

**Ad-Hoc Experts Working Group II  
Law Enforcement Workshop  
Shenzhen, Peoples' Republic of China**

**25-28 November 2002**

*Summary of Outcomes*

The Bali Regional Ministerial Conference on People Smuggling, Trafficking in Persons and Related Transnational Crime in February 2002, established two ad-hoc experts' groups to advance the objectives set out by Ministers in the Co-Chairs' Statement.

Through the work of the Ad-Hoc Experts' Working Groups, we are seeking to strengthen networks of cooperation across the Asia-Pacific Region, to build on existing capacity and to improve regional coordination.

The Ad-Hoc Experts' Working Group II planning meeting held on 13-14 June, Bangkok, Thailand, agreed that priority should be given to the drafting of a set of "elements" to assist participants to strengthen legislative arrangements and law enforcement practices.

In relation to law enforcement, six key areas were designated. These have been further refined to concentrate on the areas of:

- Operational Cooperation and Investigation
- Identity Verification and Document Examination
- Technical and Capacity Requirements for Effective Enforcement

These three topics were considered at a workshop, hosted by China in Shenzhen, PRC from 25-28 November 2002. The workshop was officially opened by Mr. Zhu En Tao, Vice-Minister of the Ministry of Public Security of the Peoples' Republic of China.

Participants at the workshop included representatives from the national immigration, police and consular services of the following: Afghanistan, Australia, Bangladesh, Bhutan, Brunei Darussalam, Cambodia, China, Hong Kong SAR, Macau SAR, Fiji, France (New Caledonia), Indonesia, Iran, Japan, Kiribati, Republic of Korea, Lao PDR, Malaysia, Mongolia, Myanmar, Nepal, New Zealand, Pakistan, the Philippines, Singapore, Sri Lanka, Thailand, Timor-Leste DR, Turkey, Vanuatu and Vietnam. The Workshop was chaired by the Coordinator of Experts' Group II, Police Major General Kerkphong Pukprayura. Support to the workshop was provided by China, Thailand and the International Organization for Migration (IOM).

Each delegation provided an overview of the situation in their country and the law enforcement arrangements, which have been established to address the problem of trafficking, smuggling and

related transnational crime. The workshop also included a briefing on arrangements in the Hong Kong SAR to combat illegal migration. The Bangkok-based Immigration Control Experts (ICE) team, represented by Australia and the United States, conducted a practical training program on document examination and identity verification. Participants also inspected the Huang Guang land border crossing between China and the Hong Kong SAR.

Participants at the Shenzhen workshop considered three topics with the objective of agreeing to a set of elements necessary for developing practical cooperative measures to prevent, intercept and disrupt people smuggling, trafficking in persons and related transnational crime.

## **Topic 1 - Objective: To Improve Operational Cooperation and Investigation**

### **Key Elements identified to meet this objective:**

- The range of agencies involved in combating irregular migration increases the need for effective **national coordination**. This could be facilitated by:
  - Regular interagency meetings, the designation of a lead agency, the establishment of “CLAGs” (Combined Law Enforcement Agency Group), dedicated strike teams.
- The development of **international networks**. These networks might be used to exchange intelligence, provide fora for regular meetings and building trust, return arrangements, including facilitation of travel, burden sharing, training, joint operations, among others.

Cooperation needs to be formalized to endure. Personal networks need to be reinforced by policy, systems, agreements and institutions and to have support from governments.

Successful existing models, which might have wider application include:

- A formal liaison unit to manage information exchange, provided it is closely integrated to the operational areas, immigration compliance networks, airline liaison officers and law enforcement officer networks, regional cooperation model, comprehensive plans of action.

The **barriers** to effective operational cooperation need to be recognized. All countries face resource constraints and work primarily within national jurisdictions. Enforcement agencies are typically under-resourced and there is often a lack of basic resources such as, internet access, immigration databases, alert systems, relevant computer systems and trained personnel. There are important legal issues such as privacy provisions, human rights and conflicting legislation. National priorities vary between states, and states are affected by the problem in different ways.

## Topic 2 - Objective: To Improve Identity Verification and Document Examination

### Key Elements identified to meet this objective:

- **The legal framework** that allows authorities to take appropriate legal action against producers, vendors and users of forged documents.
  - defines document fraud; and
  - provides sanctions for producing, selling or using fraudulent documents
  - having an effective visa system in place.
- **Training programs** that provide for the effective evaluation of travel documents and the detection of fraudulent documents. Training programs might include the following:
  - Document examination techniques, security features, counterfeiting and alteration techniques, specialized equipment, fraud trends, passenger assessment, identification and language training.
  - The establishment of a core group of document examination experts.

It is important to maintain up-to-date knowledge on new developments and to continuing in-service training.

In view of resource constraints, some countries are in need of assistance with training. Training is already provided by a number of regional countries and offers were made to consider extending this on a bilateral basis. Relevant training is also provided by NGOs and International Organizations.

- **Document examination equipment** that assists the official in identifying genuine and fraudulent travel documents. These might include the following:
  - Ultra-violet and infra-red viewing equipment, magnifying devices, retro-reflective viewing devices, high-intensity light, image transmission systems, machine readable document readers, camera equipment, admission stamps and security ink, individual identification processes.
  - Access to forensic document expertise and document intelligence to ensure that sophisticated forms of document fraud can be detected.

Although some equipment and technology is expensive, initial efforts to detect fraudulent documents can be undertaken effectively with simple equipment, readily available on the market.

- A core group of **document examination experts** with specialization in identifying various forms of document fraud could perform the following functions:
  - Provide information on trends, prepare and distribute document intelligence alerts, maintain samples of both valid and fraudulent documents and counterfeiting methods, assist in prosecutions.

Resource constraints may prevent some countries from establishing separate units, but personnel with particular expertise could be identified and encouraged. Assistance in passport

authentication is also available from several regional countries, including 24-hour document verification services (see attached).

- The encouragement of **regional cooperation** to enhance the flow of information and intelligence concerning people smuggling, trafficking in persons and related transnational crime and to provide capacity building and other assistance. This might include:
  - Professional training, provision of equipment, information sharing on passport security features and modus operandi of people smuggling networks, information on lost and stolen travel documents.
  - The establishment of linkages to other regional bodies with an interest in irregular migration issues, such as ASEAN, Pacific Island Forum, PacRim, PIDC, SAARC, Interpol, APC, IGC, ASEANAPOL and others.

The objective would be to extend existing bilateral and regional cooperation linkages.

### **Topic 3 - Objective: To Improve Technical and Operational Capacity for Effective Enforcement**

#### **Key Elements identified to meet this objective:**

This topic seeks to establish a process for identifying capacity needs resulting from the elements identified in the first two topics above, in the absence of a comprehensive needs analysis across the region. Attention at this stage is focused on national efforts to meet these needs within existing resources. The development of these programs will highlight common requirements and focus attention on particular areas of need.

Once this process has been completed, it is suggested that participants come to the review meeting to be held in Tokyo in early 2003, with specific proposals for meeting capacity needs over the longer term. Issues that might be addressed include:

- The development of a **comprehensive national database** to assist in combating irregular migration. Such a database might include:
  - Known facilitators of irregular migration, lost and stolen documents, criminal networks, other related immigration offences and blacklisted persons involved in irregular migration.

An important issue will be the development of an effective security system to insure the authenticity and protection of data.

- The continuing development of **human resources** to identify more effectively and combat irregular migration. This might include:
  - Specific training programs, regular liaison between host governments and accredited enforcement officials, regional training programs, public awareness programs, exposure

to prosecution and forensic examinations, and the development of effective accountability systems.

The professionalism of staff is important for both outcomes and the maintenance of public support for enforcement activities.

- The establishment of effective **national intelligence systems** that support enforcement activities.
  - This requires the establishment of effective systems of collection, collation, analysis and dissemination of information.
- The setting-up of a **document laboratory**.
  - Containing samples of a broad range of travel documents, and appropriate forensic equipment.
- A review of **border control systems**. Issues that would be relevant include:
  - The effectiveness of communication systems and contacts between relevant agencies and between border posts, availability of relevant equipment, including computer networks, identification of risk factors and reliability of systems and personnel.
  - The presence of an effective visa system.
  - Appropriate security systems to protect information and the visa and travel document regime.

### **Follow-up**

Participants stressed the need for the review meeting, scheduled to be held in Japan in March 2003, to also address the issue of how the work of the Ad-Hoc Experts' Working Group II could be continued beyond the Second Bali Regional Ministerial Conference.