



Pacific Immigration Directors' Conference Information Sharing Working Group Report

1.0 Executive Summary

The Pacific Immigration Directors' Conference (PIDC) Information Sharing Working Group (WG) was established by the PIDC Board in response to a request from Members at the 2016 Regular Annual Meeting to strengthen information sharing amongst Members.

After a review of the current capacity of Members to collect, store and analyse information through a questionnaire and being informed of their domestic priorities, the Working Group developed:

1. a set of core recommended activities for Members to endorse to resolve priority information sharing issues to be advanced by the Working Group; and
2. a draft Information and Intelligence Framework (the Framework) for Members to note that provides a possible structured approach for information and intelligence management for PIDC Members (refer to Annex A).

The core recommended activities and the Framework focus on supporting Members to secure their national borders, facilitate the movement of legitimate travellers and are aligned to and driven by: (1) PIDC Core objectives and values, (2) PIDC border security mandate, (3) PIDC Regular Annual Meeting, (4) PIDC Strategic Plan and Results Management Suite, (5) International and Regional Standards and Best Practices (6) Members priorities, (7) Stakeholder Needs; and (8) the Working Group Terms of Reference (ToR) endorsed by the PIDC Board in March 2017.

2.0 Introduction

2.1 Background

In recognition of the growing threat of irregular migration and organised crime to the Pacific region, limited resources available to Pacific Islands Immigration administrations, and the need for Pacific Islands to strengthen their law enforcement and border management capacity to advance national and regional strategic objectives, PIDC Members at their 2016 Regular Annual Meeting tasked the PIDC Secretariat to consider surveying Members or establishing a Working Group to identify information sharing capabilities and requirements, with the purpose of supporting the establishment of information sharing MoUs.

In response to this direction by Members, the Board in its October 2016 meeting in Cook Islands agreed to establish a Working Group chaired by the Secretariat consisting of Australia, New Zealand, Fiji, and regional representatives Palau (Micronesia), Vanuatu (Melanesia), Samoa (requested by Cook Islands to represent Polynesia) and Tuvalu (Small Island States) (refer attached ToR endorsed by the PIDC Board in March 2017).

2.2 Key Objectives

In the ToR, the Working Group was asked to:

- a) assess the individual and collective capacity of PIDC Members to collect, analyse and share information;
- b) assess the suitability of current fora and platforms for secure sharing of information in the region;
- c) advance where possible work activities related to issues raised by Members on key regional concerns such as Third Country Nationals and Criminal Deportees; and
- d) provide recommendations to Members proposing options on how to strengthen PIDC information sharing including through the establishment of more formal information sharing mechanisms such as MoUs or the possible establishment of a regional information sharing strategy or framework.

3.0 Methodology

The Working Group designed and disseminated a questionnaire in March 2018 for Members to obtain responses regarding national information sharing environments.

The Secretariat undertook a desktop study of relevant work being undertaken in the region related to information sharing and provided a briefing to the Working Group at its first meeting in Auckland.

The responses to the questionnaire and the information obtained by the Secretariat were reviewed by the Committee and a number of possible activities were developed to meet Members' priority needs. The identified activities were then vetted again and the key recommendations were identified for presentation to Members.

4.0 Working Group Activities

4.1 Environmental Scan

4.11 Questionnaire

The Working Group disseminated a questionnaire in March 2017 seeking information regarding Members' capacity to collect, store, share and analyse information and also national priorities for provision of future support.

4.12 Desktop Study

The Secretariat undertook a desktop study of related activities being undertaken in the region by partner law enforcement organisations and regional bodies related to information sharing and provided a briefing to the Working Group at its first meeting in Auckland.

4.2 Working Group Meetings

The ISWG met twice in 2017. The first meeting was held in the first week of April in Auckland where the Working Group was hosted by Immigration New Zealand. The Working Group undertook a mapping exercise identifying existing law enforcement structures and organisations working in the information sharing and intelligence space at the national and regional levels¹ in the Pacific Islands. As part of this exercise, the Working Group: (a) identified

¹ (1) national stakeholders (Customs, Police, Bio-Security, Health, Labour, Finance, Industry, Carriers, agents), (2) Structures and Networks (PTCN, JIATFW, FFA RFSC), (3) Regional agencies (PICP, OCO, FFA, SPC, PIFS), (4) International agencies (UNODC, UNHCR, IOM, Bali Process, APG, IATA, ICAO, UNDP)

the various information and intelligence sharing services and products being provided by partner law enforcement organisations in the region; (b) reviewed the information and intelligence sharing frameworks developed by the Pacific Islands Forum Secretariat and the Oceania Customs Organisation; (c) discussed how collaboration and information sharing amongst Members and partner agencies could be advanced formally/ informally across strategic, operational, tactical and statistical levels; and (d) reviewed responses provided by Members to the Working Group questionnaire.

While in Auckland, the Working Group undertook site visits to the New Zealand Customs Integrated Targeting Operations Centre (ITOC) and the Immigration New Zealand Immigration Border Operations Centre (IBOC) to familiarise and introduce themselves with advanced monitoring and targeting techniques currently being employed by New Zealand law enforcement border agencies.

The second meeting of the Working Group was held in May in Apia and was hosted by the Secretariat. The Working Group reviewed the draft recommendations developed by the Secretariat and held in depth discussions and shared experiences to determine how to best approach a number of the proposed activities. The Secretariat developed an amended draft for the Working Group to consider that was subsequently amended and refined through online discussions.

While in Apia the Working Group undertook a site visit to the Pacific Transnational Crimes Network's (PTCN) Pacific Transnational Crime Coordination Centre (PTCCC) and were briefed on the activities of this important law enforcement partner organisation. A briefing was provided on the current PTCN secure communication system All Partners Access Network run by the JIATFW of the US Department of Defence.

5.0 Findings

As a result of the environmental scan and internal group discussions, the Working Group were able to identify some key issues regarding Members current capabilities and priorities.

5.1 Questionnaire responses

The responses provided by Members through their questionnaire responses provided a clear picture of where interventions were required.

In terms of policy and legislative support, 40% of responding Members lacked provisions allowing for sharing of information and 55% reported having privacy laws that would complicate information sharing.

In terms of information systems:

- i. about 40% of responding Members reported that they did not have an automated Border Management System (ABMIS) in place yet although they advised that they were working towards developing one;
- ii. the majority of responding Members reported that inbound and outbound information about travellers were stored in a variety of methods ranging from no

storage to stored on excel, arrival cards, with statistics departments and on ABMIS (very varied)

- iii. more than 70% of responding Members reported not having a standardised and consistent method to store information about high risk individuals (very varied);
- iv. only two responding Members reported having access to automated analysis and charting capability;
- v. 60% of responding Members reported receiving information from domestic law enforcement agencies;
- vi. 60% of responding Members advised they did not have access to Advanced Passenger Information (API) but all saw value in obtaining API.

In terms of capacity to analyse information:

- i. all Members reported contributing information to law enforcement networks primarily through PIDC and TCU;
- ii. 50% of Members reported they had officers that undertook a targeting function;
- iii. about 70% of the responding Members reported that they were looking to establish an intelligence section;
- iv. in terms of support required to develop intelligence sections, training, development of SOPs, guidelines, were identified as main areas of support required;

In terms of capacity building

- i. only two Members reported having intelligence manuals/ guidelines for training purposes;
- ii. the bulk of the information and intelligence training received by Members had been through PRIIP and RSDP.

In terms of capacity to share information

- i. only three responding Members indicated they had official contact points to facilitate the sharing of information;
- ii. nearly half responding Members advised they did not contribute to alerts and bulletins on a regular basis;
- iii. only three Members advised that they had more than three officers working on intelligence;
- iv. only two responding Members advised they had MoUs for information sharing with the private sector;
- v. while 60% advised that they had information security guidelines and protocols in place only three had formal security classifications to manage information;
- vi. all responding Members reported that they provided information to overseas agencies;
- vii. the most common requesting countries (alphabetical) were Australia, New Zealand and USA with Fiji, Vanuatu, Canada, UK and China also reported to a lesser extent.

5.2 Members priorities

In addition to the above information provided, responding Members identified key priority areas where they required support from PIDC in strengthening their capacity to share information. In order of overall priority as identified by the responding Members, support was sought to develop:

- a) policies, SOPs and Guidelines to support information and intelligence collection, analysis and sharing;
- b) legislation to support information and intelligence collection, analysis and sharing;
- c) capacity building activities/ training manuals in beginner and advanced information and intelligence management and targeting;
- d) systems to support information and intelligence collection, analysis and sharing;
- e) model intelligence products/ templates and guides on their use .

Members were also asked to identify key areas of ICT support that could be provided through the PIDC Secretariat especially through the website which all Members had access to. The majority of the responding Members identified requiring support through all of the website functions that the questionnaire had suggested as examples which included providing online access to:

- a) file and information sharing services;
- b) national information and links to activities;
- c) data Back-up services;
- d) password protected Intelligence products;
- e) specific shared intelligence files;
- f) online training manuals and courses;
- g) online Immigration tools and resources; and
- h) online access to regional Model Legislation.

6.0 Development of Recommendations

6.1 Key considerations

The recommendations developed by the Working Group seek to strengthen PIDC capacity to collaborate and share information to support Members' efforts to **secure national borders** and **facilitate the streamlined movement of legitimate travellers**.

The activities aligned to and driven by: (1) PIDC Core objectives and values, (2) PIDC border security mandate, (3) PIDC Regular Annual Meeting, (4) PIDC Strategic Plan and Results Management Suite, (5) International and Regional Standards and Best Practices (6) Members priorities, (7) Stakeholder Needs; and (8) the Working Group Terms of Reference (ToR) endorsed by the PIDC Board in March 2017.

The proposed activities have been designed to be pragmatic and cost effective focusing on sustainable solutions appropriate for the Pacific Islands and Territories. Focus has been placed on making simple procedural or structural reforms to introduce capability and significant impacts.

Secure national borders

Transnational criminal networks pose a real and significant threat to Pacific Island communities and their political systems and regulatory and law enforcement institutions. Law enforcement agencies² continue to report the instances of people smuggling, human trafficking and irregular migration.

² (a) United Nations Office on Drugs and Crime, *Transnational Organised Crime Threat Assessment*, 2016, (b) Pacific Transnational Crime Coordination Centre, *Transnational Crime Report*, 2016, (b) Pacific Islands Forum

Facilitation of legitimate travel

The legitimate and lawful movement of persons through the region provides significant opportunities for economic growth and prosperity. Many PIDC economies prioritise: (a) tourism as a local economic driver; and (b) labour mobility given its significant role with many countries having significant communities of diaspora located in developed countries and also promoting migrant workers to fill skilled and unskilled labour markets.

National institutional arrangements

To support and guide activities in these two key immigration work areas, modern organisations require a number of institutional components to create effective and agile organisations with a:

- strong information and intelligence management system;
- transparent and systematic decision-making processes based on accurate information and intelligence;
- highly skilled and motivated staff to undertake core business; and
- a robust, hostile and effective regulatory environment that targets and prioritises threats.

7.0 Recommendations

The Working Group proposes that Members:

1. endorse a set of **core recommended activities** designed to resolve major information sharing impediments to be advanced by the Working Group; and
2. note the development of a **draft Information and Intelligence Framework** for Members that provides a possible structured approach for information and intelligence management for PIDC Members.

7.1 Proposal One: Core recommended activities

The working group agreed to propose that Members endorse four core recommended activities to:

1. develop a regional Memorandum of Understanding to provide a legal basis for the sharing of immigration information among PIDC Members;
2. build the capacity of Members to collect immigration data in a form that is easy to store, access and analyse through the holding of a regional workshop;
3. establish a regional network of accredited contact points for Members that could be used to securely share information; and
4. identify a secure platform of electronic communication to allow PIDC Members to freely and securely share information and data.

7.11 Regional workshop on Immigration Data Collection

Given data collection remains a significant issue for Members especially regarding key priority threat areas such as third country nationals, criminal deportees, outlaw motorcycle gangs, cruise liners and persons with links to transnational crime, the working group recommends that a regional workshop be held as part of the 2017/ 2018 Annual Work Plan to strengthen

Secretariat, *Pacific Transnational Crime Assessment*, 2016, (c) Pacific Immigration Directors' Conference, *People Smuggling, Human Trafficking and Irregular Migration Report*, 2014

the capacity of Members to collect immigration data using simple Microsoft Excel and manual databases. It is envisaged that participants will commit to setting up simple databases upon their return to their organizations and national activities will be reported to Members at the Regular Annual Meeting in 2018.

7.12 Establishment of PIDC Information and Intelligence Contact Points Network

To facilitate the secure sharing of information between Members, the Working Group recommends the establishment of a PIDC Information and Intelligence Regional Contacts Point Network. Nearly all Members advised that they currently do not have a contact point with most information being channelled through the Immigration Director. While this is an effective method for managing the flow of information, it also acts as a significant impediment. Each Member will be requested to nominate an officer and provide contact details to facilitate the sharing of information and this officer will receive guidelines on what types of information can be shared and how to share information securely. An integral part of this work would require formalising information sharing protocols, security classification and accreditation of intelligence sharing contact points.

7.12 Regional PIDC Memorandum of Understanding developed to facilitate the sharing of Information

Several Members have advised the Working Group that to facilitate the sharing of information they require a Memorandum of Understanding to formalise information sharing practices. The MoU would identify what information can be shared and through what channels. Australia has agreed to lead the work on developing the MoU looking for its possible endorsement by Members at the 2018 Regular Annual Meeting.

7.13 Identifying Secure electronic platforms to share information

The Working Group agreed to explore options for the secure sharing of information. The Working Group were briefed on existing methods and Members through the questionnaire had provided a number of functions that they had wanted introduced or maintained on the PIDC website. The Working Group had also been briefed by the PTCCC on their current communication system (All Partners Access Network (APAN) which is maintained by USA Joint Inter-Agency Task Force West which is part of the US Department of Defense) which had been offered as an option for PIDC free of charge. The only negative aspect is that the US Government would have potentially have free access to the data stored on this system.

7.2 Proposal Two: The draft PIDC Information and Intelligence Framework

While the core recommended activities contained in proposal one are the main focus of the Working Group to advance PIDC information sharing needs, the attached draft Framework provides a possible regional roadmap establishing overarching guidance for Members, the Secretariat and law enforcement partner organisations to collaborate across a wide breadth of information and intelligence management activities.

The Framework provides a Vision and four strategic objectives that are to be achieved through a number of possible activities that each have outputs and measures for monitoring. The core recommended activities are all included in the Framework which also contains a number of activities already funded in the 2017/ 18 budget under other programmes (policy and legislative development, capacity building, advocacy, etc).

7.21 Timing

The Framework has been developed to provide possible long term guidance to PIDC on how to strengthen information sharing and if eventually endorsed should remain aligned to the strategic plan timeframes. On this basis the Framework would be ideally implemented over a period of three years but would be subject to any priority changes that may occur in the next PIDC Strategic Plan for 2018 – 2021.

Pacific Immigration Directors' Conference Draft Information and Intelligence Framework

1.0 Framework Vision

Collaboration and innovation to secure borders and facilitate travel for economic prosperity.

2.0 Structure

The key components for the draft regional Framework include:

- a) overarching strategic guidance is provided by the PIDC Constitution, 2016 – 2018 Strategic Plan and the PIDC Results Management Suite;
- b) a vision to guide the strategic direction of the Framework;
- c) four strategic objectives to realise the Vision each with specific activities to be undertaken by PIDC Members and Secretariat at national and regional levels;
- d) a multi-lateral Memorandum of Understanding to formalise agreed information and intelligence sharing activities and provide a legal basis for collaboration;
- e) Strengthening of the existing PIDC information and intelligence network to facilitate information sharing using: (a) agreed PIDC products and services such as the Alerts System, the Monthly Bulletin, and the Annual Immigration Threat Assessment (People Smuggling, Human Trafficking and Irregular Migration Report); (b) the PIDC Information Contact Points Network to facilitate information sharing; (c) a secure communication system and website leveraging off innovative technology; and (d) collaborating with law enforcement partners to identify and collectively combat priority transnational crime threats;
- f) Identified outputs and measures that indicate deliverables and implementation timeframes.

3.0 Strategic Objectives

The Vision is to be achieved by PIDC Members with the support of the PIDC Secretariat and partner stakeholders through four Strategic Objectives.

1. Create modern business and robust regulatory frameworks aligned to international standards and best practices to strengthen national decision making;
2. Strengthen and harmonise PIDC information and intelligence management systems and processes at the national and regional levels;
3. Enhance and align PIDC inter-agency law enforcement coordination, collaboration and inter-operability across all levels;
4. Strengthen capacity of immigration institutions and staff.

4.0 Timing and Implementation

The Framework provides guidance on how the PIDC Membership could approach strengthening information and intelligence management. The Working Group has developed a number of possible activities to be undertaken by Members and the Secretariat at the national and regional level to achieve the strategic objectives listed above.

To implement the Framework, the PIDC Secretariat would need to work with the Board and the Working Group by seeking to provide, facilitate or mobilise regional and international support for Members and activities. The Secretariat would:

- where appropriate seek to utilise existing funding streams linked to other PIDC work programmes on policy and legislative support, training and capacity building;
- engage bilaterally with Members to identify priority activities for implementation; and
- engage with regional law enforcement partner organisations, CROP and international agencies, development partners to explore options for possible long-term programming support.

The Framework has been designed to be flexible allowing implementation based on priorities and available resources but if eventually endorsed should remain aligned to the strategic planning timeframes. On this basis the Framework would be ideally implemented over a period of three years but would be subject to any priority changes that may occur in the next PIDC Strategic Plan for 2018 – 2021

7.26 Monitoring

The implementation of the activities would be monitored by Members through:

- Secretariat and where appropriate Working Group reports to the PIDC Board; and
- Members reports under this agenda item to the Regular Annual Meetings.

Activities to be considered as



part of the PIDC Regional Information and Intelligence Management Framework

Working Group Core Recommended Activity (Output)

Contained in proposed 2017/ 18 Work Plan

Strategic Objective	Regional activities	National activities	Outputs	Measures
1. Create modern business processes and robust regulatory frameworks aligned to international standards and best practices to enhance decision making.	1. Ensure intelligence led (or informed) culture and information sharing is prioritised and supported amongst Membership	Introduce institutional intelligence informed risk management and evidence based decision making culture by integrating information sharing and intelligence producing processes into business practices where appropriate;	Regional training provided to all Members on incorporating intelligence and profiling functions to business processes as appropriate. (Executive Workshop at RAM2017)	Number of Members that have looked to incorporate intelligence and profiling functions to business processes as appropriate.
	2. Support Members to strengthen legislative frameworks based on appropriate international standards and best practices;	Develop robust legal frameworks, structures and systems to support data collection and intelligence development:	14 national legal frameworks reviewed to determine compliance with regional model information and intelligence policy and legislative provisions.	Number of national legislative frameworks reviewed that comply with regional model information and intelligence policy and legislative provisions.
	3. Strengthen enforcement of existing regulatory measures to ensure integrity of data collected.		Model PIDC Policy and Legislative Framework provisions meet international standards (ICAO etc)	
		Develop national targeting structures and intelligence	Regional workshop on profiling held	Number of countries contributing to regional collection plans.

	4. Develop regional capacity to undertake profiling where appropriate.	sections to identify, target and prioritise responses to high risk crime threats where appropriate;		
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Strategic Objective	Regional activities	National activities	Outputs	Measures
2. Strengthen and harmonise PIDC information and intelligence management systems and processes at the national and regional levels	1. Understand, target and disrupt people smuggling, human trafficking and immigration fraud.	Map out information processes and identify data fields they are responsible for managing	Regional Immigration Data collection Workshop held.	Number of Members identify data collection gaps.
	2. Support Members to strengthen national Data collection and develop secure communication systems for Members;	Improve data collection in key law enforcement areas linked to criminal deportees, outlaw motorcycle gangs, foreign fighters, cruise ships, immigration crime types and immigration fraud, people smuggling, human trafficking.		Number of Members develop simple data collection systems (for example using Excel) at the national level on criminal deportees, third country nationals, outlaw motorcycle gangs, foreign fighters, cruise ships, immigration crime types and immigration fraud, people smuggling, human trafficking.
				Number of reports provided by Members at the national level on criminal deportees, outlaw motorcycle gangs, foreign fighters, cruise ships, immigration crime types and immigration fraud,

				people smuggling, human trafficking.
	3. Strengthen Intelligence capacity by developing a common suite of inter-linked standardised information and intelligence tools, resources and SOPs for PIDC Members to adapt and use as necessary to ensure they are fit for purpose. (collection templates and intelligence products).	Standardise practices and templates with national partner law enforcement agencies (police, customs, etc.)	Regional model intelligence and profiling SOPs developed through Regional SOP Workshop	Regional SOP and searchable excel Alerts immigration database developed.
			Searchable immigration alerts database established with Secretariat that can be accessed by Members.	Number of Members adapt model SOPs
	4. Support Members to identify future proofed and appropriate cost- effective automated Border Management Information Systems (through research and engagement with service providers);	Review automated BMIS functions as part of National Border Management Assessment;	Automated BMIS research for PIDC Members undertaken	Research on automated BMIS completed
			Regional MIDAS explored with IOM	Partner organisations consulted
			Regional API mechanism explored	
			Secure communication platform researched and established	Secure communication platform identified
Strategic Objective	Regional activities	National activities	Outputs	Measures

3. Promote PIDC inter-agency law enforcement coordination, collaboration and interoperability.	1. Develop a legal and basis for regional sharing of information amongst Members (through the possible signing of a regional multilateral MoU to facilitate information sharing).	Promote inter-agency communication at all levels and establish clear channels of communication through national contact points, CLAGs and TCUs;	Regional MoU for information sharing developed	MoU established
	2. Strengthen the PIDC Immigration Intelligence Network by formalising information sharing protocols, security classification and creation and accreditation of intelligence sharing contact points.	Develop joint and standardised processes, templates and intelligence products;	Regional PIDC information and intelligence products strengthened and new products introduced.	Number of Members sign MoU
	3. Promote collaboration and close relationships with regional law enforcement information and intelligence providers;	Integrate PIDC intelligence products with national law enforcement efforts. (law enforcement information is national property that agencies must guard and ensure it is made available to appropriate partners.). Select national contact points to facilitate and drive information sharing.	PIDC Network of Intelligence Contact Points established	Number of common PIDC intelligence products discussed and possibly introduced as fit for purpose. Number of Members supporting CLAGs and TCUs Number of Contact Points nominated and active in Regional Contact Point Network

	4. PIDC Secretariat website enhanced.	PIDC website linked to national website if appropriate.	Website review completed	Website review completed and number of Members using new functions.
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Strategic Objective	Regional activities	National activities	Outputs	Measures
4. Strengthen capacity of PIDC institutions and staff	1. Develop Immigration specific intelligence and profiling training modules as part of T & CB Programme for Members to adapt at the national level. develop executive level workshops to familiarise senior officers with various intelligence products currently available.	Develop intelligence training Programmes and Training materials and manuals for staff as part of PIDC T & CB Programme and in partnership with INZ PRIIP and DIBP RSDP.	Model intelligence and profiling training modules developed as part of T & CB Programme.	Regional model intelligence and profiling training modules developed as part of T & CB Programme.
		Hold executive level workshops to familiarise senior officers with various intelligence products and services currently available	National manuals adapted from model modules and mentoring and training activities developed.	Number of Members with adapted information and intelligence management training manuals.
		Develop mentoring programmes to allow for the exchange of knowledge and experience among staff.	Mentoring Programmes developed throughout PIDC Membership.	Number of intelligence related mentoring programmes developed.

	2. Promote and support PRIIP and RSDP links to PIDC Network by providing administrative, logistical and funding support.	Suitable staff selected to attend capacity building activities.	Secretariat engage with RSDP and PRIIP on planning, implementation and monitoring.	Number of RSDP and PRIIP activities supported.
	3. Encourage partner national and regional law enforcement organisations to support info & intel capacity building and institutional strengthening activities for PIDC Members;	Hold regular engagements with partner organisations and collaborate on planning activities for Members and the Secretariat.	Regular engagements with relevant agencies held with coordinated planning sessions where appropriate.	Number of information and intelligence related support activities offered to Members by partner organisations.

