BALI PROCESS AD HOC GROUP

IMMIGRATION INTELLIGENCE BEST PRACTICE WORKSHOP,
7-10 FEBRUARY 2012

OUTCOMES STATEMENT

1. The Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime (Bali Process) Ad Hoc Group (AHG) Immigration Intelligence Best Practice Workshop was held in Auckland, New Zealand on 7-10 February 2012. The workshop was co-chaired by New Zealand and Australia. It was attended by representatives of Afghanistan, Australia, Bangladesh, India, Indonesia, Maldives, Myanmar, New Zealand, Pakistan, the Philippines, Sri Lanka, Thailand, and Vietnam, as well as the representative of the International Organization for Migration (IOM). Invited AHG observers Canada and the United Nations Office on Drugs and Crime (UNODC) also participated. The Office of the United Nations High Commissioner for Refugees (UNHCR) provided its apologies, which were formally acknowledged by the Co-chairs.

2. The objective of the workshop was to highlight the importance of undertaking immigration intelligence processes to establish threat and risk levels to warn management and to inform risk mitigation strategies.

Proceedings

3. The meeting was opened by New Zealand Minister of Immigration, the Hon Nathan Guy MP, and Australian Department of Immigration and Citizenship (DIAC) Regional Director South Pacific, Ms Susan Pullar. The meeting was co-chaired by Mr Shaun Driscoll, Manager, Intelligence and Risk, Immigration New Zealand (INZ), and Mr Bill Pettitt, Principal Intelligence Advisor, DIAC.

4. Minister Guy welcomed all participating and observing member states and organisations, and noted Australia's support of the workshop and leadership in the region in combating people smuggling, human trafficking, and other transnational crime. He also spoke of New Zealand's firm resolve to combat irregular movements, including strong laws and proactive plans to detect and prevent irregular movements, and prosecute their perpetrators.

5. Ms Pullar acknowledged New Zealand's strong commitment to the Bali Process as a member of the Steering Group, as well as the Bali Process AHG. She stated the workshop would provide all delegates with an understanding of how immigration intelligence could be used in their organisations to develop strategies to deal with specific threats to borders.

Key Themes and Introduction to Topic

6. Mr Driscoll noted the key themes of the workshop: the effectiveness of intelligence in the immigration context, and the advantages of effective collaboration and information sharing. Good strategy and decision-making should be intelligence-led.

7. Mr Pettitt provided the presentation: *What is immigration intelligence?* Intelligence is the result of a process involving the establishment of clear priorities, the collection of data and other relevant information, analysis, and the distribution of intelligence products. He emphasised that intelligence was not evidence and there was a clear delineation between information and intelligence.

8. Immigration intelligence is the term now widely adopted to describe intelligence product resulting from the processing of immigration-related information to warn of threats, to understand risks to immigration borders, and to support the development and implementation of risk mitigation strategies

Country Presentations

9. Participating and observing states provided briefings on how their agencies developed and operationalised immigration intelligence. Most states have identified major threats to their immigration borders and have developed strategies to mitigate those threats.

10. Vietnam has created a centralised Immigration Information Analysis Unit in the Vietnam Immigration Department, where almost all data is collected and analysed. Other states described how they undertook the immigration intelligence function, including how they interacted with international support networks including INTERPOL.

11. Presentations emphasised the need to share information and intelligence, both with other agencies involved in border security and with international partners. Additionally, information sharing needed to be reciprocal. The briefings highlighted existing relationships between states, and efforts to improve intelligence and information sharing.

12. There was also importance placed on building document examination and facial image comparison capabilities at international airports, although many states represented at the workshop had other borders, including seaports and remote land borders. The difficulty at remote land borders of training officers and providing appropriate equipment and administrative support was highlighted. Indonesia, for example, has more than 150 international border posts, including air, land, and sea ports.

UNODC

13. Sebastian Baumeister, UNODC Coordination and Analysis Unit (CAU), Regional Centre East Asia and the Pacific, provided an overview of irregular migration and migrant smuggling data collection projects currently being conducted by the UNODC. He outlined the UNODC's work in support of the Bali Process, primarily improving member state's evidence-based knowledge, sharing and access to knowledge on smuggling of migrants in order to inform development of policies and counter-measures to combat migrant smuggling. He provided significant detail on the Voluntary Reporting System on Migrant Smuggling and Related Conduct (VRS-MSRC) in support of the Bali Process.

IOM: The Secure Information Exchange Platform

14. Sjef Broekhaar, Senior Regional Office for Border and Identity Solutions, IOM, provided an update on the development of a secure website portal within the Bali Process website for the exchange of relevant immigration information and intelligence between Bali Process members. He noted member states' nominations of contact persons, or focal points, for their country's use of the website were now due. Fifteen nominations have been received; the remaining states were urged to submit their nominations. The website is being designed to provide for centralised, secure information collection and dissemination amongst members. The information would not be related to specific individuals; rather it would feature alerts and trends of irregular migration.

15. Mr Broekhaar demonstrated the initial test version of the first stage of the website portal, which is likely to be operational in mid-March. Mr Pettitt noted it was important that members contributed information and intelligence to the website regularly and promptly in order for it to be more useful.

Case Studies

16. Case Study One: Arron Baker, Programme Manager, Identity Services, INZ, presented on how NZ was developing biometrics-enabled immigration intelligence while addressing inherent legal, privacy and logistical challenges, and maximising operational benefits for relevant government agencies. This included pro-active intelligence sharing cooperation with other governments through multilateral fora such as the Five Country Conference (FCC), including criminal alerts and fingerprint-matching programs. He noted information was exchanged only as necessary, and privacy regulations were upheld throughout.

17. Case Study Two: Canada's presentation focused on their immigration intelligence approach to migrant smuggling vessels. Their goals for this work included preventing marine smuggling operations overseas; prosecuting those responsible for planning, organising & facilitating the MV's Ocean Lady & Sun Sea that arrived in October 2009 and August 2010 respectively; and dismantling the international criminal network orchestrating human smuggling operations in Canada and abroad. Intelligence usage had three objectives: Strategic – identify developing trends; Operational – identify geographic areas of concern; and Tactical: identify organizers. International cooperation, particularly with Australia and New Zealand, since the Sun Sea's arrival had been paramount in combating these operations.

18. Case Study Three: Mr Pettitt provided a presentation on information and intelligence sharing around people smuggling activities based in China during 1990s and early 2000. Australia was the target of a scheme, which brought persons to Australia by fraudulently altering their identity and nationality. Australia implemented measures to block the scheme, however 18 months later, it was learnt that the UK and Canada were the new targets of the same scheme, probably as a result of inadequate sharing of information and intelligence. Mr Pettitt stressed the importance of sharing information on fraudulent activities with international colleagues in order to restrict perpertrators from moving their activities elsewhere once they were discovered.

Break-out Groups

19. Delegates divided into two break-out groups to discuss the essential elements of an immigration intelligence capability, and how to operationalise immigration intelligence.

20. The findings of group one on *What are the essential elements of an immigration intelligence capability* were:

- Focused intelligence priorities established by senior agency management;

- Trained immigration intelligence analysts to identify threats to immigration borders and irregular movement trends to inform relevant audiences and to inform the development of risk mitigation strategies;

- Access to all border movement data, information from visa processes and relevant information and intelligence about environmental issues that may impact irregular movement flows;

- Access to appropriate IT and analytical tools to support the intelligence process, including the distribution of intelligence product;

- Information and intelligence support to other agencies conducting business on your behalf, including training; and

- National, regional and broader international cooperation and engagement in order to better understand and combat irregular movement activity.

21. The findings of group two on *Operationalising immigration intelligence* were:

- To have a clear and consistent understanding of the purpose of immigration intelligence to support management and the development of risk mitgation strategies;

- To ensure quality intelligence products through structered collection processes and rigour in intelligence analysis processes;

- To develop and maintain close liaison with operational staff involved in the development and implementation of risk mitigation strategies to ensure they are relevant, current and effective;

- To develop and maintain comprehensive information and intelligence sharing to support enforcement and other risk mitigation strategies, nationally and with relevant international partners.

Conclusions and Recommendations

22. Participating member states expressed an awareness of the importance of immigration intelligence to their border management and operational processes, and were seeking to improve their capabilities.

23. They also acknowledged the need to share immigration-related information and intelligence in good faith, having an appreciation of the priorities and specific national interests of other states. This will support efforts to combat transnational criminal activities associated with people smuggling, human trafficking and irregular migration in general.

24. The development of operational relationships between immigration and other relevant agencies in member states is recognised as a key mechanism in developing comprehensive assessments. Developing these relationships is viewed as a high priority.

25. Similarly, relationships with international partners is recognised as essential to combating the activities of people smugglers and human traffickers, including the protection of victims of trafficking. This can be achieved through regional fora such as the Bali Process, supported by bilateral relationships.

26. The capacity to allocate sufficient resources, including skilled analysts, is a significant challenge. While the more developed member states were providing support, including training of officers and relevant equipment, there is a need for increased resources.

27. Members agreed to the following recommendations:

    - The Bali Process AHG should continue to focus activities to improve immigration intelligence capabilities across agencies, with other government agencies and international partners;

    - To support immigration-related information and intelligence sharing between member states, and where appropriate, international partners;

    - The Bali Process Steering Committee consider the feasibility of establishing a framework to facilitate the sharing of immigration-related information and intelligence.

    - Where appropriate, Bali Process AHG member states need to engage IOM and UNODC project officers to support the development and utilisation of key capabilities. This includes access to relevant databases and communications links provided by INTERPOL and other key law enforcement agencies.

The Co-Chairs thanked the delegates for their active participation and their openness in discussions around key workshop topics. They emphasised the importance of seeking the views of all Bali Process AHG member states to ensure solutions and initiatives are cognizant of resource limitations in smaller economies and to enable them to source training and capacity building from those member states that can assist.

In closing the workshop, the Co-Chairs thanked the support team from DIAC and INZ for their extensive and diligent efforts to allow the workshop to proceed smoothly and achieve its outcomes. Bali Process AHG participants thanked the Co-Chairs, New Zealand and Australia, for their hospitality and leadership in steering this working group to a successful conclusion.

Australia and New Zealand (Co-Chairs)
Bali Process Ad Hoc Group
Immigration Intelligence Best Practice Workshop
Auckland, 10 February 2012