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Integrated Border Management

Final report on the implementation of the 2014–2017 Action Plan

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Abbreviations

ALO	Airline Liaison Officer
AP	Action Plan
API	Advance Passenger Information (electronic system that sends passenger data to the relevant border management agencies immediately after airline check-in)
Art.	Article
BE	Canton of Bern
CC Web	Competency Centre Web of the → GS-FDJP
CD	Consular Directorate of the → FDFA
cf.	Please refer to
CP	Cantonal police
CS-VIS	Centralised European visa system
DDPS	Federal Department of Defence, Civil Protection and Sport
DEA	Directorate for European Affairs of the → FDFA
DETEC	Federal Department of the Environment, Transport, Energy and Communications
DGC	Directorate General of Customs of the → FDF
DIL	Directorate of International Law of the → FDFA
DPA	Directorate of Political Affairs of the → FDFA
DR	Directorate for Resources of the → FDFA
EAER	Federal Department of Economic Affairs, Education and Research
EES	Entry/Exit System
EFTA	European Free Trade Association
EMF	Resident services, migration and immigration police of the City of Bern
EMN	European Migration Network (supports political decision-making processes in asylum and migration-related matters at a European level)
ETIAS	European Travel Information and Authorisation System
EU	European Union
FCA	Federal Customs Administration of the → FDF
FDF	Federal Department of Finance
FDFA	Federal Department of Foreign Affairs
FDHA	Federal Department of Home Affairs
FDJP	Federal Department of Justice and Police
FDPIC	Federal Data Protection and Information Commissioner
fedpol	Federal Office of the Police of the → FDJP
FEDRO	Federal Roads Office of the → DETEC
FIS	Federal Intelligence Service of the → DDPS
FNA	Foreign Nationals Act (→ SR 142.20)
FOBL	Federal Office for Buildings and Logistics of the → FDF
FOJ	Federal Office of Justice of the → FDJP
FSO	Federal Statistical Office of the → FDHA
GE	Canton of Geneva
GR	Canton of Graubünden
GS-FDJP	General Secretariat of the → FDJP
IBM	Integrated Border Management
ILA	Integral survey of the external border
IPAS	Computerised identity, legitimation and administrative system of → fedpol
ISA	Information system for ID documents
ISC-FDJP	IT Service Centre of the → FDJP
ISF	Internal Security Fund
ISR	Information system for issuing Swiss travel documents and re-entry passes to foreign nationals

KdK	Conference of Cantonal Governments
KKJPD	Conference of Cantonal Directors of Justice and Police
KKPKS	Conference of Cantonal Police Commanders of Switzerland
KSBS	Conference of Law Enforcement Authorities of Switzerland (since 2014 → SSK)
LU	Canton of Lucerne
MoU	Memorandum of Understanding
NAA (RE3)	NAA: new residence permit for non-nationals; RE3: realisation phase 3 of the project
OJ	Official Journal of the European Union
PA19	Production of non-national identity cards from 2019 onwards
PCN	Process Control Number (number unambiguously linked to a fingerprint taken within the context of EURODAC)
PNR	Passenger Name Record
RIPOL	<i>Recherches informatisées de police</i> (Swiss Confederation's automatic tracing system)
RPC	Reception and Processing Centres of the → SEM
RTP	Registered Traveller Programme (automatic border-control system requiring pre-registration)
SBG	Swiss Border Guard of the → FDF
SDC	Swiss Agency for Development and Cooperation of the → FDFA
SECO	State Secretariat for Economic Affairs of the → EAER
SEM	State Secretariat for Migration
SIRENE	Supplementary Information Request at the National Entry (office in every Schengen Member State for exchanging police operations information in association with the → SIS between Member States)
SIS	Schengen Information System
SO	Canton of Solothurn
SPI	Swiss Police Institute
SR	Systematic collection of federal laws
SSK	Conference of Swiss Public Prosecutors (until 2014 → KSBS)
SVZW	Swiss Civil Servants' Association
VIS	European Visa Information System
VKM	Association of Cantonal Migration Agencies
VS	Canton of Valais
VSAA	Association of Swiss Labour Market Authorities
ZEMIS	Central Migration Information System
ZH	Canton of Zurich

1. Introduction

The Schengen Association Agreement fundamentally changed the regime for identity checks at national borders. This change of system not only required new forms of cooperation throughout the Schengen Area, but also demanded closer collaboration between border management agencies at the national level. Having recognised this, and also prompted by a recommendation from the 2008 Schengen Evaluation Report, under the lead of the State Secretariat for Migration (SEM, formerly the Federal Office for Migration FOM) the federal and cantonal authorities concerned and involved developed the Integrated Border Management Strategy (IBM Strategy) and the Integrated Border Management Action Plan (IBM Action Plan). The intention was to create a common umbrella for all of the activities of the individual agencies involved in border management, in order:

- to efficiently coordinate the fight against illegal migration and, in particular, people-smuggling on a commercial scale
- to combat cross-border crime
- to facilitate legal migration, and
- to ensure that border management in itself complies with the law and with human rights conventions.

Drawing on the four-filter EU model of integrated border management, the IBM Strategy covers all activities by the authorities in connection with migration and travel processes in third-party states, in other Schengen States, at the external Swiss border and internal measures downstream.

The Federal Council and the Conference of Cantonal Directors of Justice and Police KKJPD decided in 2014 to implement the IBM Strategy and IBM Action Plan. The authorities defined in the IBM Action Plan were then tasked with this work. An annual monitoring round examined the implementation status of the measures defined in the Action Plan. Findings were set out in a report which was approved by both the Federal Council and the KKJPD.

The first strategy cycle ended as planned in 2017, after five years. In addition to the usual annual round of monitoring by the SEM, to mark this milestone an external agency was also engaged to evaluate the Strategy and the Action Plan. This evaluation was to focus in particular on the process by which the IBM Strategy and Action Plan came about. It was also to apply precise criteria to describe and rate the way in which the Strategy and the Action Plan had been implemented. In all of this work, the objective was to use these systematic findings to generate specific recommendations, as a foundation for the next iteration of the strategy.

In addition to the findings of the most recent regular round of monitoring, this Final Report thus contains a summary of the findings of the external evaluation, an overview of developments in integrated border management over the past seven years, and a look ahead to the new strategy.

2. Current challenges in border management

Where internal borders are concerned, 2017 saw the migration situation normalise still further. A comparison with migratory movements via the Balkan route in 2015, and via the central Mediterranean route in 2015 and 2016, shows that the measures that have been instituted are working. Such measures include the agreement between Turkey and the EU, the border defence measures instituted by various states along the Balkan route, and the package of measures that the EU and Italy put together with Libya. From mid-July 2017 the latter resulted in a sharp drop in dangerous sea crossings from Libya to Italy. Consequently, the number of internal interceptions reported by the SBG (and thus also those at internal borders) fell by just under 46% year-on-year, although the southern border is still under the greatest migratory pressure.

A further reason for the decline in the number of people being apprehended is that migratory flows across the Mediterranean are increasingly shifting towards Spain. The dangerous situation in Libya, and the ever-more-hostile political climate in Italy, are prompting many asylum-seekers to route their journey via Morocco to Spain. Here, the same number of asylum applications were made the first five months of 2018 alone as were made in the whole of 2017. Given the tougher stance of the Italian government, this trend can be expected to continue, while migrants who are currently in Italy will likely set out northwards, which might once again increase the pressure on Switzerland's southern border.

More than 20 acts of terrorism were recorded throughout Europe in 2017. These included those on La Rambla in Barcelona and at nearby Cambrils, the attack on a pop concert in Manchester, and various bomb, knife and firearm attacks in France and Belgium. These terrorist attacks and the after-effects of the 2015 migration crisis meant that, despite the migration situation in Europe overall having eased, six Schengen States – Germany, Austria, France, Norway, Sweden and Denmark – continued to conduct the internal Schengen border controls that they had previously re-introduced. Terrorism-related developments, in particular, left certain Schengen States feeling a greater need to maintain those internal borders. As a result, the European Commission's proposals to amend the Schengen Borders Code to attach stricter conditions to the introduction and, specifically, multiple extension of internal border controls, faltered in the face of resistance from certain Schengen States. To date, these States have also proven unmoved by the EU's reform efforts¹, which had been drafted in response to the migration crisis of 2015 and the security risks it posed in connection with the high number of undocumented migrants.

Following years of stagnation, in 2017 there was a renewed increase in the number of people being refused entry at Switzerland's external borders. This is attributable to a variety of factors. One of the key factors in the rise of just under 37% is the sheer increase in passenger volumes. At the same time, there was a drop of more than 33% in the number of asylum applications in 2017. This is thought to be due to the decline in sea crossings via the central Mediterranean route, as mentioned above, as well as less onward migration from Afghanistan, Syria and Iraq. The trend that had emerged in 2016 – that many of those detained at the southern border for attempting to enter Switzerland illegally did not subsequently request asylum – thus continued through into 2017.

¹ cf. Section 6.1.

3. Implementation of the Action Plan

On behalf of the Federal Council, the FDJP submits an annual report on the implementation of the Action Plan to both the Federal Council and the KKJPD. Formal responsibility for monitoring the implementation of the IBM Action Plan lies with the Border Steering Committee in its expanded configuration², under the lead of the SEM.

In contrast to previous annual reports, the focus in this present Final Report is not on the implementation status of the individual measures, in the sense of a

progress report, but rather on a primarily qualitative overall assessment of work to implement the Action Plan since it was launched in 2014. In addition, Appendix 1 contains an overview of the status of all measures as at the end of 2017.

After four years of implementation work, the picture is a largely positive one. In quantitative terms, as at the end of 2017 42 of the total 68 measures, or 62%, had been implemented.

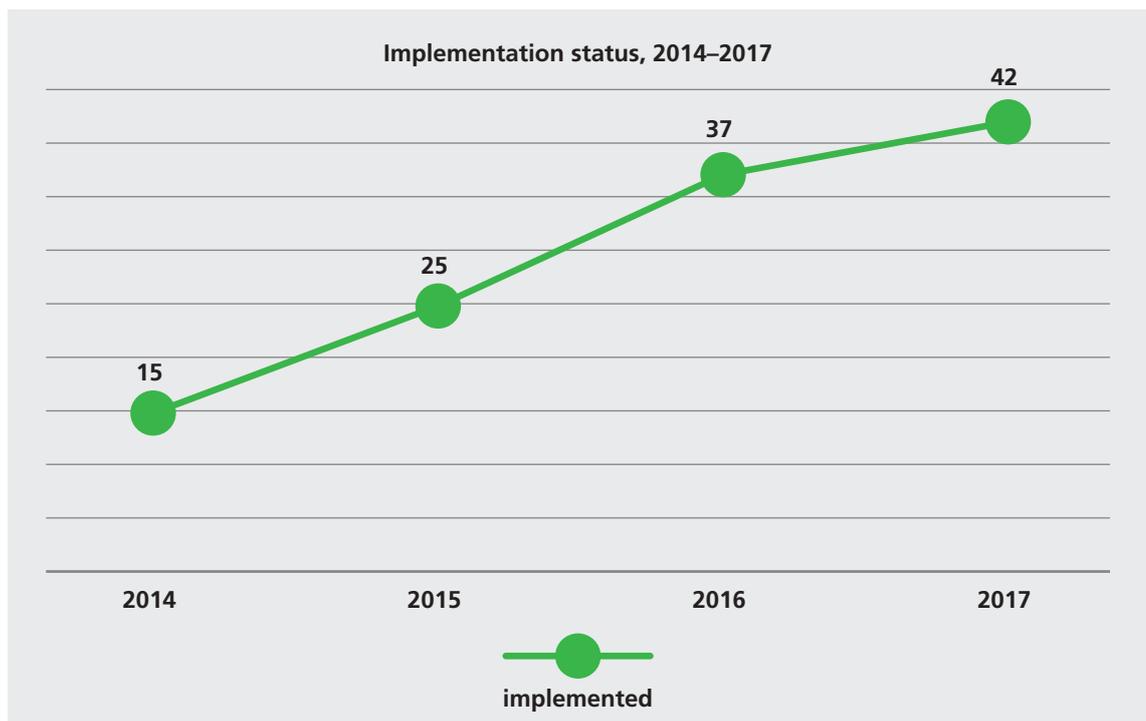


Figure 1: Implementation status, 2014-2017

² SEM, fedpol, SBG, CP GE, CP ZH, expanded once a year by CD, KKJPD, KKPKS, FIS, VKM.

Each of the first three years saw a marked year-on-year increase in the number of measures that had been implemented. This implementation curve flattened off in 2017. The steady rise in measures implemented in the early years reflects their staggered start in four realisation phases, as provided for in the Action Plan. Certain measures also began earlier than planned. The difficulties in implementing certain of the Action Plan's measures became more acute as the implementation phase neared its end. This was naturally particularly true of the more complex and extensive measures, which faced content-related, organisational, financial and staffing challenges. In addition to divergence on the content of measures in some areas, tight resources often put implementation behind schedule. This indicates that the measures concerned were accorded relatively low priority by the organisational units in question.

That said, many measures are already generating the added value that integrated border management was intended to produce. For example, the implementation of many measures has contributed significantly to the general goals and individual objectives laid down in the IBM Strategy. At the same time, implementation work has often had positive side-effects which have further strengthened integrated border management. Closer and more effective cooperation between the various authorities at federal and cantonal level is one example here. It has also been possible to create a greater awareness of a common, integrated approach to border management and, with it, an understanding of the positions and interests of other authorities. Furthermore, implementation work has given rise to some new ideas and solutions which, given the changing underlying situation, have proven a better fit than the solutions that had originally been planned. Finally, new measures that had not formally been included in the Action Plan have also been launched in connection with IBM.

4. Evaluation of IBM

The SEM engaged an external agency to evaluate the IBM Strategy and Action Plan to ensure that work to develop the next IBM Strategy not only factors in its own experience and evaluation, but also benefits from systematic, externally generated findings and specific recommendations. In particular, the external agency's remit was to evaluate the process by which the IBM Strategy and Action Plan came about, and to describe and rate the way in which the Strategy and the Action Plan have been implemented, on the basis of defined criteria.

The findings of the evaluation, as well as the resulting recommendations, are set out below in the form of a brief summary by the evaluation team. Please refer to the comprehensive Final Report for full details³. The evaluation report and the summary were initially written in German.

4.1 Background

The authorities of the federal government and the cantons drafted the Integrated Border Management Strategy (IBM Strategy) and the Integrated Border Management Action Plan 2014–2017 (IBM Action Plan) in order to combat illegal immigration and cross-border crime. At the same time, as equally important objectives, they aimed to ensure that legitimate travellers are processed smoothly, and that border management as a whole complies with the law and human rights principles. Drawing on the four-filter EU model of integrated border management, the IBM Strategy covers all activities by the authorities in connection with migration and travel processes in third-party states, in other Schengen States, at the Swiss external border and internal measures downstream. The Strategy was formulated in response to a recommendation from Switzerland's first Schengen evaluation in 2008/2009. The process was led by the State Secretariat for Migration (SEM, formerly the Federal Office for Migration), in collaboration with affected and participating agencies. The Federal Council and the Conference of Cantonal Directors of Justice and Police (KKJPD) decided in 2014 to implement the IBM Strategy and IBM Action Plan. The authorities defined in the IBM Action Plan were then tasked with this work.

The evaluation was conducted on behalf of the SEM and accompanied by the Border Steering Committee in its expanded configuration. It provides a methodical framework within which to assess the formulation, implementation and impact of the IBM Strategy and IBM Action Plan. The findings of the evaluation will support the SEM and the expanded Border Steering Committee in their work on the next phase of the Integrated Border Management Strategy.

³ KEK-CDC Consultants (Frey, Kathrin / Kehl, Franz) and TC Team Consult SA (Prestel, Paul Victor / Bernard, Magali / Huesler, Ruggero): "Final Report on the evaluation of Integrated Border Management", <https://www.sem.admin.ch/dam/data/sem/einreise/ibm/schlussber-evaluation-ibm-e.pdf>

4.2 Research question and methodology

The evaluation examined two broad questions:

1. Was the process chosen for the formulation of the IBM Strategy and IBM Action Plan appropriate and efficient?
2. Based on the criteria laid down in the specifications – relevance and usefulness, impact, economy, coherence and sustainability – how are the implementation and impact of the IBM Strategy and IBM Action Plan to be assessed?

The evaluation report comprises a context analysis, an evaluation of the process behind the IBM Strategy and IBM Action Plan, 14 case studies on the implementation and impact of selected IBM measures, and a summary containing recommendations. Methodologically, the analyses were conducted by studying documents and conducting guided interviews with experts. The document analysis covered strategy documents, minutes of strategy development, action planning and implementation meetings, monitoring data, and further relevant secondary data on IBM and its context. A total of 37 interviews were conducted, on the basis of guideline questions, with actors involved in formulating and/or implementing the IBM Strategy and IBM Action Plan. Other experts on IBM were also interviewed.

The data was gathered between September 2017 and February 2018. The evaluation's findings therefore refer to the status of implementation as at the end of 2017.

4.3 Evaluation of the formulation of the IBM Strategy and IBM Action Plan

In Switzerland's federalist system, the powers to undertake integrated border management tasks are distributed across various agencies at federal and cantonal level. At federal level, in addition to the SEM these are the Federal Office of Police, the Swiss Border Guard, the Consular Directorate, and the Federal Intelligence Service. At cantonal level, the relevant actors are the cantonal police forces, the cantonal migration offices, and the offices of the cantonal public prosecutors. The evaluation shows that involving the relevant partners so closely in formulating the Strategy and planning its implementation contributed significantly to stronger inter-authority cooperation on IBM. One of the key strengths of the formulation process was also the fact that the IBM Action Plan was adopted by both the Federal Council and the KKJPD, thereby lending considerable binding force to its total of 68 measures. The SEM's approach to drafting the IBM Strategy and the IBM Action Plan is thus judged to have been appropriate.

However, the evaluation also reveals two areas in which there is room for improvement when planning for the next phase. Firstly, with the first strategy and action plan, contextual developments and differing implementation conditions were considered and anticipated only as marginal issues in strategy development and implementation planning. Consequently, integrated border management was not designed to be sufficiently flexible and responsive. Secondly, the issue of resources and structures for implementing IBM was largely ignored. This resulted in a certain lack of coherence between the goals/objectives, measures and resources.

4.4 Evaluation of the implementation and impact of selected IBM measures

The implementation and impact of the IBM Strategy and IBM Action Plan were evaluated on the basis of feedback gathered in interviews, as well as case studies on 14 of the measures contained in the IBM Action Plan. The SEM selected eleven measures which are particularly relevant to integrated border management, the implementation of which is encountering challenges. Three further measures were analysed on the recommendation of the members of the Border Steering Committee.

Relevance and usefulness: It is clear from the interviews that both the general goals of IBM and the measures, when analysed in detail, are regarded as relevant. The evaluation nonetheless also shows that the lean project management structure for the overall monitoring of IBM, the requirement that its implementation be resource-neutral, and the lack of clarity about needs and responsibilities with some of the measures, resulted in complex, resource-intensive measures not being implemented, or not being implemented fully. Furthermore, during the implementation phase itself, there was no dynamic response to relevant contextual changes, such as the migration crisis and terrorism.

Impact: The IBM Strategy supported a nationwide approach, encouraged a common understanding of border management, and strengthened cooperation within Switzerland. However, the monitoring programme which accompanied implementation focused primarily on accountability, rather than being used to manage and further develop IBM. The case studies also show that, to date, only three of the selected measures have been implemented fully, and eight partially. Three have not yet been implemented. Consequently, the objectives defined in the IBM Action Plan have been achieved to only a limited extent. It should be emphasised here that this finding refers to the 14 measures that were selected for the evaluation. The lead authorities believe, however, that a

clear majority of the 68 measures contained in the IBM Action Plan have been implemented successfully, or are being implemented as planned. The evaluation reveals a nuanced but positive picture of the impact of those measures that have been implemented either fully or in part. The intended effects have been or are likely to be achieved.

Economy: The three measures that have been fully implemented were realised at reasonable cost, and resulted in administrative processes being simplified. The IBM-specific administrative costs involved in implementation are mainly limited to monitoring activities and annual reporting, and may be described as lean.

Coherence: There is essentially a trade-off between combating illegal migration and cross-border crime, on the one hand, and facilitating legal border crossings, on the other. This trade-off was addressed in intense discussions as the Strategy was being formulated and action planned, and taken into consideration in its systematic inclusion in general goals, individual objectives, and measures. The coherence of the IBM Strategy is nonetheless diminished by a lack of clarity and coordination affecting the objectives of the individual measures, responsibilities and resources. This resulted in certain IBM measures being implemented only partially, if at all. Needs-based implementation was also impaired by the fact that no new IBM measures were incorporated, and the present evaluation also found that coordination with other governmental measures pursuing similar aims was poor, and only informal in nature.

Sustainability: The analysis of those three measures that were implemented in full assumes that they will have positive long-term impacts, because by simplifying processes they generated a benefit for the actors concerned. Where those measures that have not yet been implemented, or implemented only partially to date, are concerned, it is believed that regulatory action, in particular, will have a sustainable effect.

4.5 Recommendations

The IBM Strategy has proven to be an appropriate instrument as a comprehensive, nationwide strategy embedded in Switzerland's federalist system. Furthermore, the ratification of EU Regulation 2016/1624⁴ accepted a national IBM Strategy as a formal requirement for Schengen membership. With this in mind, a new IBM strategy should be formulated which takes contextual developments into account, factors in past IBM implementation experience, and takes up the out-comes of that implementation, as well as the five recommendations from the evaluation that are set out below.

1. The IBM Strategy should be updated.
2. The new IBM Strategy should set clear priorities. It must also create scope for the flexible future development of implementation work.
3. When developing the Strategy, early and constant attention should be paid to coherence, in terms of objectives, responsibilities, measures and resources.
4. The new IBM Strategy should be formulated in collaboration with the relevant partner agencies. The Federal Council and the KKJPD should issue the mandate to draft the Strategy, adopt it, and issue the mandate for the implementation of that new IBM Strategy.
5. Appropriate structures and resources should be made available to permit the flexible, dynamic implementation of the new IBM Strategy.

⁴ Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No. 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No. 2007/2004 and Council Decision 2005/1267/EG, Official Journal of the European Union of 16 September 2016, No. L 251, p. 1–76.

5. Overall conclusions on IBM

In recent years, integrated border management has developed a brand identity that is jointly supported and shaped by the professionals concerned.

It has proven possible to convince many federal agencies from four different government departments, as well as the police and immigration authorities (and subsequently also criminal prosecution authorities) of 26 cantons and the two largest border control agencies by far (the Zurich cantonal police and the SBG), of the need for a collective strategic umbrella, and it has resulted in the formulation of a joint instrument. The goal of encouraging a nationwide approach and improving cooperation has largely been achieved, and the effects will be felt for a long time.

At the institutional and strategic level, this has been reflected, for example, in the creation of permanent bodies such as the Border Steering Group, as a platform for regular exchange between federal and cantonal authorities on integrated border management issues.

New forms of cooperation have also been introduced successfully at the operational level, such as the ABC Gates project run jointly by the Zurich cantonal police and the SBG. The positive overall experience with this joint undertaking, and the increasing complexity of border controls, mean that similar forms of cooperation will be evaluated for future projects.

As expected, it is more difficult to assess the effectiveness of the Strategy in respect of its general goals. Whether or not the Strategy has actually resulted in progress on the fight against illegal migration and cross-border crime, or with the facilitation of legitimate entry, cannot be answered directly, in part because the Strategy itself deliberately did not set any target figures in this regard. Furthermore, the intertwined cause-and-effect relationships which affect these phenomena are so multi-layered and interdependent that they cannot be captured by simple impact metrics. It can nonetheless be said that the actors involved unanimously believe that the measures that have been implemented have made a very important contribution towards meeting the general goals of the Strategy.

When drawing up the successor strategy, work must focus for the time being on building on existing strengths. Specifically, these include involving the cantonal and federal authorities concerned as early as possible, and having the successor strategy adopted by the competent federal authorities and the cantons. Where the strategy implementation phase is concerned, whether and how the successor strategy can be embedded even more firmly in the political landscape must be examined, as must the extent to which such a position might be used to manage its implementation.

6. Outlook

6.1 Future challenges in border management

Since the first Integrated Border Management Strategy was formulated, passenger numbers at Switzerland's major external borders – the airports of Zurich, Geneva and Basel-Mulhouse – have risen by around a quarter. The steady increase in the mobility of the global population is also reflected in the number of visa applications, which similarly were up by around a quarter in the same period. This generated an elevated workload in connection with the first and third filters, in particular, which is likely to rise still further in the years to come.

It is difficult to predict today how migratory flows in Europe will develop, especially within the Schengen Area. The termination of agreements between Turkey and the EU, or between Italy, the EU and Libya, might have an enormous effect on illegal and forced migration. Certain Schengen States are attempting to counter this with reinforced internal border checks. Meanwhile, the EU is introducing new measures – such as the creation of 'landing platforms' in third countries – and revising the relevant legal foundations, in order to control irregular migration more effectively.

The EU created a legal foundation for IBM in 2016, with Article 3 para. 3 of the Border and Coast Guard Regulation⁵. This amendment to the Schengen acquis made the formulation, monitoring and updating of an integrated border management strategy a legal obligation and an ongoing task for all Schengen Member States.

At the operational level, the EU is conducting an overhaul of the IT systems associated with Schengen, in order to equip the Schengen Area more effectively for the challenges of the future. For example, in November 2017 the Council and the Parliament adopted the Regulation Establishing an Entry/Exit System (EES)⁶ for the electronic registration of entry and exit data for third-country nationals, and to calculate the length of their stay in the Schengen Area. The Regulation establishing a European Travel Information and Authorisation System (ETIAS)⁷, with which visa-exempt third-party nationals will have to register in future before beginning their journey to the Schengen Area, is also likely to come into effect by the end of October 2018.

In addition, in mid-December 2017 the European Commission presented a proposal to improve interoperability between the various existing and future EU systems. It is intended to enable border control agencies and other affected authorities to query several EU information systems at the same time via a "European search portal". A common system for comparing biometric data should make it possible to search for fingerprints and facial images in a range of systems that are currently still independent of each other. This would make the process of checking the identity of third-country nationals against existing data more reliable, thereby recognising multiple identities and preventing them more effectively. This approach would close current gaps and provide national agencies more quickly and efficiently with the information that they need to do their jobs.

⁵ Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No. 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No. 2007/2004 and Council Decision 2005/1267/IEG, Official Journal of the European Union of 16 September 2016, No. L 251, p. 1–76.

⁶ Regulation (EU) 2017/2226 of the European Parliament and of the Council of 30 November 2017 establishing and Entry/Exit System (EES) to register entry and exit data and refusal of entry data of third-country nationals crossing the external borders of the Member States and determining the conditions for access to the EES for law enforcement purposes, and amending the Convention implementing the Schengen Agreement and Regulations (EC) No. 767/2008 and (EU) No. 1077/2011, Official Journal of the European Union of 9 December 2017, No. L 327, p. 20–82.

⁷ Proposal for a Regulation of the European Parliament and of the Council establishing a European Travel Information and Authorisation System (ETIAS) and amending Regulations (EU) No. 515/2014, (EU) 2016/399, (EU) 2016/794 and (EU) 2016/1624.

Developing all of these systems at virtually this same time, with the resulting need to redevelop existing processes and organisational structures – in some cases from the ground up – presents enormous challenges not only for border control agencies, but also for those authorities entrusted with designing and developing these systems. These developments also demand physical changes. For example, building infrastructures must be adapted to the new technology and new processes, and more space must be created to accommodate growing passenger numbers and tougher requirements for border checks.

The United Kingdom's departure from the EU in 2019 will further add to the complexity of border control tasks, as British citizens will cease to be entitled to freedom of movement, thereby resulting in a shift in passenger flows. More detailed checks on third-country nationals, juxtaposed with the desire for processes that are as swift as possible, will pose a further challenge for border control bodies.

6.2 The future of IBM

The new IBM Strategy (IBM 2025) must take account not only of the probable increase in the travelling public and migratory movements, but also future technical and legal developments. IBM 2025 will therefore build on the recommendations from the external evaluation (cf. Section 4) in that, in particular, it be designed to be more dynamic and flexible. The content of this successor strategy will draw on the cornerstones of the first strategy, as embodied in its four general goals, and the four-filter model. It will also cover the components of integrated border management that Article 4 of the European Border and Coast Guard Regulation determines must be included.

The successor strategy will once again be based on an analysis of the background situation and the various contextual factors. However, in contrast to the rather static approach of the first strategy, as part of this the successor strategy will also have to include an analysis of relevant trends that have the potential to shape the situation going forward.

To accommodate these developments throughout the lifetime of the strategy, the measures it contains will have to be more flexible and responsive than those of the first strategy. Among other effects, this is likely to result in a focus on a small number of more important measures.

The premise of resource neutrality in the implementation of the strategy has become a limiting factor. The external evaluation report therefore recommends that "appropriate structures and resources be made available to permit the flexible and dynamic implementation" of the successor strategy, and that "early and constant attention should be paid to coherence, in terms of objectives, responsibilities, measures and resources" during the formulation process. This will also mean looking for new ways to finance IBM measures.

Work on the successor strategy, in close cooperation with the participating authorities at federal and cantonal level, has already begun. The new strategy should be ready for submission to the Federal Council and KKJPD by the end of 2019.

Appendix I: Implementation status of all measures

The following table gives an overview of the implementation status of all measures as at the end of 2017. The information is based on the status reports issued by the lead authority in each case (self-declaration). In contrast to the annual reports for 2014, 2015 and 2016, in this final report no degree of implementation status as at the end of 2017 is given. Rather, it contains only a simple statement of whether the measure has

been implemented (marked in green) or not. In the latter case, the current status of implementation is described. In addition, in the interests of completeness the findings of those measures formulated as studies or pilot initiatives are also reproduced here.

Measure ⁸	Explanation	Responsibility	Comments
1.1-1-1: List of hot spot countries (illegal immigration vs. Switzerland's economic/ tourism interests)	Keep a list of hot spot countries, updated yearly, with the variables "Illegal immigration" (focus) and "Switzerland's economic/tourism interests") with the objective of making a more targeted and conscientious use of resources at the representations abroad.	Lead: GNAM ⁹ Participation: SEM, SBG, fedpol, CD, FIS, Visa Steering Committee	Owing to scarce resources, it has not yet been possible to launch GNAM (or at least not in the form originally planned) (cf. Measure 0.1-3-1). GNAM was to have taken the lead on implementation. Consequently, work to draw up the list of hot spot countries, which had begun, has not yet been completed. It can nonetheless be stated that a number of different country lists already exist in practice in a variety of subject areas. These serve as a basis for the corresponding decision-making processes, but they are not yet coordinated and do not cover all subject areas. The lead authority takes the view that this measure must be re-evaluated (together with CD). The way in which the list has been envisaged is too static to respond promptly to current developments and to fulfil its intended purpose (resource allocation at representations abroad).
1.1-1-2: Coordination of Airline Liaison Officers (ALOs), Immigration Liaison Officers (ILOs), Police Attachés (PAs) and Defence Attachés (DAs).	Various coordination measures in the operations of these Officers and Attachés to improve efficiency, especially in the hot spot countries.	Lead: CD Participation: Armed Forces Staff, SEM, SBG, fedpol	Since this measure is dependent upon the list of hot spot countries mentioned above (cf. Measure 1.1-1-1), which has not yet been drawn up, implementation work has not yet begun. That said, in practice the Police Attachés, ILOs and ALOs already work together closely. Cooperation between the SBG and fedpol on the placement of Liaison Officers abroad has also been enhanced.
1.1-1-3: Training module "Illegal immigration" and "People smuggling" for representations abroad	Location-specific training module in the fields of "Illegal immigration" and "People smuggling" for the leading representations abroad on the list of hot spot countries. Integration of this module into the training concepts of the agencies involved for staff awareness purposes.	Lead: SEM Participation: SBG, fedpol, CD, FIS	Implementation completed in 2016

⁸ The measure number is composed of the filter number as per the four-filter model (first position), the number of the problem area within the filter (second position), the number of the individual objective within the problem area (third position) and the number of the measure within the individual objective (fourth position).

⁹ Gemeinsames Nationales Analysezentrum Migration (working title: Joint national analysis centre for migration): cf. Measure 0.1-3-1.

Measure ⁸	Explanation	Responsibility	Comments
1.1-2-1: Clarification of needs regarding tasks, resources and specific know-how for the leading representations in the countries on the hot spot list	Targeted deployment of resources (consular staff and specialists) according to the representations' position on the list of hot spot countries.	Lead: DR, CD Participation: SEM	This measure is dependent upon the list of hot spot countries mentioned above (cf. Measure 1.1-1-1), which has not yet been drawn up, so implementation work has not yet begun.
1.1-2-2: Project for optimisation of the visa procedure (POV)	Verification, adaptation and harmonisation of all visa processes with the federal and cantonal authorities involved so as to achieve fast, uniform, transparent and resource-saving visa processes.	Lead: SEM Participation: Cantonal migration and labour market authorities, CD, Visa Steering Committee, VSAA	Implementation completed in 2014
1.1-3-1: Targeted use of local Schengen cooperation (LSC) by the representations abroad	Provision of simple tools, guidance and instructions for the representations abroad regarding a more targeted utilisation of LSC for the purposes of information and dissemination of own findings on illegal immigration and qualified people smuggling.	Lead: SEM Participation: CD	Implementation completed in 2016
1.1-5-1: Memorandum of Understanding (MoU) between administrative, tourism and economic bodies on raising awareness and coordination of marketing activities	MoU between visa and border-control agencies, Switzerland Tourism and Switzerland Global Enterprise on early information about marketing and promotional measures in the tourism sector and on formulation of the corresponding measures.	Lead: CD Participation: SEM, SBG, CP BE, CP GE, CP SO, CP VS, CP ZH, SECO, Switzerland Global Enterprise, tourism sector	Implementation completed in 2017
1.2-1-1: Carrier sanctions	Imposition of dissuasive, effective and appropriate sanctions against airline carriers that fail to perform their duties of diligence as per Art. 92 FNA.	Lead: SEM	Implementation completed in 2015
1.2-1-2: New website with Schengen entry requirements	Creation of a citizen-friendly website, preferably interactive, on the Schengen entry requirements, to supplement the existing directives aimed at a more specialist readership.	Lead: SEM Participation: GS-FDJP (CC Web), CD	The basis for the implementation of this measure was created by a study entitled 'Benutzerfreundliche Darstellung der Online-Einreiseinformationen' ['User-friendly presentation of online entry information']. Its aim was to analyse how information on entry could be made more user-friendly and accessible on the basis of the legal foundations, prevailing practice, technical opportunities and the federal administration's corporate design. It also aimed to identify what information was key. The study findings led to the decision to expand the scope to other subjects, such as residence and the labour market. The next step will be to initiate this expanded overall project.
1.2-2-1: Cooperation agreements with airlines	Drafting of a concept paper on cooperation between the SEM, border control agencies and airlines, including the corresponding standard MoU. Conclusion of cooperation agreements with the leading airlines.	Lead: SEM Participation: Airlines, CP BE, CP GE, CP SO, CP VS, CP ZH	A draft of a new standard agreement, drawn up in collaboration with the border control agencies, is now available, and consultations with potential contracting partners are under way.

Measure ⁸	Explanation	Responsibility	Comments
2.1-1-1: Examination of Switzerland's participation in the European Migration Network (EMN)	Study to clarify the consequences of Switzerland's possible participation.	Lead: SEM Participation: DEA	The principal argument for the SEM to participate in the EMN was that this would allow Switzerland to join the EMN REG (Return Expert Group) working group. However, thanks to an agreement between the European Commission and the SEM, the latter is able to take part in the working group without actually being a member of the EMN. The principal argument for the SEM's full-scale participation in the EMN thus no longer exists. Despite this, participation in the EMN is to be re-examined at the end of 2018 in view of potential developments in the future.
2.1-1-2: Examination of the introduction of a Swiss Registered Traveller Programme (study)	Study to clarify the consequences of introducing a Registered Traveller Programme for Switzerland.	Lead: SEM Participation: SBG, operators of Basel, Geneva, and Zurich airports, CP ZH, CD	The 2014 study looked at existing systems for easier entry, conducted a needs analysis, and formulated recommendations for any further steps or the establishment of a national RTP. The needs analysis showed that an expedited process was required in particular in respect of entry to the USA. This resulted in the recommendation that Switzerland participate "unilaterally" in the "US Global Entry Program". Switzerland has been part of this programme since February 2017. The topic was re-visited as part of national implementation work on the "Smart Borders" project, and it will be decided in 2018 whether or not Switzerland should introduce a national programme for registered frequent travellers (a National Facilitation Programme, NFP) on the basis of the RTP.
2.1-1-3: Greater commitment in the field of visa liberalisation for EU/third countries	Proactive inclusion of Swiss experience in the EU visa liberalisation processes with third countries.	Lead: SEM, DEA Participation: FOJ, fedpol, CD, DPA	Implementation completed in 2015
2.1-1-4: Examination of cooperation with other European states regarding identity checks and return	Appointment of a working group for the formulation of measures and coordination with other European countries in the field of identity checks on foreign nationals (who request asylum in Switzerland or apply for return assistance) and also in the field of returning persons with an EU residence permit.	Lead: SEM Participation: DEA, DIL, DPA	As the framework paper was being drawn up and consultations were being conducted with all of the offices concerned, it was determined in 2016 that continuing to pursue this measure, i.e. going into further detail, would not be appropriate because the work involved would be out of proportion to the benefits it would generate.
2.1-1-5: Examination of adopting the Prüm Decisions for improving the prevention and prosecution of criminal offences	In-depth study of the repercussions and consequences of Switzerland's participation in the Prüm Convention by the cantonal and federal authorities involved.	Lead: fedpol Participation: FEDRO, SEM, FOJ, DEA, DIL, FDPIC, FFA, SBG, KdK, KKJPD, FIS, Swiss mission at the EU	In March 2015 the Federal Council issued a negotiating mandate for the adoption of the Prüm Decisions. Negotiations with the European Commission have been completed, and the signature of the Prüm Decisions is scheduled for 2018.
2.1-2-1: Prioritisation of projects for the Internal Security Fund (ISF) border (needs analysis)	Organisation of an information meeting and a workshop on joint determination of the prioritisation of outstanding projects for the years 2014 to 2020.	Lead: SEM Participation: DEA, DIL, SBG, fedpol, CP BE, CP GE, CP SO, CP VS, CP ZH, CD	Implementation completed in 2014
2.2-1-1: Catalogue of possible concessions regarding visas within the Schengen legislation	Catalogue listing all Schengen-compliant concessions in the visa-issuance process.	Lead: CD Participation: SEM, FOJ, DEA, DIL	Implementation completed in 2017

Measure ⁸	Explanation	Responsibility	Comments
2.2-1-2: Inclusion of measures to facilitate entry in negotiations on migration agreements and partnerships	Systematic inclusion of the catalogue (measure 2.2-1-1) on entry facilitation in Switzerland's negotiations with third countries about migration agreements and partnerships.	Lead: SEM Participation: DEA, DIL, SBG, fedpol, CP ZH, CD, FIS, DPA	Implementation completed in 2016
2.2-1-3: Vade mecum with working principles for Swiss delegations in working groups at a European level	Drafting and regular updating of a vade mecum with concrete guidelines, principles and process descriptions for Swiss delegations in working groups / committees at a European level, including a presentation of the various Schengen/Dublin committees and working groups at a European level.	Lead: FOJ, DEA Participation: SEM, DIL, SBG, fedpol, CD, cantonal representatives in the FDJP for Schengen/Dublin	Implementation completed in 2016
2.2-2-1: Optimisation of the dissemination of information on Switzerland's positions in relation to migration at a European level	Improvements to the search possibilities on the CH@World platform for systematic tracking of Switzerland's positions at a European level and also cross-committee developments within a dossier.	Lead: FOJ, DEA, Swiss mission at the EU Participation: Situational inclusion of other federal and cantonal agencies	Implementation completed in 2016
2.2-2-2: Contact list for "Illegal immigration/people smuggling"	List of the agencies involved in the fields of border management, illegal immigration and people smuggling, international committees with Swiss participation in this field, the consultation mechanisms and the significance of the various topics for IBM.	Lead: SEM Participation: All agencies involved in the areas of border management, illegal immigration and people smuggling	Implementation completed in 2015
2.3-1-1: Exchange of information with foreign border control agencies	Annual contact between each Category A and B airport border control agency and a foreign border control agency (strategic and operational level). Registration of foreign contacts and exchange of findings made in the Border Steering Committee (permanent item on the agenda).	Lead: SBG, CP BE, CP GE, CP SO, CP VS, CP ZH Participation: Border Steering Committee	Implementation completed in 2015
2.3-1-2: Joint visits of foreign border control agencies	Joint visits by Swiss border control agencies to their foreign counterparts (e.g. to view new technology or for joint projects). Notification of visits and reporting in the Border Steering Committee.	Lead: SBG, CP BE, CP GE, CP SO, CP VS, CP ZH Participation: Border Steering Committee	Implementation completed in 2015
3.1-1-1: Mutual audits of the Schengen external border airports (border control)	Drafting and implementation of a concept for performing regular audits of Category A and B airports (border control). During the audits: Verification of compliance with national directives and EU guidelines in the field of border control (particularly concerning Schengen evaluations) and the exchange of best practices.	Lead: SEM Participation: SBG, CP BE, CP GE, CP SO, CP VS, CP ZH	Implementation completed in 2017

Measure ⁸	Explanation	Responsibility	Comments
3.1-2-1: E-learning tool for basic and further training in the field of border control	Development of a uniform teaching aid for basic and further training (e-learning tool + printed version) in the field of border control, covering the entire spectrum (including profiling).	Lead: SBG, CP ZH Participation: SBG, CP BE, CP GE, CP SO, CP VS	An e-learning tool on the subject of "Schengen" has been available since 2014. A small amount of initial preparatory work has been done to implement this measure fully.
3.1-3-1: Coordination of procurement processes in the field of border control	Registration of future IT projects and infrastructure in the field of border control in the Border Steering Committee. The latter examines the need for joint or coordinated procurement (e.g. through the programme management "Harmonised Swiss Police IT (HPI)").	Lead: Border Steering Committee Participation: SEM, SBG, fedpol, CP BE, CP GE, CP SO, CP VS, CP ZH	Implementation completed in 2014
3.2-1-1: National exchange of information on strategic and operational matters in the field of border control	Institutionalised exchange of information on operational and strategic findings between the border control agencies in the Border Steering Committee (permanent item on the agenda).	Lead: Border Steering Committee Participation: SBG, CP BE, CP GE, CP SO, CP VS, CP ZH	Implementation completed in 2014
3.2-1-2: Examination of restructuring of existing working groups in the field of border control	Examination of whether the existing working groups in the field of border control could be restructured so as to avoid their further multiplication and thus an increase in the time commitments of border control agencies.	Lead: SEM Participation: SBG, CP BE, CP GE, CP SO, CP VS, CP ZH	The review of working groups that was conducted with the participation of all partners revealed in 2015 that no restructuring was necessary.
3.4-1-1: Participation of airport owners in the costs of border control and legal basis for airport categories	Creation of a legal obligation for the owners of airports with Schengen external borders to provide the responsible border control agencies with the space, infrastructure and technical equipment required for border control and removal free of charge.	Lead: SEM Participation: FOCA, FOJ	Owing to a lack of resources and the complexity of this matter, the initial phase of the "LEX-IBM" legislative project, which also includes this measure, could not be completed as planned. However, with the exception of a small number of outstanding issues, the underlying study and the content work have been completed.
3.4-1-2: Examination of abolishing the exemption regime for non-Schengen flights at Category D airports	Examination of abolishing the currently applicable exemption regime for Category D airports (which do not constitute an external border but may occasionally be granted exemptions by the SEM for non-Schengen flights). Definition of the requirements for airports to be allowed to offer non-Schengen flights on a permanent basis (Schengen external border).	Lead: SEM, FCA/DGC Participation: FOCA, SBG, Owners of airports in Saanen, Mollis, Emmen and Buochs, CP BE, CP GL, CP LU, CP NW, CP ZH	Owing to a lack of resources and the complexity of this matter, the initial phase of the "LEX-IBM" legislative project, which also includes this measure, could not be completed as planned. However, with the exception of a small number of outstanding issues, the underlying study and the content work have been completed.
3.5-1-1: General concept for the utilisation of flight passenger data	Drafting of a general concept for the utilisation of flight passenger data (especially in relation to Advance Passenger Information (API) and Passenger Name Record (PNR) data).	Lead: SEM, fedpol Participation: FOCA, FOJ, DEA, DIL, FDPIC, FCA, CP BE, CP GE, CP SO, CP VS, CP ZH, KKKPKS, FIS	A concept for the utilisation of flight passenger data was completed at the end of April 2017. However, it could not conclusively answer all of the questions that were raised. It is nonetheless intended to be used as a basis on which the Federal Council will decide whether or not Switzerland should establish a PNR system. Following the involvement of the cantons, the initiative is due to be put before the Federal Council in the autumn of 2018.

Measure ⁸	Explanation	Responsibility	Comments
3.5-1-2: Automated border control at airports	Performance of automated border control for adult EU/EFTA and CH nationals at airports (when crossing the Schengen external border).	Lead: SBG, CP BE, CP GE, CP ZH Participation: CP SO, CP VS, fedpol	Project work is progressing on schedule. An initial pilot, involving eight e-gates at Zurich airport, has been running since September 2017. A pilot is planned for Geneva airport in 2018. Following the pilot phases in Zurich and Geneva, automated border controls will become part of regular operations.
3.5-1-3: Strategy for performing key-point checks at the gate	Definition of a strategy for performing advance border controls and policed intra-Schengen controls at the gate by each border control agency. Periodic exchange of strategies and findings in the Border Steering Committee.	Lead: SBG, CP GE, CP ZH Participation: CP BE, CP SO, CP VS, Border Steering Committee	Implementation completed in 2015
3.5-1-4: Regular contact with airlines	Close, regular contact between the border control agencies and the airlines stationed at the airport. Instruction of airline staff in the detection of illegal immigration.	Lead: SBG, airlines, CP BE, CP GE, CP SO, CP VS, CP ZH Participation: Border Steering Committee	Implementation completed in 2014
3.5-1-5: Increased deployment of Airline Liaison Officers (ALOs) (concept)	Drafting of a concept for a demand-based increase in the number of Airline Liaison Officers (ALOs). Objective: To ensure that fewer flight passengers reach the Schengen external border without fulfilling the entry requirements (by way of the corresponding advance controls by the ALOs at the places of departure).	Lead: ALO Steering Body Participation: CP ZH	Implementation completed in 2016
3.5-1-6: Examination of the possibility of the SEM delegating removal authority to the border control agencies	Examination of a change in the legislative basis to allow the SEM to authorise the border control agencies to issue a justified and appealable order against persons to be removed.	Lead: SEM Participation: SBG, CP BE, CP GE, CP SO, CP VS, CP ZH	The relevant amendment to the FNA forms part of a broader legislative initiative entitled " <i>Anpassung des Ausländergesetzes (AuG): Verfahrensnormen und Informationssysteme</i> " ["Revision of the Foreign Nationals Act (FNA): procedural regulations and information systems"]. The initiative is likely to be debated in both chambers of Parliament in the spring and summer sessions of 2018. It is not expected to enter into force before the end of 2018 or beginning of 2019.
4.1-2-1: Training and periodic retraining of ZEMIS users	Addition of content on the dependencies of ZEMIS with other systems to all ZEMIS training and further education courses. Acquisition of a ZEMIS e-learning tool. Active promotion of ZEMIS courses specially oriented towards the staff of police operations centres and foreign national services.	Lead: SEM	Implementation completed in 2017
4.1-2-2: Expansion of ZEMIS access rights	Adaptation of underlying legislation so as to a) grant cantonal and municipal police forces, the SBG, migration offices and the FIS access to the facial images contained in ZEMIS, and b) grant the SIRENE office (fedpol) access to the e-dossiers attached in ZEMIS	Lead: SEM	The amendment to the law relating to access to facial images (a) is on course, and should go before Parliament in 2018. Access to e-dossiers (b) will subsequently be governed at ordinance level.

Measure ⁸	Explanation	Responsibility	Comments
4.1-2-3: Deployment of e-doc readers at migration offices (pilot scheme)	Deployment of devices for reading and checking information (i.e. visual image and personal details) from e-documents (i.e. biometric passports and residence permits) as well as automatic checking of certain security features of e-documents for known indications of forgery (pilot scheme).	Lead: EMF of the City of Bern	In view of the positive outcome of the pilot scheme, devices have been deployed as part of regular operations since 2015.
4.1-2-4: Use of existing e-doc readers at representations abroad (pilot scheme)	Deployment of devices already existing but largely unused at representations abroad for reading and checking information (i.e. visual image and personal details) from e-documents (i.e. biometric passports and residence permits) as well as automatic checking of certain security features of e-documents for known indications of forgery.	Lead: FDFA	As preparations for implementation were under way, it was found that the current system platform, including the reading devices at the representations abroad, will probably have to be replaced by the end of 2019 owing to expiring contracts and the age of the components used. Furthermore, the reference database linked to the devices is no longer up to date. For these reasons, it was decided in mid-2017 that the measure should not be implemented. As a result, the e-doc readers which exist at the Swiss representations abroad are not being used in accordance with the planned measure.
4.1-2-5: Overall biometrics strategy	Formulation of a national biometrics strategy to be submitted to the Federal Council. Key issues: Biometrics competency within the Confederation, verification of existing biometrics documents, increasing demands on the e-document system platform, etc.	Lead: Technical Committee for ID Documents Participation: FOBL, SEM, SBG, fedpol, CP ZH, CD, KKKPS, SVZW, VKM	It has not been possible to implement this measure to date, because the scarce available resources were heavily tied up in other projects, such as ESYSP, EES, SIS-AFIS, and Interoperability. At the same time, however, these projects have resulted in closer and more effective cooperation between the authorities concerned within Switzerland. Whether or not there is actually a need for an overall biometrics strategy should be examined.
4.1-2-6: Addition of a "PCN number" search box in RIPOL (feasibility study)	Feasibility study on whether and under what conditions RIPOL could be given a new (searchable) field for entering the PCN.	Lead: fedpol Participation: SEM, ISC-FDJP	The study was completed in 2016. The findings that it generated enabled implementation of the 'PCN number for RIPOL' project to begin, but it has since been suspended until further notice owing to a lack of financial resources.
4.1-2-8: Simplified ISR queries (feasibility study)	Feasibility study on adapting the technical and possibly the legal basis to enable police and border control bodies to query ISR for identification purposes based only on the last and first names and date of birth.	Lead: SEM Participation: SBG, fedpol, ISC-FDJP, CP BE, CP GE, CP SO, CP VS, CP ZH, KKKPS	It has been possible since 2015 to query ISR as planned.
4.1-2-9: Simplified ISA queries	Adaptation of the technical and legal basis to enable police and border control bodies to query ISA for identification purposes based only on the last and first names and date of birth.	Lead: fedpol Participation: SBG, CP BE, CP GE, CP SO, CP VS, CP ZH, KKKPS	Investigations in 2015 between the authorities affected most by this measure showed that there was essentially still a need for it to be implemented. However, it was found that it would be technically impossible to expand the current search options purely to satisfy the intended purpose. Implementation work for this measure would thus create a general query option which extends far beyond the original objective. For these reasons, following a review it was decided that the measure should be declared non-implementable. The implementation of the Giessbühler Motion (10.3917) has nonetheless satisfied some of the concerns surrounding ISA queries.
4.1-3-1: CS-VIS asylum	Comparison of asylum seekers' fingerprints (EURODAC) with fingerprints stored in CS-VIS for the purpose of identifying undocumented asylum seekers and possibly initiating DUBLIN-OUT procedures.	Lead: SEM Participation: ISC-FDJP	Implementation completed in 2014
4.1-3-2: Inclusion of fedpol in VISION consultation (feasibility study)	Feasibility study on whether and how police information systems (particularly JANUS and IPAS) could be automatically queried within the VISION visa consultation procedure and therefore remove the current blind spot in the security police's findings.	Lead: fedpol Participation: SEM, ISC-FDJP, FIS	The 2016 study showed that including fedpol in the VISION consultation procedure would involve costs out of proportion to the potential benefits. The study estimated the number of hits to be a fraction of every thousand data sets. It thus concluded that the proposal to include fedpol in the VISION consultations should be dropped.

Measure ⁸	Explanation	Responsibility	Comments
4.1-3-3: "Identification" clearing unit (feasibility study)	Feasibility study on whether and how the various databases involved in the migration process (ORBIS, VIS, EURO-DAC, SIS, ZEMIS, RIPOL, etc.) and the findings processed in these could be better aligned with each other.	Lead: SEM, fedpol Participation: FOJ, FDPIC, SBG, KKPKS, SVZW, VKM, VSAA	Initial investigations showed that a study would be highly complex and costly. Given that operational-level cooperation between the agencies concerned has been extended and improved, it is proposed that the study be abandoned. The stakeholders have still to be consulted.
4.2-2-1: Mechanisms to redistribute the enforcement costs in relation to immigration and asylum (feasibility study)	Study to present the discrepancies that currently exist in the enforcement costs in immigration and asylum as well as examination of various cost compensation instruments and incentive mechanisms.	Lead: SEM Participation: Cantons	In view of the lack of data, it was decided in 2016 to suspend the study and to resume it when a sound basis of data is available. However, it can be stated as an interim finding that differing financial burdens between the cantons do not appear to be any obstacle to the enforcement of removal measures. There is thus also no need at present to create a comprehensive financial compensation mechanism where enforcement is concerned. Furthermore, contrary to the original assumption, investigations indicated that redistributing burdens would not result in an increased and/or more even rate of departure. Current areas of focus in this area (the federal government's supporting role, as well as monitoring) are regarded as a better way of achieving more effective enforcement of removal measures.
4.2-4-1: Centre of expertise for processing immigration cases from rail traffic through a pilot project in Bern (feasibility study)	Study to examine the possibilities and work out a pilot project for an operational centre of expertise in the City of Bern for the processing of cantonal and supracantonal immigration cases.	Lead: EMF of the City of Bern, SBG Participation: SEM	It was found that the original idea would not generate any additional benefit because of the subsequent changes in the underlying situation. The decision was therefore taken not to pursue a pilot processing centre. Alternative ways of improving the situation, other than establishing this centre, nonetheless crystallised from implementation work. These are now being implemented. They include reciprocal training placements, regular exchange at management level, and possible synergies in equipment procurement and with training.
4.3-1-1: List of problem states with regard to enforcement	Creation and updating of a list on cooperation with countries of origin in the sub-areas of "Identification", "Issue of travel documents" and "Execution of special flights" as a basis for harmonising migration foreign policy with respect to returns.	Lead: SEM	Implementation completed in 2014
4.3-1-2: Inclusion of the list of priority return countries in the "International Migration Cooperation" structure	Addition of the list of priority return countries (cf. measure 4.3-1-1) to the "International Migration Cooperation" structure.	Lead: SEM Participation: SDC, DPA, SECO, occasional inclusion of other agencies as necessary	The list is tabled and discussed on a regular basis at the meeting of the IMC Committee and IMC Management Board. As a general rule, however, where the countries on the list of priority return countries are concerned, there is only little foreign policy contact that would allow other government departments to take up the issue of migration or return. Whether or not the list should be retained should be examined.
4.3-4-1: Biometric residence permits (study)	Replacement of the existing paper permits by credit-card-sized IDs with better forgery protection. Clarification of the possibility of adding biometric data to the residence permits of EU/EFTA citizens and the need to do so.	Lead: SEM, VKM Participation: SBG, fedpol, occasional inclusion of other agencies as necessary	Project work is progressing on schedule. The launch of the new permits should be staggered, and completed by 2020.
4.3-5-1: Training in the prevention of qualified people smuggling at the Swiss Police Institute (SPI) as well as awareness and informational events and materials	Training and raising awareness within the agencies involved in preventing qualified people smuggling.	Lead: fedpol, KKPKS, SPI Participation: All federal, cantonal and local agencies involved in preventing people smuggling	Implementation completed in 2017

Measure ⁸	Explanation	Responsibility	Comments
4.4-1-1: No social benefits in the case of multiple asylum applications	No right to social benefits for persons submitting more than one asylum application (only emergency aid to be granted).	Lead: SEM Participation: Cantons	Implementation completed in 2014
4.4-2-1: Expedited asylum procedures	Implementation of an expedited asylum procedure (48 hours) for eligible asylum applications (e.g. visa-exempt European safe countries or other countries with a low recognition rate and fast enforcement possibilities). Implementation of a fast-track procedure (decision within 20 days during stay in an RPC), where fast enforcement is not possible.	Lead: SEM	Implementation completed in 2014
4.4-3-1: Entry ban for expedited asylum procedures	More consistent imposition of entry bans in the case of failed expedited asylum procedures, if the departure deadline expires, there is a disturbance to public order or security, or in the case of unsubstantiated multiple applications and clear cases of misuse.	Lead: SEM Participation: Cantons	Implementation completed in 2014
4.4-3-2: Advance fees in the case of futile multiple asylum applications	Increased charging of advance fees on costs for submission of a renewed asylum application after the final ruling of an initial asylum procedure and where the new application is futile.	Lead: SEM	Implementation completed in 2014
4.4-3-3: Criminal-law sanctions in the case of abusive political activities of asylum seekers in Switzerland	Introduction of criminal-law sanctions against asylum seekers who exercise public political activities in Switzerland solely with the intention of creating subjective post-flight grounds or against any persons assisting an asylum seeker in this respect.	Lead: Cantonal justice authorities Participation: SEM	Implementation completed in 2014
0.1-1-1: Quick wins in the information flow	Occasional improvements in the exchange of information between different border management agencies.	Lead: SEM, SBG, CP ZH	Implementation completed in 2014
0.1-2-1: National statistics on illegal residence	Monthly integration into the ILA of the data collected by the Federal Office for Statistics on police registrations for illegal residence.	Lead: SEM, FSO	In view of the many difficulties surrounding the IBM annual report for 2014 ¹⁰ , the implementation of this measure has been written off. It was nonetheless noted that the issue should be re-addressed in connection with the GNAM (cf. Measure 0.1-3-1, below). Promising talks in this regard have been ongoing between the SEM and the FSO since the autumn of 2017.
0.1-3-1: Joint national analysis centre for migration (working title: GNAM)	Establishment of a joint strategic analysis centre for migration (particularly, though not exclusively, illegal immigration) led by the SEM, with representatives of all relevant border management agencies.	Lead: SEM Participation: DR, SBG, fedpol, CP BE, CP GE, CP SO, CP VS, CP ZH, CD, KKPKS, FIS, VKM	In view of differing expectations about the tasks, scope and function of the GNAM, a number of decisions were made in 2016. These included that that no centre per se, i.e. no independent institution, should be established. Rather, work should continue within existing structures, but cooperation and networking should be improved. To reflect this decision, the network that is to be created will be known in future as the "Réseau d'Analyse Migratoire" ["Migration Analysis Network"], or RAM, and no longer as the GNAM. Initial analytical outputs have been generated as part of pilot operations. These should be launched officially in the first quarter of 2018. Where content is concerned, the issue of statistics on illegal residence remains unresolved (cf. Measure 0.1-2-1 above).

¹⁰ <https://www.sem.admin.ch/dam/data/sem/einreiselibm/ber-ibm-2014-d.pdf>

Measure ⁸	Explanation	Responsibility	Comments
0.2-2-1: Reinforcement of analytical skills within the SEM	Expansion of the remit of the SEM's "Analysis" unit to include "Analysis of illegal immigration".	Lead: SEM	Implementation completed in 2014
0.3-2-1: Clear assignment of investigations in the field of qualified people smuggling	Explicit assignment of investigative authority in the cantons in the field of qualified people smuggling. Recommendation by the KKPKS/ KKJPD on assignment to the criminal investigation police.	Lead: Cantonal investigation agencies Participation: KKPKS / KKJPD	It soon became clear as implementation began that the responsibilities foreseen in the IBM Action Plan are unclear and insufficiently practicable. Initial difficulties on the content side were also quick to emerge. Thus, this measure had to be implemented using a different approach than that originally planned. The focus remains on raising the authorities' awareness of the phenomenon of people smuggling. The topic appeared on the agenda of the "Plattform der Generalstaatsanwälte" meeting of the Conference of Swiss Public Prosecutors, and fedpol also held a specialist conference on people smuggling. As in 2015, the "Gruppo interforze repressione passatori" (GIRP) joint investigative group was active in the canton of Ticino to combat people-smuggling. GIRP consists of staff from fedpol, the cantonal police force, the SBG and the Police and Customs Cooperation Centre (PCCC) in Chiasso.
0.3-2-2: Appointment of specialists within the police and prosecuting authorities in the field of qualified people smuggling	Explicit appointment and training of specialists for preventing qualified people smuggling among the cantonal investigative agencies and prosecution authorities.	Lead: Cantonal investigative agencies and prosecution authorities Participation: KKPKS/ KKJPD/ KSBS	The remarks made above in relation to Measure 0.3-2-1 apply in large part also to Measure 0.3-2-2. One of the reasons for the lack of specialist training is certainly that, up to now, there has been no specific training on people smuggling available in Switzerland. The implementation of Measure 4.3-5-1 ¹¹ goes some way towards remedying that. In addition, as was the case last year the survey among cantonal police forces that conducted by the KSMM at the end of 2015 should also be mentioned. Some 15 cantons state that they already have specialists. Those that have not appointed specialists tend to be smaller in size. In view of the differences between the cantons in terms of underlying situations and priorities, it is understandable that some have not appointed specialists – often because of a lack of resources.
0.3-2-3: Appointment of investigative groups in the field of qualified people smuggling	Appointment of service groups within the investigative agency defined in Measure 0.3-2-1 for investigations in cases of qualified people smuggling, requiring comprehensive investigations.	Lead: Cantonal investigation agencies Participation: KKPKS / KKJPD	The statements made above also apply in large part to this measure. In the survey referred to under Measure 0.3-2-2, 16 cantonal police forces stated that they had an investigative group in the field of qualified people smuggling. Those that do not have any specific investigative group tend to be smaller in size. In view of the differences between the cantons in terms of underlying situations and priorities, it is understandable that some have not formed investigative groups – often because of a lack of resources.

¹¹ Training at the Swiss Police Institute (SPI) on combating qualified people smuggling, as well as awareness-raising and information events and materials.

Measure ⁸	Explanation	Responsibility	Comments
0.3-2-4: Option of assigning federal authority in prosecution of qualified people smuggling (study)	Study of the option of assigning federal authority (with the explicit approval of the cantons involved) to bring prosecutions in relation to qualified people smuggling even without the presence of a criminal organisation, as required under the Swiss Penal Code.	Lead: FOJ Participation: Office of the Attorney General, fedpol, KKPKS, SSK	In view of the ongoing legislative work on material criminal law to fight organised crime, concurrent adjustments to procedural responsibilities were deemed inappropriate and were therefore shelved. In the meantime, the autumn of 2016 saw the submission of the parliamentary Addor Initiative (16.477) to strengthen the fight against people smuggling rings, which pursued the same aim as this measure. The initiative was approved in November 2017 by a slim majority in the preliminary deliberations of the National Council Legal Affairs Committee. The vote in the National Council and the Council of States was still pending at the time of going to press.
0.3-2-5: Consistent utilisation of investigative information in relation to qualified people smuggling	Optimisation of cooperation in relation to qualified people smuggling between the SBG and the cantonal investigative agencies through master processes and standardised agreements.	Lead: SBG, cantonal investigative authorities Participation: KKPKS	Please refer to the remarks made above in relation to Measure 0.3-2-1.
0.3-2-6: Obtaining information on people smuggling in the first asylum interview	Expansion of the first interview with asylum seekers (as part of a test operation in Zurich) to obtain information on people smugglers, including the systematic use and dissemination of the information obtained.	Lead: SEM Participation: SBG, fedpol, cantonal and municipal police	Implementation completed in 2016

