

**DRAFT**

**Appendix D**

**MARKETING PLAN**

**Pacific  
Region  
Identity  
Protection  
Project  
“PRIPP”**

*April 2004*

Forum Eyes Only

## **THE CONCEPT**

The Pacific Region Identity Protection Project has been developed based on the experiences of the Australian Identity Fraud Register which is outlined below.

The Australian Identity Fraud Register (“The Register”) is designed to facilitate the exchange of information and intelligence relating to fraudulent identities at the national level. The Register is also a national collation of identified fraudulent identities and provides the capability to conduct national analysis on crimes committed by offenders using fraudulent identities.

The Register has produced a number of significant outcomes in its first year. Some of these include:

- An increased capacity to monitor identity fraud at a national level;
- The identification of emerging trends and weaknesses in the proof of identity process;
- A greater understanding of the impact of identity fraud on Australia and participating agencies;
- The ability to provide nationally significant operational and strategic intelligence to participating agencies has resulted in:
  - the initiation of over 500 investigations
  - the identification of over A\$2 million in fraud committed against one participating agency by fraudulent identities that had been submitted to the register
  - the identification of over 175 Australian passports issued to offenders using fraudulent identities
  - a greater understanding of the relationship between fraudulent identities and their use for laundering money out of Australia

## **BACKGROUND**

In April 2003, the issue of identity crime was identified by the Pre-Forum Regional Security Committee (FRSC) Meeting of the Regional Law Enforcement Agencies, as one of its priority areas for national and regional development.

- In June 2003 at the FRSC held in Nadi, Fiji Islands, the Australian Crime Commission gave a presentation of the Australian Identity Fraud Register Pilot. As a result of that presentation FRSC delegates directed that a “Working Group” be established to explore the viability, including indicative costs for Forum Island jurisdictions to join and participate in the register project involving Australia and New Zealand and to present the outcomes to the FRSC in June 2004.

Outcomes from the 2003 FRSC under the heading of Law Enforcement are:

- *agreed that the Identity Fraud Register project maybe a viable option for the Forum Island Countries and to **consider** it as a response to identity crime and related security issues; and*
- *requested that the representatives of Australia and New Zealand together with representatives of the South Pacific Chiefs of Police Conference, the Oceania Customs Organisation, the Pacific Immigration Directors Conference and the Forum Secretariat form a working group to explore the viability, including indicative costs, for Forum Island Countries to join and participate in the Identity Fraud Register project, subject to outcome of the present expansion of the register between Australia and New Zealand; **agreed** that this working group report back to the FRSC in 2004;*

At their meeting in Auckland, New Zealand in August 2003:

- *Leaders recognised that transnational organised crime such as the illegal trade in wildlife, manufacture of and trafficking in illicit drugs, and identity fraud posed an increasing threat to members and that the region was vulnerable to exploitation by criminal syndicates undertaking these activities.*
- *Leaders also agreed that the extension of the Identity Fraud Register project to Forum Island Countries could be valuable. Leaders directed the Forum Secretariat to coordinate the formation of a working group to explore the viability, including indicative costs, for Forum Island Countries to join and participate in the Identity Fraud Register project.*

The pilot will be coordinated by the Pacific Islands Forum Secretariat to ensure consistency and progress.

## **SITUATION**

Identity crimes are increasingly a key enabler in a range of other criminal activities. It is a global problem and is especially prevalent across all fraud types. Identity crimes are multi-dimensional and complex and can be perpetrated by individuals or by sophisticated organised crime groups.

Identity crime is increasingly linked to transnational and organised crime, including terrorism, especially in relation to illegal migration, drug trafficking, car re-birthing, card fraud and money laundering. It can be used as a means of committing crime such as loan frauds, which rely on debtors never being found or identified. It can also be used by persons involved in serious offences, such as terrorism, illicit drug trafficking, to obtain telephones, vehicles, premises and travel documents in false names to avoid detection.

Identity crime is becoming even more significant with the growing importance of features such as e-commerce, government-online, and semi-automated passenger and freight processing. However, unlike the other enabler types, structured national law enforcement approaches designed to respond to the threat are limited.

Identity Crime has significant cross-agency, cross-investigation, and political implications associated with information sharing and investigation processes. It is a complex aspect of criminal activity requiring a high priority from law enforcement to engage other stakeholders in a holistic approach.

Identity Crime is considered an increasingly high impact threat because:

- It has significant cross-agency, cross-investigation, and political impacts associated with information sharing, privacy expectations, and the conduct of investigations;
- The limited level of national law enforcement capability applied to the problem (especially compared to other enabling threats) provides opportunity for criminal exploitation. Maximising the significant potential benefits of electronic identity and minimising its harmful aspects for law enforcement could depend on effective but costly national approaches; and
- The relative ease with which ordinary crime detection and investigation methods can be evaded represents a significant threat in itself.

There is no generic national or regional approach in relation to identity crime. There are very few information sharing mechanisms either internally, within jurisdiction and/or agency, or on a regional basis. There is an urgent need to develop intelligence holdings in relation to the extent of identity crime in the region and to develop mechanisms for the collection, analysis, and dissemination of that information.

## **Research**

Identification of agencies that provide “proof of identity” documents will initiate the establishment of such a register for the Pacific Region. Such research will also commence the stakeholder consultation process. Each jurisdiction will have their own agencies to canvas but general document categories should include:

- Birth, Death, and Marriage Certificates
- Passports
- Identity cards
- “Benefit” cards
- Drivers Licences
- Travel documents
- Business Migration documentation
- Other documentation as deemed appropriate

The collection and collation of this information for this pilot will be the responsibility of:

- Transnational Crime Units (TCU) – Samoa, Fiji, Kingdom of Tonga, Papua New Guinea, Solomon Islands and Vanuatu;
- Cook Islands Financial Intelligence Unit; or
- For jurisdiction which wish to participate but have neither of the above established – the jurisdiction must nominate a suitable contact/liaison point

The OCO and PIDC will retain control over the collection and dissemination of all information received from their member agencies. The register will not circumvent the procedures and processes of the OCO and PIDC.

Agencies which may hold such information will differ for each jurisdictions but some generic agencies will include:

- Births, Deaths and Marriages;
- Police;
- Customs;
- Immigration;
- Welfare/Benefit agencies;
- Foreign Investment Bureaus; and
- Any other as identified.

### **Formal approach to participating agencies**

Experience in Australia has shown the successful outcomes of such a project and this project continues to run following a six-month pilot. Australia has been open in sharing their experiences in establishing such a project and have offered to provide assistance in an ad hoc manner.

New Zealand is currently in the process of establishing a similar mechanism with a commencement date of September 2004. It is proposed that the Australian, New Zealand, and Pacific registers will operate independently with the ability of the Pacific Region Identity Protection Project (PRIPP) to provide intelligence to counterparts.

The marketing plan must address the following key stakeholders with the general concept and explanatory information delivered in the most suitable fashion:

- Political figures – presentation of high level explanation to Parliamentary members
- local government – buy in from councils etc possibly through publicity campaign;
- key agencies in the jurisdiction through consultation and project launch including the “package” referred to below;
- notification to other agencies through mechanisms such as secretariats, Interpol, other international forums.

As part of the marketing plan all proposed participating agencies will be sent a letter and an information package regarding the pilot.

The information package will contain:

- ◆ an overview of the project;
- ◆ explanatory document along the lines of a Standard Operating Procedure detailing the communication process and other “operational” matters;
- ◆ Information Management Plan;
- ◆ draft memorandum of understanding;
- ◆ copy of the templates for completion and submission of information to the register; and
- ◆ report outlining how the project will be evaluated at the end of the initial pilot.

Each participating jurisdiction will request agency nominations for appropriate contact officers within each agency. Separate letters will also be copied to fraud or commercial crime units in each jurisdiction and other key stakeholders identified by the jurisdictions themselves.

The negotiation of MOUs, where required, between jurisdictions and the PRIPP will commence immediately the project is approved.

**Letters and packages to be forwarded to stakeholders by: .....**

**Date for responses: .....**

### **Articles**

Pro forma articles outlining the project will be prepared once approved. These articles will appear in specific publications.

**To be forwarded to publishers as and when required.**

### **Briefing Papers**

A briefing paper on the progress (quarterly) of the pilot for jurisdictions, officials, key stakeholders and PRIPP.

**Due Date: .....**

### **Industry Briefing**

An industry briefing with the participating agencies will be held in the respective jurisdictions prior to commencement of the pilot. Through this briefing a contact point with each agency will be formalised and where required MOU'S signed.

**Proposed briefing to commence: .....**

**Reporting and liaison**

There will be both informal and formal monitoring, reporting and dissemination of information regarding the progress of the pilot between the participants. There will be constant and ongoing evaluation and adjustment where necessary of all aspects of the pilot as it progresses.

PRIPP will disseminate to the first line of communication ie TCUs, FIUs, OCO, PIDC, and other liaison points within jurisdictions. It is the responsibility of those to further disseminate to stakeholders.

**Due Date: Ongoing**

**Evaluation Reports**

Participants will be requested to complete quarterly evaluation reports and report back to the PRIPP. The evaluation report will collect statistics, the measures of evaluation, successes, deficiencies and unintended outcomes of the pilot.

Moreover there will be continued communication between the nominated points of contact and the project leader.

**Due date of Report: .....**

**Debrief**

A debrief of participating agencies will be held at the completion of the pilot and will be coordinated by the Pacific Islands Forum Secretariat.

**Date:.....**

**Analysis**

From the intelligence gathered at the PRIPP an evaluation report will be prepared indicating the extent of identity fraud in the region impacting on the participating agencies, and a possible threat to the wider Australasia region. This report will be prepared for general circulation.

**Assessment to be published in:.....**

**Final Report**

A final report detailing findings of the pilot, which have previously been outlined in evaluation reports, and a summary of the intelligence analysis and recommendations will be prepared.

This report and the interim evaluation reports described above will be forwarded to the relevant agencies and organisations directly involved in the pilot.

**Final Report in:.....**

**Media**

This will be an ongoing issue. Media queries will be dealt with as they arise. It is proposed that specific media attention be directed back to the appropriate agency as the data is still owned by that agency. For general “pilot” media releases the releases should be consistent and therefore made from the PRIPP. This will ensure a consistent approach and response.

The PRIPP will have access to general legal advice through the Pacific Islands Forum Secretariat for the coordination and set up phase or where appropriate the legal mechanism within the particular jurisdiction.