

Perimeter Clearance Strategy: To realize a smart border for the 21st century

Discover our true nature

CANADIAN
TOURISM
COMMISSION



COMMISSION
CANADIENNE
DU TOURISME



Perimeter Clearance Strategy: to realize a smart border for the 21st century

(A précis of the full report)

Industry Development
Canadian Tourism Commission

Ottawa, Canada

2003

National Library of Canada cataloguing in publication data

Perimeter Clearance Coalition

Perimeter Clearance Strategy: to realize a smart border for
the 21st century

Issued also in French under title: Stratégie pour un périmètre de sécurité commun :
pour obtenir une frontière efficace au 21^e siècle
ISBN 0-662-33404-3
Cat. no. C86-148/2003E

1. Canada – Boundaries – United States.
 2. United States – Boundaries – Canada.
 3. Travel restrictions – Canada.
 4. Travel restrictions – United States.
 5. Northern boundary of the United States.
 6. Border patrols – Canada.
 7. September 11 Terrorist Attacks, 2001 – Influence.
- I. Canadian Tourism Commission.
II. Title.

FC180.P47 2003 327.71073 C2003-980035-0
F1027.5P47 2003

If you require additional copies, please quote #C50127E and e-mail the CTC Distribution Centre at: distribution@ctc-cct.ca.

Table of Contents

Part One: A Secure Perimeter	1
Two Countries, Twenty-six Thousand Kilometres	1
What is the Perimeter Clearance Coalition?	1
What is the Perimeter Clearance Strategy?	1
A Secure Perimeter	1
What is Needed to Achieve a Secure and Efficient Canada-United States Perimeter?	2
Part Two: Perimeter Clearance Cards	3
What are Perimeter Clearance Cards?	3
Who Would Use Perimeter Clearance Cards?	3
How Would Perimeter Clearance Cards Work?	4
Advantages of Perimeter Clearance Cards to Tourists	4
Advantages of Perimeter Clearance Cards to Authorities	4
Part Three: Recent Accomplishments and Action Required	5
Recent Binational Accomplishments	5
Future Action Required	5
Contact Information	6
Tourism Scenarios Under A Secure-Perimeter Management Scheme	7
Scenario 1	7
Scenario 2	7
Scenario 3	7

Part One: A Secure Perimeter

Two Countries, Twenty-six Thousand Kilometres

The Canada-United States perimeter encompasses the world's largest binational flow of people and goods. Not only has this flow fostered significant social, cultural and historic ties between Canada and the United States, but it has also been a critical factor in the strong and vibrant economic development of each country. Indeed, it is difficult to imagine how the robust economic performance of either Canada or the United States would be possible without the other.

The tragic events of September 11, 2001, and their aftermath, served to underscore the closeness of these bonds. These events also heightened awareness of and concern about measures employed to keep both countries secure against terrorism.

The challenge, today, for these neighbouring countries has become clear: how do they protect themselves from the ravages of terrorism *and* expedite an unprecedented free flow of people and goods? The Perimeter Clearance Coalition has developed effective strategies to resolve this dilemma.

What is the Perimeter Clearance Coalition?

A broad-based group composed of industry and public-sector representatives, the Perimeter Clearance Coalition was formed to assist the governments of Canada and the United States develop exemplary methods to manage their shared borders and perimeter. Coalition membership includes airport authorities, maritime ports, border communities, tourism groups and airlines, in both Canada and the United States. Supporting this binational coalition is a consulting team consisting of individuals with significant border-management experience at senior levels in the public and private sectors.

What is the Perimeter Clearance Strategy?

Since September 11th, the governments of Canada and the United States started deployment of a wide range of border-management solutions through the *Smart Border Action Plan*. The need to secure shared borders while encouraging the free flow of people and goods, however, requires a longer-term strategy that comprehensively addresses all requirements for a secure and efficient Canada-United States perimeter. The Perimeter Clearance Strategy has been prepared by the Perimeter Clearance Coalition to meet this need.

For the purposes of this précis, emphasis is on helping travellers cross the border into Canada or the U.S., although the full Perimeter Clearance Strategy focuses on the movement of both goods and people.

A Secure Perimeter

A perimeter encompassing Canada and the United States would, with the help of advanced technology and process re-engineering, harmonize management and security procedures at both the Canadian and American borders. There would, of course, continue to be differences in laws, import restrictions and visa requirements. The *Perimeter Clearance Strategy* provides a comprehensive framework to accommodate those differences efficiently and effectively.

A Canada-United States perimeter would offer three distinct advantages over the present arrangement:

- First, it would improve security related to the movement of goods and people, both at the perimeter and across borders.
- Second, it would increase the degree of compliance with the trade, immigration, and health and safety laws of Canada and the United States.
- Third, it would accelerate the passage of low-risk people and goods while prohibiting the movement of high-risk people and goods.

A secure Canada-United States perimeter would not compromise the sovereignty of either country. It would not eliminate the Canada-United States border. It would neither require nor lead to the creation of a customs union between Canada and the United States. It would not standardize immigration policies and import rules.

A secure perimeter would, however, make it easier for low-risk travellers with specific identification to move more easily into the perimeter area and between the two countries. Prime principles include offshore prescreening before the individual arrives at the perimeter, information sharing between the two countries, and the use of biometrics as unique identifiers.

What is Needed to Achieve a Secure and Efficient Canada-United States Perimeter?

A secure and efficient Canada-United States perimeter requires a comprehensive border-management strategy coordinated by both Canada and the United States, and requires:

New Legislative Authorities for Customs Officers

Legislation authorizing a zone concept and cross-designation would allow customs officers to be deployed with greater flexibility. A zone concept would permit officers from either country to administer their laws in the other country, while cross-designation would empower officers of one country to administer laws on behalf of the other.

Shared Data and Risk-assessment Approaches

Binational interagency data sharing, joint risk assessment and common databases would provide officials in Canada and the United States with enhanced intelligence, security, and interdiction capabilities. For instance, an integrated information system would link multiple sources of data and identification systems.

Joint or Integrated Procedures

Integrated procedures, with a matrix of admissibility-processing options tailored to different categories of risk, would simplify existing processes and reduce the number of times information must be provided to agencies.

Preregistration/Screening Processes

Increasing the number of preregistered or screened travellers would shorten queues at points of first arrival. Similarly, preregistration and screening of low-risk operators and drivers of conveyances would allow fast-tracking of goods across borders.

Perimeter Clearance Biometric Registration

Biometrics is the use of unique characteristics of an individual's physical attributes to recognize or verify an identity. Processes using biometric registration would accelerate the positive identification of individual travellers. Biometric-based processes and the use of card technologies would accelerate traveller clearance for all modes of arrival, and expedite entry and exit tracking.

For residents or citizens of Canada and the United States, and for residents of non-visa countries, biometric registration would be voluntary. For citizens of countries other than Canada and the United States, biometric registration would be mandatory for travellers with visas and those travelling to the United States under the United States Visa Waiver Program.

Part Two: Perimeter Clearance Cards

What are Perimeter Clearance Cards?

Perimeter clearance cards would be issued to those requiring or opting for them. Cards would be machine-readable and would be encoded with multiple biometrics registered for each cardholder. Different biometric information then could be accessed depending on an individual's mode of arrival. For instance, iris scanning could be used at airports, and other recognition technologies used at land-border crossings.

Applicants for perimeter clearance cards would undergo a one-stop security check to integrate several processes currently in place. Data obtained from security checks would be stored on an integrated, secure database.

Both Canada and the United States would be able to apply their own visa rules before issuing cards. Perimeter clearance card preregistration would be available at embassies and consulates, and at major centres such as passport offices. For residents of non-visa countries, perimeter clearance cards would be available at ports and border crossings as well.

Who Would Use Perimeter Clearance Cards?

Frequent travellers, commuters and some tourists would benefit from the one-time application for a perimeter clearance card. The application process would vary, however, depending on the requirements of a specific mode of transport. Some application processing options include:

- Border crossings
- Cruise ships and buses
- On-board rail inspections
- Kiosks for passenger ferries
- Airport preprocessing.

Perimeter clearance cards would also help manage the flow of international travellers who are destined for both Canada and the United States. Perimeter clearance cards would expedite international travellers arriving first at the Canada-United States perimeter and traveling later to Canada or the United States.

How Would Perimeter Clearance Cards Work?

Perimeter clearance cards would serve as an interface with border-agency databases. Upon entry to Canada or the United States, cards would be used to identify individuals and reduce risk assessment. Departure from either country would be logged to ensure individuals do not overstay their visas.

Arriving at the perimeter, passengers would enter one of three different flows:

- 1. Perimeter Clearance Cardholders**

Perimeter clearance cardholders would pass through automated-entry kiosks or card readers, using their perimeter clearance cards as a method of positive identification.

- 2. Visa Holders**

Citizens of countries other than Canada and the United States who have not preregistered could enroll in the biometric perimeter clearance program upon arrival. Here, multiple biometrics would be captured and some initial background checks performed.

- 3. Those Without Visas or Perimeter Clearance Cards**

Citizens or residents of Canada and the United States, or citizens from other countries not requiring visas to enter Canada and the United States, would have the option of going through a full inspection rather than participating in the biometric perimeter clearance program.

This type of passenger streaming would accelerate the overall inspection process at points of entry. With entry privileges into Canada and the United States coded into a centralized integrated information system, the same passenger streaming could occur at arrival points anywhere between the two countries. Conversely, passengers who do not have admission privileges into the other country would be coded as such within the database.

Advantages of Perimeter Clearance Cards to Tourists

- Prescreening
- Reduced queues at all points of arrival
- One card for all modes of transportation

Advantages of Perimeter Clearance Cards to Authorities

- Integrated binational database of travellers posing threats to national security
- Faster risk-assessment of precleared travellers
- Tracking of traveller entries and exits, particularly of those on limited-stay visas
- More efficient use of personnel and resources at border crossings
- Retention of sovereignty in admission policies
- Enhanced passenger check-in and boarding process cards.

Part Three: Recent Accomplishments and Action Required

Recent Binational Accomplishments

- Perimeter Clearance Coalition activities have progressed from concept development to tangible results, such as various U.S. and Canadian government funding commitments for enhanced border management.
- The House of Commons Standing Committee on Foreign Affairs and International Trade offers numerous recommendations consistent with a secure and efficient Canada-United States perimeter and perimeter clearance procedures in its report, *Toward a Secure and Trade-efficient Border*.
- *Joint Statement of Co-operation on Border Security and Regional Migration* and *RCMP-FBI Agreement on Fingerprint Data*: These binational statements outline measures taken by Canada and the United States with regard to immigration, customs and law enforcement to secure our common border and ensure the efficient flow of goods and travellers.
- *Rethinking Our Borders: A Plan for Action*: This report prepared by the Coalition for Secure and Trade Efficient Borders also supports perimeter clearance.
- *Smart Border Declaration and Action Plan for Creating a Secure and Smart Border*: This 30-point plan between the United States and Canada focuses on securing flows of people and goods, coordinating information sharing and enforcement, and protecting shared infrastructure.

Future Action Required

A number of systemic and regulatory changes are required for perimeter clearance to become a reality. While recent binational accords have tackled some of these requirements, two formidable challenges remain.

First, significant effort will be required of both governments to achieve the regulatory environments to advance specific issues. Challenges will be greatest at achieving full bi-national staffing efficiencies and cross designation.

Second, acceptance of the perimeter clearance card will require continued dialogue with industry to determine suitable marketing strategies in support of new programs such as Nexus. A sufficient number of passengers will have to be registered if processing of low-risk travellers is to be realized.

All perimeter-clearance enabling requirements are interrelated and work would need to continue on the various enabling elements involved simultaneously. The Perimeter Clearance Coalition will continue to work with industry, government departments and agencies in both Canada and the United States through an agency advisory committee composed of key customs and immigration personnel. Through this committee, more detailed work on each of the enabling requirements for perimeter clearance will take place, coordinated between industry and government.

Contact Information

For additional information on the Perimeter Clearance Strategy please contact:

Solomon Wong
InterVISTAS Consulting
Suite 550 Airport Square
1200 West 73rd Avenue
Vancouver, B.C. V6P 6G5
(604) 717-1854

Christopher Phillips
Industry Development
Canadian Tourism Commission
55 Metcalfe Street, Suite 600
Ottawa, ON K1P 6L5
(613) 941-9802
E-mail: phillips.christopher@ctc-cct.ca

Tourism Scenarios Under A Secure-Perimeter Management Scheme

Scenario 1

Henry and Joan from Manchester, England, are planning a trip to North America. They would like to visit Niagara Falls, Ontario, and then head to Niagara Falls, New York. After that, they plan to visit Joan's sister in Winnipeg for a week before returning to England.

Upon arrival in Toronto, Henry and Joan visit a booth to apply for a perimeter clearance card, which will allow them to pass between Canada and the United States using special lanes and express kiosks. The biometric information on these cards confirms to inspection officers staffing the kiosks that these low-risk travellers are who they say they are and have been preprocessed.

After receiving their cards and cleared to visit Canada, Henry and Joan then proceed to Niagara Falls for a wonderful week of sightseeing and shopping on both sides of the border. While crossing the Canada-United States border, Henry and Joan quickly pass through NEXUS lanes (express lanes dedicated to pre-approved, low-risk travellers) using their perimeter clearance card.

When they are ready to return to Canada, Henry and Joan cross the border once again through the NEXUS lanes, drive to Toronto, and fly to Winnipeg. All in all, they have had an enjoyable trip to North America with smooth border crossings.

Alternatively, if Henry and Joan live in London, England, they can visit the Canadian High Commission and apply for their perimeter clearance cards before embarking on their flight. In both cases, these cards are available for a nominal fee.

Scenario 2

Bill and Maureen of New York City would like to take an Alaskan cruise that departs from Vancouver. Normally, they would have to line up for customs and immigration on three separate occasions: in Vancouver, in Alaska and in Vancouver again.

Using perimeter clearance cards, however, Bill and Maureen can pass through just one kiosk in Vancouver, avoiding the bother and delay brought on by embarking and disembarking passengers in the main customs clearance area. At all other border crossings, Bill and Maureen move easily through express lanes, making their journey a much more enjoyable experience.

Scenario 3

The Barghava family of New Delhi plans to visit relatives in Nova Scotia. Citizens in India are required to obtain visas prior to visiting Canada. Rather than paper visas attached to a passport, however, members of the Barghava family are issued perimeter clearance cards encoded with a time-definite period for admission to Canada.

If the Barghava family decides to visit friends in Boston, they can also apply for a United States visa without having to make a separate visit to the United States embassy. A separate visit to the U.S. embassy is not required because Canada and the United States have processes to share information. Consequently, when the Barghava family visit to Boston is authorized, details regarding their new visa will be communicated to them and automatically encoded on their cards.