



Bali Process

Workshop on Immigration Aspects of Airport Security

Bangkok, Thailand 7 – 10 June 2011

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WORKSHOP ON IMMIGRATION ASPECTS OF AIRPORT SECURITY

CO-CHAIRS' STATEMENT

The Bali Process Workshop on Immigration Aspects of Airport Security was held in Bangkok, Thailand from 7 – 10 June 2011. The workshop was co-hosted by Thailand and Australia.

The workshop was attended by 39 countries and regions with delegates representing the governments and regions of Afghanistan, Australia, Bhutan, Cambodia, China, Hong Kong SAR, India, Indonesia, Iraq, Japan, Jordan, Kiribati, Malaysia, Maldives, Mongolia, Myanmar, Nauru, Nepal, New Zealand, Palau, Papua New Guinea, Pakistan, the Philippines, Republic of Korea, Samoa, Singapore, Solomon Islands, Sri Lanka, Thailand, Timor-Leste, Tonga, Vanuatu, and Vietnam.

Observers from Canada, France, the United Arab Emirates, United Kingdom, United States of America, the International Organization for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR) and the United Nations Office on Drugs and Crime (UNODC) also attended.

The workshop was opened by Police General Wichean Potephosree, Commissioner-General of the Royal Thai Police, Mr Vijavat Isarabhakdi, the Director-General of the Department of International Organizations, the Ministry of Foreign Affairs of Thailand and His Excellency Mr James Wise, Australian Ambassador to Thailand.

The workshop was co-chaired by Ms Agnieszka Holland, Acting Assistant Secretary, Border Security Policy Branch, Department of Immigration and Citizenship, and Police Major General Visanu Prasattongosot, Deputy Commissioner of the Thai Immigration Bureau.

Workshop Objectives

The workshop achieved the following objectives:

- To gain an awareness of the rapid growth and complexity of air travel and the impacts this has both positively and negatively on nations;
- To gain an improved understanding that airports and airport security are linked to a country's broader people movement policies and systems;



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- To gain an improved and consistent understanding of the principles of airport security, particularly in relation to both large and small volume airports, including:
 - the importance of close working relationships with all government agencies and industry operating at airports and the airport management;
 - to gain an understanding of the risks, the modus operandi of people smugglers, traffickers and terrorists and how to control and mitigate these risks from an immigration perspective; and
 - to identify future challenges and strategies for dealing with these challenges.

Theme Presentations

The workshop comprised of five themes, for which Australia and Thailand as co-chairs delivered alternate presentations.

Theme 1 – The changing nature of air travel

The Australian co-chair set the scene for the workshop through a presentation on the changing nature of air travel, focusing on the increasing volume and complexity of travel, Australia's layered approach to border security, using the concept of a "traveller pathway" as a tool to anticipate and manage risks ahead of the border. In meeting these challenges, information exchange and regional cooperation are essential.

Theme 2 – Holistic approaches to managing risk at the border

Australia delivered a "whole-of-government" presentation on Theme 2 including the Office of Transport Security, Australian Customs and Border Protection Service, the Department of Immigration and Citizenship and the Australian Federal Police. The presentations focused on Australia's layered approach to border security, the interconnectedness of the aviation system at national, regional and global levels, whole-of-government cooperation at the border, and the benefits of a risk-based approach to manage security, integration and flexibility.

Panel Presentations

Singapore shared their multi-pronged approach to border security and the challenges faced at the border, including terrorism, increasing passenger and cargo volume, rising public expectations and limited resources.



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Papua New Guinea (PNG) highlighted the challenges in effectively facilitating the entry of genuine travellers as an increasing number and diversity of travellers enter PNG. It was noted that the current legislative framework in PNG is limited and constrained.

Break-out Group Summary

During the break-out group discussions, delegates discussed the ‘traveller pathway’ concept, including the key components that could be included in an airport essential toolkit, or capability against each touch-point with the traveller.

Theme 3 - Airport Security Essentials

A presentation on airport security essentials was delivered by Thailand. The presentation focused on the types of documents examined by the immigration authorities, the challenges on management of arrivals and departures, and the importance of passport examination in identifying fraud and preventing travel of those involved in irregular movements.

Panel Presentations

Jordan discussed the impact of large volumes of people movement through the country on immigration processes and detection capabilities and highlighted the need for agencies to work together to tackle irregular movement through all borders: air, land and sea.

Indonesia provided an overview of the role of immigration in managing airports and using border control management systems to combat current issues faced at the border. The importance of balancing service and security was also highlighted.

Afghanistan provided an informative insight into trans-national criminal challenges faced at the border, highlighting the need for training and capability as priority areas for development in the future.

Break-out Group Summary

The break-out group discussed the ideal airport, including harmonisation of airport and airline security, good signage and clearly marked check points, passengers processed through randomised immigration check points, managing conflict between commercial and the ideal airport security environment and the benefits of CCTV.



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Theme 4 – Tools and tactics to detect people smugglers and traffickers

Australia discussed the key tools and techniques to prevent people smuggling and trafficking, including the benefits of partnerships, information and intelligence sharing; technology advances; support in technical training in fields such as facial image comparison, document examination, interviewing techniques, legislation and penalties. Co-operation is essential for a sustainable response to people smuggling and human trafficking.

UNHCR noted that as the cost of air travel becomes increasingly cheaper, smugglers are more inclined to use this means of transportation. As countries and regions look at ways to combat smuggling and trafficking at airports, it is important to ensure that protection sensitive mechanisms are in place to identify and assist those requiring international protection, such as refugees, asylum-seekers and stateless people. This is particularly important in the Asia-Pacific region, which is characterised by mixed and irregular movements of people. While refugees and asylum-seekers comprise a fraction of the total number of people on the move in the region, they also may travel in people smuggling pipelines and could fall victim to trafficking, and need to be protected under international standards.

In addition, the Bali Process Ministerial meeting held in March 2011 recognised a Regional Cooperation Framework to address refugees, asylum-seekers and irregular movements as a useful foundation for collaboration between States. As we look to operationalise the Regional Cooperation Framework, one practical step that has been proposed is the creation of a Regional Support Office, which could serve to facilitate information exchange on irregular migration and coordinate operational support.

Panel Presentations

New Zealand presented their experience in the region on people smuggling by air, including the modus operandi of smugglers who target both high volume and small provincial hubs.

Hong Kong SAR provided valuable insight into tactics to combat people smuggling as a major aviation hub in the region, including use of advanced technology such as e-passport with its state of the art technological features. It was noted that Hong Kong SAR works collaboratively with foreign counterparts and local border agencies.

Malaysia presented the current push and pull factors on irregular movement by air. Malaysia's strategies to strengthen border control through advanced technologies such as the National Enforcement Registration System, Advance Passenger Screening System, and capacity building measures were noted.



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The Philippines provided their perspective on managing their airport security risks such as trans-national syndicates involved in human trafficking and drugs. Such measures include the Travel Control Enforcement Unit whose primary role is to identify and combat trafficking syndicates.

Break-out Group Summary

The break-out group discussions focussed on practical cooperative solutions to address the humanitarian and protection needs of people movements. In addition, discussion explored a comprehensive approach to addressing irregular movement of people and identified appropriate tools and techniques.

Theme 5 - Future Challenges

The airport environment is constantly changing with increased volumes of travellers, increased numbers of low cost airlines and charter flights. Delegates acknowledged that sharing information and best practice exchange can assist member states tackle the challenges of the new aviation environment.

Thailand delivered presentations on future challenges for immigration authorities, highlighting what border control authorities ought to know in terms of the traveller, travel document, entry permit and travel itself. All these present challenges for the future, and a number of possible solutions and approaches were offered, such as the need to share information and to adopt common standards or principles as well as enhance existing cooperation within country and across countries. In this regard, the examples of visa cooperation between ASEAN countries, namely the ASEAN Single Visa and between the countries of South and South East Asia, and within APEC were also presented. It was highlighted that these initiatives presented further opportunities and challenges for facilitation and management of travel.

There is a need for common standards (by international organisations such as ICAO) to enable interoperability of biometric technology that is compatible within and between countries and regions.

Panel Presentations

Cambodia provided insight into their whole-of-government Committee of Airport Security, visa entry policies and technology used to assist with maintaining integrity at the border through systems such as PISCES to monitor passenger movements and EDISON and Vispec 2 to detect fraudulent documents.



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China discussed current research into security techniques of passports and visas to assist with improved detection of fraudulent travel documents and to reduce irregular movement. It was also highlighted the inter-agency cooperation to combat trans-national crime and the use of advance passenger processing systems to verify passenger identification at the border. China emphasised the importance of international cooperation to combat trans-national crime, people smuggling and human trafficking.

Break-out Group Summary

The break-out groups focussed on the future challenges including approaches to sharing best practice principles in delivering border officer training to enhance key skills and capabilities. Groups also discussed opportunities around regional visa/document travel arrangements such as APEC Business Travel Card.

Suvarnabhumi Airport Tour

Delegates also participated in a field visit to Suvarnabhumi International Airport. A briefing was provided by the Thai Immigration Bureau, the Airline Operators Committee (AOC), and Airports of Thailand Public Company Limited (AOT). Delegates observed the immigration procedure at arrivals and departure checkpoints and visited the Document Verification Unit.

RECOMMENDATIONS

1. Shared Guiding Principles

- a. Delegates acknowledged that Bali Process member states share a common vision of a cooperative and networked future aiming at combating irregular movements. Furthermore, it was agreed that a shared set of guiding principles underpinning a regional approach would be desirable. Discussions in the break-out groups went some way in exploring these principles. Delegates may wish to bring the principles back to their governments.
- b. Adopting a shared concept of a “traveller pathway” is a useful way to map out existing capabilities and allow countries and regions to identify possible areas of further development. Adopting a consistent global approach to mitigating risks at pre-arrival and at the border through deployment of technologies, to facilitate pre-arrival and visa arrangements.
- c. Delegates agreed that there is value in a vision of regional, interoperable/harmonised arrangements. This includes multi agency cooperation, regional cooperation and working with industry.



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- d. Common document standards are important as are international standards in immigration focused airport security arrangements.
- e. There is value in enhanced departure arrangements to detect victims and perpetrators of smuggling and trafficking.
- f. Delegates recognised that cooperation between source, transit and destination countries affected by people smuggling, as well as with international organisations such as the UNHCR and the IOM, is important to the success of any regional response.
- g. Achieving balance between border security and facilitation outcomes is positive goal offering opportunities for continuous improvement. Delegates noted that there is value in aiming to be intelligence led to better manage risks and focus resources on flights, individuals and groups identified as being of elevated risk and caseloads of concern. In this regard, training support for staff is critical for managing future challenges.
- h. The workshop saw benefits of a possible international organisation for immigration akin to the World Customs Organisation to facilitate harmonisation and cooperation. If such an organisation is established, it would be essential to ensure that it includes ongoing opportunities to engage around immigration aspects of border security.
- i. The workshop agreed to consider working towards the following guiding principles.
- j. Core principles could include the following:
 - working ahead of the border to identify and manage risks (including visa arrangements, advance passenger information and processing, risk targeting and airline booking information);
 - maintaining global and regional partnerships to manage cross border flows and harmonise technologies, processes and standards;
 - focussing on intelligence and information sharing;
 - assisting industry and travellers to participate efficiently in international travel;
 - increase the use of early intervention and screening;



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- making processes at the border quicker and smoother;
- well-trained and supported staff;
- ensuring appropriate and regionally consistent, where possible, legislation is in place;
- cultivating networked border agency approach for synergy and coherence, including domestically as part of whole-of-government approach; and
- committing to the process of continued improvement.

2. FUTURE ACTION

- a. The development of the shared “traveller pathway” concept may be one key focus of follow-up action. This may involve a stock take of regional capabilities across the continuum to identify opportunities for interoperability.
- b. Delegates saw the value in meeting regularly, possibly on an annual basis, to continue to work on developing core principles and capability across the “traveller” pathway”, to share information and best practice on policy and operational issues relating to immigration aspects to air border, to achieve more harmonised outcomes. The workshop agreed to expand its current scope to include wider border security issues in managing irregular arrivals by air.
- c. Infringement arrangements constitute best practice and will allow us to better manage risks within the region. Delegates with existing infringement arrangements may wish to share their experiences and arrangements bilaterally and at future opportunities.
- d. Delegates see benefits in further clarifying the connection between smuggling and trafficking and legislative and enforcement implications.
- e. Delegates agreed that there is value in establishing a network of trainers who, out of session, can share experiences and best practice in relation to border related training. This group could be a virtual group which may aim to also exchange training content.
- f. Delegates concluded that it was important that legislation exists in order to deter people smuggling. There are significant challenges and complexity involved in the building of a case for prosecution. The further development of a “model law” was considered as it was seen as a more viable alternative to recreating



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smuggling and trafficking laws in countries and regions where such laws did not exist. This model could provide the outline of legislation, which could then be adapted and tailored to individual needs of countries and regions. It was also noted that effective extradition treaties in relation to prosecution of smugglers is important.

- g. There is value in continuing the exchange of information in relation to best practice and innovation in relation to legislative changes, technologies, approaches to training and skill development, analytical capabilities as well as information and intelligence.
- h. There are significant benefits in developing regional support mechanisms to support Bali Process activities in relation to humanitarian caseloads.
- i. Delegates support consideration opportunities to further develop communication strategies to assist in combating people smuggling and trafficking.
- j. Delegates agreed to further explore opportunities around regional library of fraudulent documents. Also, delegates agreed to further pursue minimum standards for documentation examination technology.

Co-chairs acknowledged with gratitude the host Government of Thailand for the excellent arrangements that were made for the Workshop and their generous hospitality.

Thailand and Australia

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