New-York-Memorandum-ENG.pdf>

Addendum to the GCTF New York Memorandum on Good Practices for Interdicting Terrorist Travel (2021)

This guidance complements and builds on the GCTF New York Memorandum and aims to provide non-binding guidance for identifying and preventing terrorist misuse of the maritime domain, as well as for responding to terrorist attacks. It is organized into four main categories related to: 1) improving domain awareness; 2) identifying and developing legal and policy frameworks; 3) prioritizing cooperation and collaboration; and 4) strengthening capacity-building.

https://www.thegctf.org/Portals/1/Documents/Framework-Documents/Border-Security-and-Interdicting-Terrorist-Travel/MaritimeAdden_ENG.pdf

Examples of regional cooperation

Capacity-building in border security and management

Ghana, Burkina Faso, Cote d' Ivoire and Togo (supported by the EU)

In 2021, Ghana, Burkina Faso, Cote d' Ivoire and Togo committed to strengthening coordination and cooperation at the operational level in cross-border areas.

https://www.eeas.europa.eu/delegations/ghana/ghana-and-three-other-west-african-countries-collaborate-strengthen-security-and_en?s=101

Guinea, Liberia and Sierra Leone (supported by IOM)

The joint program (2020-2023) strengthens capacities of Guinea, Liberia and Sierra Leone for cross-border collaboration on migration and health management in an area where borders of the countries meet. It enhances integrated border management to better control illegal activities and health risks, increases trust and support between state institutions and communities, and enhances community social cohesion.

<https://migrationnetwork.un.org/projects/strengthening-border-management-social-cohesion-and-cross-border-security-parrots-beak>



Trans-Saharan Counterterrorism Partnership (TSCTP)

The Trans-Sahara Counterterrorism Partnership (TSCTP) is a multi-faceted, multi-year U.S. strategy aimed at developing resilient institutions that are capable of preventing and responding to terrorism in a holistic, long-term manner. Programs under the TSCTP aim to counter and prevent violent extremism by empowering partner countries to 1) provide effective and accountable security and justice services to enhance citizen cooperation with and trust in law enforcement, and 2) develop the institutional foundation for counterterrorism and related capabilities, including border security and prison security and reintegration efforts. Partner countries include Algeria, Burkina Faso, Cameroon, Chad, Libya, Mali, Mauritania, Morocco, Niger, Nigeria, Senegal, and Tunisia.

<https://www.congress.gov/bill/117th-congress/house-bill/567/text>

Integrated border management systems

Jordan Integrated Border Management (supported by UNODC, EU, ICMPD)

The IBM project supports Jordan to develop an integrated approach in border management and to strengthen capacities to counter transnational crime and enhance trade traffic for land, sea and air border centers.

https://www.unodc.org/romena/en/Stories/2019/November/jordan_the-launch-of-the-integrated-border-management-project.html

Zambia–Zimbabwe One Stop Border Post

Chirundu, situated on the border of Zimbabwe and Zambia, was commissioned as a One Stop Border Post in 2009. Interventions are being made to improve trade facilitation at the border. The project is also expediting improved Inter-Agency Coordination among border agencies and enhancing ICT inter connectivity between Zambia Revenue Authority (ZRA) and Zimbabwe Revenue Authority (ZIMRA) to enhance border efficiency among other key interventions.

<https://www.mcti.gov.zm/zbpup/?p=2004>

Regional cooperation to strengthen border security

Baltic Sea Region Border Control Cooperation (BSRBCC)

BSRBCC is a multinational inter-agency cooperation focused on countering border-crossing crime with a maritime emphasis. It provides a network for information exchange and best practices, as well as supporting systems for maritime safety, environmental protection, and fishery surveillance. Cooperation partners are police, border guards, coast guards and customs. Member States are Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Norway, Poland and Sweden.

https://bsrbcc.org/Webs/BSRBCC/EN/02_BSRBCC_About/about_node.html



Coordinated Border Management (CBM) in Bangladesh, Bhutan, India and Nepal (BBIN)

The Coordinated Border Management (CBM) in the BBIN context aims to involve cross-border regulatory agencies within the same country as well as coherent regulatory bodies across borders, striving to attain streamlined and effective regulatory processes through establishing official measures, mechanisms and communication channels.

<https://lpai.gov.in/sites/default/files/2024-01/CoordinatedBorderManagementatLandPortsinBBINCountries.pdf>

EUROFRONT in Latin America (supported by the EU)

EUROFRONT is a delegated cooperation program between the European Union and Latin America that contributes to security, the improvement of respect for and protection of human rights and social and economic development at a national and regional level by strengthening the effectiveness in the management of four pilot borders involving seven countries and supporting the fight against human trafficking and migrant smuggling.

<https://programaeurofront.eu/en>

India-Bangladesh Coordinated Border Management Plan (CBMP)

The aim of the CBMP is to synergize efforts of both countries' border guard forces for more effective control over cross-border illegal activities, as well as the maintenance of peace.

https://www.hcidhaka.gov.in/pdf/bi_doc/scan0020.pdf

Pacific Transnational Crime Network (PTCN)

The Pacific Transnational Crime Network (PTCN) is a mandated program under the Pacific Islands Chiefs of Police (PICP) to combat transnational crime in the Pacific via a police-led criminal intelligence and investigative capability. The PTCN is an intelligence network aimed at enhancing the capacity of Pacific Island law enforcement to detect, investigate, and disrupt transnational crime.

<https://www.picp.co.nz/ptcn>

RACC in Burkina Faso, Chad, Mali, Mauritania and Niger (supported by the EU)

The EU Regional Advisory and Coordination Cell (RACC), within its regional mandate on security and defence, supports the cooperation on borders security in the five countries of the G5 Sahel: Burkina Faso, Chad, Mali, Mauritania and Niger on security and defence to defeat the security threats of the region.

https://www.eeas.europa.eu/eu-racc-sahel/common-border-security-sahel-matters-europe_en?s=4439

https://www.eeas.europa.eu/eu-racc-sahel/racc-contributes-eu-support-border-security-sahel_en?s=4439



Technical assistance to strengthen information sharing

Automated Fingerprint Identification Systems (AFIS) in West African countries (funded by the EU, implemented by Interpol, with the support of Civipol)

As part of the West Africa Police Information System (WAPIS) Programme, this project (2022-2024) aims to strengthen or introduce a criminal Automated Fingerprint Identification System (AFIS) in participating countries.

<https://www.interpol.int/en/How-we-work/Capacity-building/WAPIS-Programme/WAPIS-AFIS-Project>

Mali-Niger MIDAS (supported by IOM)

The Migration Information and Data Analysis System (MIDAS) is a high-quality, user-friendly and fully customizable Border Management Information System (BMIS) for States in need of a cost-effective and comprehensive solution. MIDAS automatically checks all recorded entry and exit data against national and INTERPOL Alert Lists. This feature contributes towards ensuring that those attempting to cross the border do not pose a threat to national or international security and, additionally, are not using stolen or lost travel documents.

https://www.iom.int/sites/g/files/tmzbd1486/files/our_work/DMM/IBM/updated/midas-brochure18-v7-en_digital-2606.pdf

West Africa Police Information System (WAPIS) (funded by the EU, implemented by Interpol)

The West Africa Police Information System (WAPIS) Programme (2017-2023) supports the efforts of national authorities and ECOWAS in improving the security of citizens in West Africa and is being implemented at three levels: national, regional and global.

<https://www.interpol.int/en/How-we-work/Capacity-building/WAPIS-Programme>

https://trust-fund-for-africa.europa.eu/news/west-africa-wapis-programme-works-counter-transnational-organised-crime-2020-07-01_en

Threat assessments, reports and books

Regional

Leuprecht, C. et al. (eds.): Patterns in Border Security, Regional Perspectives (2022)

Routledge

<https://www.taylorfrancis.com/books/edit/10.4324/9781003216926/patterns-border-security>



Africa

National Security Strategy Development in Africa, Toolkit for Drafting and Consultation (2021)

Africa Center for Strategic Studies

<https://africacenter.org/wp-content/uploads/2021/01/National-Security-Strategy-Development-in-Africa-Toolkit-for-Drafting-and-Consultation-Africa-Center-for-Strategic-Studies-2022-01.pdf>

Land and sea border externalization, A view from Senegal and Mauritania (2023)

ASGI – Associazione per gli Studi Giuridici sull'Immigrazione

<https://www.asgi.it/wp-content/uploads/2023/07/Land-and-sea-border-externalization-a-view-from-Senegal-and-Mauritania.pdf>

Borders and Conflicts in North and West Africa (2022)

OECD – Organisation for Economic Co-operation and Development

https://www.oecd-ilibrary.org/development/borders-and-conflicts-in-north-and-west-africa_6da6d21e-en

Cross-border Co-operation and Policy Networks in West Africa (2017)

OECD – Organisation for Economic Co-operation and Development

https://www.oecd-ilibrary.org/development/cross-border-co-operation-and-policy-networks-in-west-africa_9789264265875-en

Border Management & Border Communities in the Sahel (2016)

UNDP – United Nations Development Programme

<https://info.undp.org/docs/pdc/Documents/MRT/Border and communities Management Sahel.pdf>

Transnational Organized Crime in West Africa: A Threat Assessment (TOCTA) (2013)

UNODC – United Nations Office on Drugs and Crime

https://www.unodc.org/documents/data-and-analysis/tocta/West_Africa_TOCTA_2013_EN.pdf

Transnational Organized Crime Threat Assessment in the Sahel series (TOCTA Sahel) (2023)

UNODC – United Nations Office on Drugs and Crime

https://www.unodc.org/unodc/en/data-and-analysis/Tocta_Sahel.html



Americas

Terrorist and Organized Crime Groups in the Tri-Border Area (TBA) of South America (2003)

Federal Research Division, Library of Congress, USA

<https://irp.fas.org/cia/product/frd0703.pdf>

Brunet-Jailly, E.: Borderlands: Comparing Border Security in North America and Europe (2007)

University of Ottawa Press

<https://www.jstor.org/stable/j.ctt1ckpchh>

Asia and Oceania

Border Management Cooperation Roadmap (2021)

ASEAN – Association of Southeast Asian Nations

<https://asean.org/wp-content/uploads/2024/03/10.-Concept-Paper-ASEAN-Border-Management-Cooperation-Roadmap.pdf>

Das, P.: India-Bangladesh Border Management: A Review of Government's Response (2008)

Strategic Analysis, Vol. 32, No. 3

<https://www.tandfonline.com/doi/pdf/10.1080/09700160802063228>

Europe

European Union Serious and Organised Crime Threat Assessment (SOCTA) (2021)

Europol - European Union Agency for Law Enforcement Cooperation

<https://www.europol.europa.eu/publications-events/main-reports/socta-report>

Annual Risk Analysis Reports (2023)

Frontex – European Border and Coast Guard Agency

<https://www.frontex.europa.eu/what-we-do/monitoring-and-risk-analysis/risk-analysis/risk-analysis/>

VEGA Handbook Series on Children at the Borders (2015-2019)

Frontex – European Border and Coast Guard Agency



<https://www.frontex.europa.eu/media-centre/news/news-release/children-at-the-borders-our-shared-priority-2T5vEy>

Bigo, D.: The (in)securitization practices of the three universes of EU border control: Military/Navy – border guards/police – database analysts (2014)

Security Dialogue, Vol. 45, Issue 3

<https://journals.sagepub.com/doi/full/10.1177/0967010614530459>

Middle East

Wolff, S.: Border management in the Mediterranean: internal, external and ethical challenges (2008)

Cambridge Review of International Affairs, Vol. 21, Issue 2

<https://www.tandfonline.com/doi/full/10.1080/09557570802021030>

Khaddour, K. and Hasan, H.: The transformation of the Iraqi-Syrian Border: From a National to a Regional Frontier (2020)

Carnegie Endowment for International Peace

https://www.researchgate.net/profile/Harith-Hasan/publication/The_Transformation_of_the_Iraqi-Syrian_Border_From_a_National_to_a_Regional_Frontier.pdf

Herbert, M.: Securing and stabilising borders in North and West Africa (2020)

Institute for Security Studies (ISS)

https://issafrica.s3.amazonaws.com/site/uploads/pb155_2.pdf

Németh, G.: EU Support to Strengthen Border Security in the Middle East, North Africa Region (2024)

II. Ludovika International Law Enforcement Research Symposium

<https://real.mtak.hu/193758/>

Herbert, M.: The Challenge of Coordinating Border Management Assistance between Europe and the Maghreb (2022)

Migration Policy Institute



<https://www.migrationpolicy.org/sites/default/files/publications/tcm-herbert-maghreb-2022-final.pdf>

Topical

Coordinated border management

Kieck, E.: Coordinated border management: unlocking trade opportunities through one stop border posts (2010)

World Customs Journal, Vol. 4, No. 1

[https://worldcustomsjournal.org/Archives/Volume%204%2C%20Number%201%20\(Mar%202010\)/02%20Kieck.pdf](https://worldcustomsjournal.org/Archives/Volume%204%2C%20Number%201%20(Mar%202010)/02%20Kieck.pdf)

Polner, M.: Coordinated border management: from theory to practice (2011)

World Customs Journal, Vol. 5, No. 2

https://www.wcoomd.org/-/media/wco/public/global/pdf/topics/research/research-paper-series/19_cbm_polner_en.pdf

Human rights and gender

Guidelines for Addressing the Threats and Challenges of "Foreign Terrorist Fighters" within a Human Rights Framework (2018)

ODIHR – OSCE Office for Democratic Institutions and Human Rights

<https://www.osce.org/odihr/393503>

“Border Management and Gender”, In: Gender and Security Toolkit (2020)

ODIHR – OSCE Office for Democratic Institutions and Human Rights, DCAF and UN Women

<https://www.osce.org/odihr/447049>

Enhanced Understanding on Freedom of Movement in all Phases of the Conflict Cycle (2023)

ODIHR – OSCE Office for Democratic Institutions and Human Rights

<https://www.osce.org/odihr/543012>

Recommended principles and guidelines on human rights at international borders (2014)

OHCHR – UN Office of the High Commissioner on Human Rights



https://www.ohchr.org/sites/default/files/Documents/Issues/Migration/OHCHR_Recommended_Principles_Guidelines.pdf

Human Rights at International Borders: A Trainer's Guide (2021)

OHCHR – UN Office of the High Commissioner on Human Rights and UNOCT – UN Office of Counter-Terrorism

https://www.ohchr.org/sites/default/files/Documents/Publications/HR_InternationalBorders.pdf

New technologies

CTED Analytical Brief: Biometrics and Counter-Terrorism (2021)

CTED – UNSC Counter-Terrorism Committee Executive Directorate

https://www.un.org/securitycouncil/ctc/sites/www.un.org.securitycouncil.ctc/files/files/documents/2021/Dec/cted_analytical_brief_biometrics_0.pdf

Artificial intelligence at EU borders – Overview of applications and key issues (2021)

EPRS – European Parliamentary Research Service

[https://www.europarl.europa.eu/RegData/etudes/IDAN/2021/690706/EPRS_IDA\(2021\)690706_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/IDAN/2021/690706/EPRS_IDA(2021)690706_EN.pdf)

Border Management and Human Rights. Collection, processing and sharing of personal data and the use of new technologies in the counter-terrorism and freedom of movement context (2021)

ODIHR – OSCE Office for Democratic Institutions and Human Rights

<https://www.osce.org/odihr/499777>

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ICAO – United Nations International Civil Aviation Organization: API Guidelines and PNR Reporting Standards

https://www.icao.int/security/fal/sitepages/api_guidelines_and_pnr_reporting_standards.aspx

ICMPD – International Centre for Migration Policy Development: Border Management and Security Programme

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ICMPD – International Centre for Migration Policy Development: Border Management and Border Communities in the Sahel region

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<https://www.interpol.int/en/How-we-work/Border-management>

IOM – International Organization for Migration: Immigration and border governance

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UNOCT – United Nations Office on Counter-Terrorism: Countering Terrorist Travel Programme
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UNODA – United Nations Office on Disarmament Affairs: Small arms: Border controls & law enforcement

<https://disarmament.unoda.org/convarms/smallarms-border-controls/>

UNODC – United Nations Office on Drugs and Crime: Border Management Branch

https://www.unodc.org/documents/bmb/20221031-BMB_Booklet-web_version.pdf

UNODC – United Nations Office on Drugs and Crime: Terrorism Prevention Branch – International Legal Instruments

<https://www.unodc.org/unodc/en/terrorism/expertise/international-legal-framework.html>

UNODC – United Nations Office on Drugs and Crime: West and Central Africa: Border Management

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UNOWAS – United Nations Office for West Africa and the Sahel

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WCO – World Customs Organization: Security Programme

<https://www.wcoomd.org/en/Topics/Enforcement-and-Compliance/Activities-and-Programmes/Security-Programme>

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