Brussels Based Attaché Working Group on Cruise Ships

Way forward to improve Cruise Ship controls

- A Customs Perspective -

Final Report - September 2019
Table of Contents:

Section 1: Introduction

Section 2: Background

Section 3: Objectives

Section 4: Key Role of each Stakeholder

Section 5: Challenges for Customs authorities

Section 6: Way Forward

Appendix I – Case Studies

Appendix II – Member Contributions

Appendix III - Media
1.0 Introduction

The cruise ship industry is making substantial treads headed for a new age of transporting passengers and crews and making a massive impact on tourism. With millions of passengers each year and nearly thousands of operating locations, cruise ship vacationing has seen incredible growth. For most cruise ships, the crew needed to run them is between 3000 to 3500 to cater 6000 to 7000 passengers (Lake, 2018). As general measure passenger to crew are represented by a 2:1 ratio.

The industry as a whole, has ports of call all over the world and offer destinations which include: the Caribbean, South and Central America, North America the Mediterranean, Europe, Pacific Islands, and no less than hundreds of others. Cruise ships are touching the corners of the globe and bringing millions of passengers with them each year (Rodrique & Notteboom, 2017).

According to Cruise Lines International Association (CLIA), Cruise ships are one of the safest vacation options in the world, with rates of serious crimes that are exceedingly lower than those on land. The cruise industry follows comprehensive security protocols and passengers, crew, and baggage must pass through rigorous security checkpoints before boarding (Cruise Lines International Association, 2018). As the industry has grown, officials have enhanced and updated the safety necessities, including developments in navigation equipment, shipboard safety management systems, life-saving tools and certification / training standards (Landry & Kling Global Cruise Events, 2019).

Cruise ships have become a more common and affordable method of travel for vacation seekers. The customs community has witnessed the rapid increase in the number of travelers who choose a cruise ship vacation as their vacation destination as well as their simultaneous mode of transport. The number of passengers in 2018 were recorded to as 28.2 million, not including crew members, which shows a considerable increase from 2017 by 5.6%, and grew by 1.7 times in 10 years (CLIA, 2018)\(^1\).

2.0 Background

The exuberance of cruise ship travel has coupled with emerging trends such as more passengers, bigger ships, and diversified itineraries. These emerging trends bring potential vulnerabilities from the customs perspective, especially in terms of border and security risks.

In 2013 the Policy Commission established a member-driven mechanism for developing issues papers that would assist with identifying and analyzing emerging issues. The aim of these papers is to generate strategic level discussion of complex, multifaceted or cross-cutting contemporary issues among customs administrations.

During the Policy Commission Council in 2017, the Customs Administration from New Zealand raised the emerging security concerns that the growing cruise ship industry has

---

presented to the customs passenger, crew and cargo controls around the world. Cruise ship operators have reiterated there are good, multi-layered security measures in place to ensure the safety and security of passengers, crew, cargo and the vessel itself. Ships must adhere to the International Maritime Organization (IMO) International Ship Port Facility (ISPS) Code and have strict security measures in place according their own vessel security plans.

To address these challenges, the World Customs Organization (WCO) hosted a 1 day event in November 2018 to bring together representatives from customs administrations, IMO and CLIA to discuss and identify the current seascape of the cruise industry and enforcement challenges it represents. This discussion and the recommended way forward are argued in this paper but it is clear every party in attendance is committed to improving the current experience to ensure the safety and security of the cruise industry as well as the countries and authorities that host them.

Customs to be specific, saw these vulnerabilities in the emergence of this industry. This is supported by cases involving drug trafficking in the past three years on the cruise ships as captured in Annex I.

Factors behind the vulnerabilities related to each customs administration globally include: insufficient advance passenger information, different security protocols depending on the country visited, and port facilities that are not fit for purpose impede Customs ability to undertake its functions and combine security with facilitation. These challenges are discussed later in this paper, which result in the potential counter measure and recommendations required to address the vulnerabilities and to ensure safe and secure travel of cruise passengers and crew members.

3.0 Objectives

With the abovementioned background, the objectives of this paper are as follows:

- Identify and share the current challenges customs administrations face in trying to exercise cruise ship controls;
- Address the need for customs administrations to standardize risk management and layered defense in the passenger stream;
- Reaffirm the significant importance of collaboration with relevant authorities; and
- Recommend action(s) to further improve cruise ship controls for customs administrations. This includes: taking stock of the various measures for customs best practice in cruise passenger processing and directing the Brussels Based Attaché Working Group to work on passenger data standard(s). [It should be noted that discussion on Ship Stores and Cargo procedures are out of scope for this paper.]
4.0 Key role of each Stakeholder

4.1 National Customs Administrations

National Customs administrations should take measures wherever possible to further collaborate with relevant authorities and cruise operators. For example, one area of cooperation is to develop and undertake continuous evaluation of the risk in the cruise industry based on the development and completion of regular threat risk assessment matrix for the industry. This can also be done on a region to region basis since there are different security risks around the world.

Development of risk indicators and cooperation with onboard security officers can also be a form of good cooperation when facilitating the movement of targets and their luggage, in order to facilitate the majority of low risk passengers and crew on board.

WCO Members with the WCO Secretariat should develop tools that advocate and implement effective control measures for cruise ship. In this context, “WCO Customs Risk Management Compendium - Volume 2”, especially “2.7.1 Sea Conveyances” and “2.10 Passengers Risk Indicators and Manual” in the Compendium, needs to be reviewed to make the Compendium more useful for cruise ship control.

4.2 Other Government Agencies

Police, Immigration, Environment, Health, Agriculture

Other authorities, such as immigration and port authorities enforcing their legislations on cruise ships, also face challenges for managing the same, limited space within port terminals. Therefore, coordinated border management is essential for which customs administrations should continue to work together with them.

In addition to those law enforcement agencies, it might also be needed to cooperate with other government agencies, including health and environment authorities. For instance, the most common virus known as Norwalk Virus can be spread in thousands of people in a cruise ship, which would pose health risk on customs officers, too. From an environmental perspective, larger cruise ships naturally cause greater concern for marine safety and protection, to which security, safety, and pollution prevention would be required.

4.3 World Customs Organization (WCO)

The WCO Secretariat should identify how the Secretariat, including security program team, can assist in reducing the risk from a customs' perspectives associated with the emerging trends of the cruise industry for bigger ships with more passengers.

The Secretariat should encourage and work together other relevant international organization, especially IMO, to develop international norms to efficiently and effectively control cruise ship including technical aspects of API/PNR for cruise passengers and crews.
4.4 International Maritime Organization (IMO)

The cooperation of IMO, especially for possible amendments to the Convention on Facilitation of International Maritime Traffic (FAL Convention), is essential. The WCO (Members and the Secretariat) can make proposals to amend the FAL Convention to the FAL Committee to collect and use PNR on cruise passengers. The WCO may wish to submit a document with a general explanation of the proposal, and leave the details for the discussion of the correspondence group to be established.

4.5 Port Authorities

In many countries, port authorities are the stewards of federal land and are responsible through the Harbor Master’s Office to ensure a safe, secure operating port. These responsibilities may include provision of appropriate infrastructure to process anything from bulk ships, oil tankers, container ships, ferries, and cruise ships alike. Port Authorities and terminal operators share some responsibilities in ensuring compliance with the ISPS Code while providing a port which enables the vessel to adhere to its Ship Security Plan and the Declaration of Security required by the ISPS Code.

4.6 Cruise ship industries such as Cruise Line International Association (CLIA)

The cooperation between the cruise ship industry and customs administrations is indispensable to address challenges for cruise ship control, which could lead to a win-win situation since customs administrations could facilitate its control for passengers by utilizing API/PNR provided by the industry.

Besides, collecting customer’s contact data (email, telephone, address etc) from tour operators and travel agencies needs to be sought as very beneficial data to perform efficient passenger risk assessment.

5.0 Challenges for customs authorities

Customs control for cruise ship passenger is different and far more difficult compared to that for air passengers for two main reasons. First the cruise industry is a complicated one with multiple stakeholders and jurisdictions with different legal authorities and different mandates. Second the customs authorities normally cannot acquire advance information. The non-existence of standardized format for advance information makes it even more difficult. Customs authorities around the world need to create a global standard and standardize enforcement activity with passenger facilitation.

5.1 Customs knowledge and capacity

There has been no benchmark of best or challenging practices completed on a global scale to determine best practice(s) for processing passengers, and crew. Facilitation of passengers is often constrained by the port infrastructure, and limit the use of traditional
passenger processing equipment. Everything from processing on board, while at sea between ports, to full state of the art facilities exist around the world.

5.2 Standardization of Advance Passenger and Crew Information

First, there is insufficient or inconsistent advanced passenger or crew information to be able to conduct a thorough pre-arrival risk assessment of persons on board the vessel. In addition, the issue for industry and customs alike is that there is no standardization of data formats so reporting can differ from country to country and even from port to port.

When comparing customs controls for cruise ship against that for passenger airplanes, there is no doubt that advance Passenger Information (API) and Passenger Name Record (PNR) is one of the strongest tools for customs control against threats such as smuggling of illicit goods, trafficking and terrorism.

Customs control is currently being undertaken by utilizing information acquired from the private sector. However, customs administrations rarely obtain sufficient advance information of cruise ship passenger or crew members. This is mainly due to a lack of harmonized international data items and standardized data formats, similar to API and PNR standards generated by WCO, International Air Transport Association (IATA) and International Civil Aviation Organization (ICAO) that exist for air travel such as the “WCO/IATA/ICAO Guidelines on Advance Passenger Information (API)” (WCO, IATA and ICAO, 2014) which contains the “WCO/IATA/ICAO Passenger List Message (PAXLST) Implementation Guide” and PNR Guidelines that define the PNRGOV messages.

Some customs administrations receive API and PNR-like information on cruise passengers by Excel format and/or paper from cruise ship companies. Even in such cases, since the formats of API and PNR-like information vary, the customs administrations which receive such information encounter difficulties to conduct efficient and effective screening.

In addition, it should be noted that processing of crew members is inherently different to that of air crew, since crew members live on board the vessel for extended periods of time. Also, crew members may or may not be entitled to shore leave when in a port of call, and often do not have their Seaman’s Book to present for entry. This is an inherent difference in the potential data collection between passengers and crew in cruise and also in comparison to air.

Hence, new and effective methodologies are required to address current challenges. Although each customs authority seeks effective ways to deal with increasing traffic, a harmonized concrete approach is yet to be established. This is because that there is no international tool, such as Convention or guidelines by customs administrations that clearly supports/facilitates the collection and use of API/PNR on cruise passengers.

5.3 Other areas of consideration

5.3.1 Inadequate/Insufficient infrastructure

Cruise ships are estimated to call at nearly 1,000 ports in 2018 (FCCA, 2018)\(^3\), where many of ports are not equipped with suitable facilities to handle thousands of passengers from one ship in a single day and often in a matter of hours. This leads to exceptional level of constraint and strain on the limited resources available to customs authorities to conduct a thorough real time risk assessment of people offloading the vessel. In many cases, customs control for cruise ship passengers is carried out in hallways in cruise ships, dining halls, or even while the ship is underway. Cruise lines have accommodated the room and board of customs officers in order to maintain cruise itineraries and facilitate customs authorities to conduct passenger and crew clearance while the ship is at sea. This is of course, not the ideal situation where to undertake risk assessment and determine admissibility of people. In turn, this weakens the efficiency and quality of customs control.

5.3.2 Inadequate/Insufficient use/availability/ knowledge of tools and technology

There are a variety of ways that customs and cruise operators can benefit from using technology such as passport readers, biometrics, to simple x-rays or K-9 units. This benefits facilitation of high volumes of people, while helping customs authorities focus on high risk.

6.0 Way Forward / Conclusion

The challenges posed to customs administrations are many. In this report, it has been identified that raising the level of knowledge of customs about industry practices as well as the practices of other administrations around the world is critically important to ensure that customs is ready to deal with larger ships, and the volumes of persons and luggage on board. It is clear that customs authorities have had to adapt in a variety of ways to processing passengers and crew based on the infrastructure, tools and technology available to them. However, it is not clear if these methods are globally acceptable, or not.

Other issues concern inadequate infrastructure and technology, however with gaining knowledge of other administrations and best practices around the world, these challenges can begin to be addressed and become more standardized around the world. International and national level cooperation, tools and technology are all paramount as key elements to safe and secure cruise controls for customs.

Given that 2,000-3,000, or sometimes even more than 5,000 passengers, with diversified features and itineraries, disembark together from a cruise ship in a short period, the methodology of customs control must be different from that for traditional port monitoring or air travel. In addition, 1,000-2,000 crews are on board and they disembark and embark based on their necessities during cruise ships are at anchor. These mean that customs

administrations, together with other border agencies: especially with immigration, face tremendous pressures to achieve a smooth flow of immense number of passengers and proper control for passengers.

Equipping customs administrations with pre-arrival information in the form of API and PNR is also a key component to customs being able to risk assess well in advance of a ship’s arrival.

Based on funding to pursue global standards, and in partnership with cruise line operators and the IMO, the WCO should lead the initiative to pursue the following recommendations:

Recommendation # 1:

- Identify the various methods of passenger and crew clearances around the world, bearing in mind the critical importance to collaborate with relevant organizations at the international level between WCO and Members, IMO, and CLIA.
  
  - As a result a compendium of best practices can be shared amongst customs authorities to refer to raise their level of awareness of industry practices and customs practices that can be utilized at the national level to suit their often unique situation and laws.
  
  - Equally, it is important to identify the challenges for customs that are hindering the ability to process mass volumes of passengers and crew and their luggage. This would include difficulties and adaptations made to process people and luggage vis-à-vis viability of use of tools, technology and facilities.

Recommendation # 2:

- Identify the global standard for cruise ship passenger and crew data to develop Advance Passenger Information (API) and Passenger Name Record (PNR) for Maritime Cruise similar to PAXLST/PNRGOV messages in air. (Every effort should be made to standardize across modes to the extent possible.)
  
  - The WCO (Members and Secretariat) should develop API and PNR guidelines to establish standards, similar to the WCO/IATA/ICAO API and PNR Guidelines documents and like the ICAO Doc9944 API Standards document. These standards should be created in collaboration with the IMO and the cruise industry. In the case of IMO, this would require the involvement of the FAL Committee and in the case of WCO the WCO-IATA-ICAO API and PNR Contact Committee.

Recommendation #3:

- It is further recommended that the Brussels Based Attaché Working Group continues this work, in cooperation with other relevant WCO bodies to focus on issues of passenger controls at a future date.
The above recommendations are critical to raising the level of knowledge and capacity of customs administrations to risk assess and process high volumes of passengers and crew effectively and securely. This report will be presented to the WCO Policy Commission in June 2019 for further direction on next steps.
Annex I Case Studies

i. In December 2018, two British passengers, aged 70 and 72, were arrested on a cruise ship returning to Europe from the Caribbean after the ship docked at the cruise terminal in Lisbon, Portugal. The Guardian and Standard newspapers reported that the British cruise passengers that the police seized around 9 or 10 kilos of cocaine (Jim Walker of Walker & O'Neill Maritime Lawyers, 2018).

ii. In 2017, Seven MSC Cruises crew members were arrested on charges of smuggling cocaine into the U.S. at Port Miami. Customs and Border Protection found six crew members with a total of 17 pounds of cocaine on their bodies or in their cabins during a K9 drug sweep of the MSC Seaside. One of the crew, Damion Hawthorne, 32, was arrested on charges of hiring five of the crew members into the smuggling operation (Dolven, 2018).

iii. For the second year in a row, an EDM party cruise disembarking from Port Canaveral ended in a swath of drug charges for passengers from across the country who had hoped to spend the weekend aboard the Norwegian Epic. In January 2018, nearly two dozen people were arrested on drug charges over both legs of the cruise (Vazquez, 2019).

iv. Two Canadian cruise passengers who were arrested on drug smuggling charges in 2016 are finally copping to the crime. Melina Roberge, 24, and Andre Tamine, 63, have entered guilty pleas in connection with the Aug. 2016 incident, during which the Australian Border Force (ABF) seized more than 200 pounds of cocaine from the Princess Cruise cabins of Roberge, Tamine and Roberge’s traveling companion, Isabelle Lagacé, The Telegraph is reporting (Bartiromo, 2017).

v. After the Norwegian Escape Cruise Ship (NECS) made a port of call at their Harvest Caye Island getaway on Tuesday June 13th, three employees of the ship, two nationals of St. Lucia and one from St. Vincent, were charged with two counts of ‘Drug Trafficking”. According to the official police report, NECS security officers initially reported that they found suspected cocaine in a cabin, which was occupied by 30 year-old Derson Frank of St. Vincent. The Placencia Police were called to the ship docked at Harvest Caye around 8:45AM, and escorted Frank to his cabin. While conducting a search within, they found controlled drugs (The San Pedro Sun, 2017)

vi. As a result of an international operation between the Australian Border Force (ABF) and the United Kingdom Border Force (UKBF) ABF conducted a vessel rummage of a cruise ship that departed from the UK and arrived at the port of Sydney in late November 2017. The search resulted in a seizure of30kg of cocaine, and led to the arrest of three smugglers on board. (Australian Federal Police (AFP) and ABF, 2017)4. This case shows that customs control on cruise ship is different from that on passenger aircrafts and has unique complexity.

vii. The Australian Border Force (ABF) and the New Zealand Customs Service (NZCS) recently trialled a new process to improve cruise passenger facilitation for passengers permanently arriving in New Zealand from an Australian port. The trial aimed to provisionally clear passengers arriving in New Zealand using departing passenger data from Australia. The trial involved receiving ABF data and comparing it to the cruise ship Advanced Passenger Information (API) data from the cruise company to identify any discrepancies in the passenger information. NZCS used a range of tools to verify the data, including the NZCS CusMod database, open source

---

information, and officer knowledge and experience. If the data was confirmed then the passenger was provisionally cleared; and if not, the passenger needed to be processed by a Customs Officer. Provisionally cleared passengers did not need to present a passport, only an arrival card to a Customs Officer for inspection of how key questions were answered and if any Customs declarations were made. NZCS conducted an assurance process on five percent of passengers to ensure data was correct, and the assurance check was one hundred percent accurate.

In terms of outcomes, the trial successfully demonstrated that departure data could reliably be used to provisionally clear passengers and can implemented at smaller ports. The trialled process proved faster for both Customs and passengers (on average - card screening took four seconds versus 66 seconds using a primary line process). It also required fewer Customs Officers to achieve the same outcome, allowing Officers to focus on risk, which also produces financial savings. A significant outcome for Customs was the need for Customs Officers to travel and undertake enroute processing of passengers. This freed up considerable Customs resource and meant savings for industry.

The trial is now being implemented for the 2018/2019 season. Future considerations of this trialled process will rely on a harmonised data standard for cruise passengers, to ensure utilisation of current passenger processing systems and ease of use for industry.
Annex II Member Contributions

AUSTRALIA

Australian Border Force (ABF) input into World Customs Organisation (WCO) Cruise Ship PNR Scoping Activity.

Context:

1. The maritime traveller environment condenses border complexities not routinely experienced within the air traveller environment. While the risk indicators remain relatively consistent between high risk passengers in maritime as they would present in the air environment, the facilitation of travellers across the border (often multiple times on the same voyage) is far more complex with cruise ships.

2. Cruise ship travel is increasingly popular worldwide and Australia and New Zealand present as attractive destinations for passengers. Growth is likely to continue as modern cruise vessels increase in size and industry continues to look for new opportunities for growth during the Australian/New Zealand cruise season. Both the ABF and the New Zealand Customs Service (NZCS) are responsible for international traveller clearance processes at their respective sea ports. The ABF and NZCS are faced with similar challenges in the maritime traveller environment, including resource pressures, clearances at remote locations, infrastructure constraints and varied standards of equipment in cruise terminals. The immigration and border clearance of vast number of passengers and crew within a normally tight allotted timeframe presents proportionate resource burden, both in officers at the wharf through to supporting operational equipment. For this reason ABF has sought to adopt threat treatment methodologies that look pre-border, such as the utilisation of reservation data to identify risk, direct offshore ship engagement and the enhancement of profiles used within mandated API data. By realigning our intervention strategies to commence pre-border, the ABF has achieved operational efficiencies and improved deployment of resources, allowing our front line the opportunity to refine their focus to those phases of ship clearance that are of interest to ABF.

3. Cruise ship vulnerabilities cannot be addressed through one risk treatment method alone. Threat mitigation needs to be considered as a multifaceted approach using a range of resources and strategies dependent on the individual circumstances presented and leveraging opportunities with WCO Partners and industry.

4. Like most nations, Australia is seeking to enhance the traveller experience, ensuring the process of crossing the border is seamless and relatively unobtrusive. In light of this aspiration the ABF and the Department of Home Affairs have undertaken a number
of projects to refine and enhance our border clearance model with regards to cruise ships. While the seamless traveller initiatives being pursued are making progress to enhance the traveller experience, the impact to ABF border enforcement operations is yet to be realised. With the physical interface with passengers set to be reduced in future years a number of ABF enforcement models will become obsolete. It is therefore important that the ABF adjusts accordingly, leverage of all available intelligence to ensure we can identify threats aboard cruise ships well before the Australian border. Such assessment allows for the tailoring of ship specific intervention and clearance activity.

5. Multi agency, trans-national and international cooperation are critical enablers to effective risk treatment of the border vulnerabilities presented by cruise ships. International cooperation on more innovative law enforcement methodologies will cultivate a more refined border control mechanism that treats passenger risk end to end. In order to leverage such cooperation in the most efficient manner possible, border threats should be identified using a combination of data obtained from a variety of sources. In order to address these challenges, both Australia and New Zealand are continually looking for opportunities to work collaboratively on trans-Tasman traveller initiatives which offer mutual benefits for both parties.

6. To date, automated border processing technologies currently in operation at international airports across Australia have not been deemed suitable for deployment to cruise terminals, and all traveller processing activities are conducted manually.

7. The ABF endeavours to conduct as many border protection enforcement activities as resources will allow during the embarkation/disembarkation of cruise ships at the Australian border. These enforcement activities encompass both traditional Customs and Immigration functions including but not limited to:
   - Immigration clearance of passengers and crew
   - Identification of high risk passengers
   - Identification of prohibited imports including illicit drugs, precursors and weapons.
   - Collection of relevant duties from dutiable goods such as alcohol and tobacco.

Complexities of Cruise Ship risk identification in comparison to Air Traveller;

8. Unlike in the air traveller environment, passengers and crew often socialise on cruise ships, more predominately on lengthy voyages. This social opportunity presents a complexity for border protection agencies in risk identification not routinely seen in air traveller environments. As the data collected under routine border clearance is different for passengers as it is for cruise ship crew, the threat indicators/selectors within the data will be different. Cruise ship crew are not represented in any PNR data.

9. Most cruise ship vessels represent a complex concealment opportunity for organised crime syndicates. A lengthy voyage often provides opportunity to explore and identify areas of the vessel that can be used to hide contraband or even persons. Crew, with
their knowledge and on-board relationships can complicate the identification of risk by border agencies.

10. Air traveller threat/risk identification is undertaken by identifying specific selectors within API and PNR data prior to the aircraft departure. The flight time for inbound international flights to Australia normally ranges between 9-17 hours providing limited opportunity for crew/passenger relationships to develop. The short time frame relevant to air travel also represents an inability for premeditated criminal activities to change significantly during the flight. Unlike the air traveller environment, cruise ship passenger reservations occur over a lengthier period of time. The lengthier time period allows for organised criminal elements to adapt continually to the border protection environment they are exposed to, allowing for more rapidly changing importation and concealment techniques. The lengthy voyage times also present opportunity for the development of passenger/crew relationships.

11. The global air traveller environment operates on a relatively universal reservation system/s capable of consistent and reliable transmission of PNR data to border protection agencies globally. Cruise ships are not built to a consistent shape/form/standard and therefore their unique reservation systems are designed specifically to the ship and its information requirements. This individuality adversely affects reliable and consistent transmission of PNR data. Cruise ship passenger reservations are more involved than just a simple seat allocation, and include cabin specifications, meal requirements, casino credit, entertainment bookings etc. While these reservation details may seem irrelevant to border protection matters, the identification of cruise ship threat is highly reliant on comparative analysis across all of the available data to identify outliers and tailor enforcement activities relevant to the ships specific configurations.

Solutions:

12. The combination of API data and cruise line reservation data (Sea PNR) enables the early identification of high risk passengers aboard cruise ships arriving/transiting Australia. The ABF ability to assess and identify travellers displaying high risk indicators prior to their interface with our border significantly improves efficiencies in the application of resources during intervention activities, allowing a tailored response option. The ABF strategic vision for cruise ship risk management should always be to identifying the threat and apply tailored intervention activities pre-border, sharing effort and enhancing regional security. The success of pre-border intervention activities is directly proportionate to the ABF capability to acquire meaningful data from industry in a consistent and reliable manner.

13. The interrogation of legislated APP data in isolation is insufficient to identify passengers displaying high risk travel indicators. Without the provision of legislation to mandate cruise lines to provide passenger reservation data in a single consistent format, similar to the legislation in force in the air passenger environment, ABF will be unable to apply consistent threat mitigation measures across the Australia cruise passenger border continuum.
SEASON SNAPSHOT

The NTC Targeting Travellers (TT) cruise ship season screening activities occurred between April 8, 2017 and October 23, 2017. During this period the following activities were performed:

- 548 cruise ships were screened
- 1,046,530 travellers were screened
- 438,023 crew members were screened
- Pacific Region accounted for 84% of all travellers and 83% of all crew members screened
- Atlantic region accounted for 14% of all travellers and 15% of all crew members screened
- All other regions accounted for 2% of all travellers and 2% of all crew members screened
- 733 known risks were identified

CRUISE SHIP DATA

Currently cruise ship operators are encouraged to voluntarily submit passenger and crew manifests 96 hours in advance of the cruise ship’s arrival in Canada. While most cruise ships comply with this request the type of data they submit limits the NTC in its ability to perform an effective risk assessment. Cruise ship operators are requested to submit the following for passengers and crew:

- Surname
- Given name
- Date of Birth (DOB)
- Gender
- Country that issued the travel document;
- Travel Document Number
- Type of Document
- Citizenship or Nationality
- Whether the person is a passenger or a crew member
• Whether a crew member is repatriating

Cruise ship operators also submit a Pre-Arrival Notice (PAN), which contains the last 5 ports of call, this aids the NTC in determining if the cruise ship has recently stopped at a high-risk port. The NTC also uses CruiseMapper.com an open source tool which is a website showing detailed itineraries, ports of departure, cruise ship reviews, current position and other useful information about cruise ships. Information of interest and frequently used:

- Cruise ship search function
- World map and cruise ship positioning
- Itinerary
- Itinerary map
- # of passengers
- Deck plans
- Stateroom plans/ descriptions
- Throughout the 2018/17 season the NTC pro-actively requested additional data on a voluntary basis from cruise ship operators on a select number of higher risk cruise ships. These elements included:
  - Booking # (traveller)
  - Booking date (traveller)
  - Cabin # (traveller)
  - Date joining vessel (traveller and crew)
  - Location joining vessel (traveller and crew)
  - Position onboard (crew)
  - Shore leave records (only for selected travellers and crew members)

The above additional data was used while conducting screening activities on a small number of arriving cruise ship. The NTC advised the cruise ship operators that they were under no obligation to provide the information and were only requested to share what they had access to and able to share without requiring additional effort. In all cases the cruise ship operators were able to share the additional information in a very short time frame leading the NTC to believe this information is used for business purposes and easily accessible and transferable.

For those cruise ships where additional data was requested the targeting officer was able to analyze the manifest more effectively and identify a select number of travellers and crew members for a more comprehensive risk assessment (open source analysis, traveller passage history: air and highway, STS, etc.). While the above did not net any significant results, the
NTC believes that the travellers and crew targeted because of the enhanced risk assessment, identified potential unknown risks.

REPOSITIONING VESSELS

Some cruise ships institute time limits for cruises in certain regions, this is for both economical and safety reasons. For instance, most cruises to Alaska take place from May until September when the weather is warm. When the last Alaska cruise comes to completion, cruise lines don’t just keep their ships empty until May, they sail to a new region of the world. These trips from one destination to another, for instance Alaska to the Caribbean or Europe to the Caribbean, are called repositioning cruises.

There are several reasons repositioning cruises may pose a higher risk when first arriving in Canada:

- Cruise ship is arriving from/ transiting a high-risk country for contraband.
- Cruise lines sell these one-way routes, usually at a discount, rather than sail the ships without passengers.
- Significant crew change over.

NTC will continue to pro-actively use the PAN and CruiseMapper.com to assist in identifying all repositioning cruise ships arriving from high risk regions to ensure the appropriate level of screening/ risk assessing occurs.
Cruise Operations at Canada Place

Cruise Operations in a Multi-User Facility

Teamwork and Collaboration

Cerescorp Company
(Terminal Operator)

Vancouver Fraser Port Authority

Cruise Lines

Vessel and Passenger Agencies

CBSA & US CBF

Facility Stakeholders
Examples of best practices

VFPA Coordinated Approach

The VFPA is a strong proponent of cruise lines and passenger agents being included in weekly operational meetings and working groups such as the Pre-season all hands meeting, weekly operations meetings, peak day planning meetings and regular engagement with stakeholders and local business community ensures smooth operations.

CBSA & US CBP Border Processing

The CBSA and US CBP share the use of the footprint at Canada Place. Both CBSA and US CBP receive manifests form ships prior to arrival to their respective APIS applications; early embarking guests are processed and segregated in a secreted holding area awaiting vessels notification of ‘zero count’ to prevent co-mingling and a separate crew, contractors and visitors exit with dedicated CBSA processing is provided.

Crew, Visitors & Contractors

• Routings for crew members, visitors and contractors through the restricted areas of the terminal have been identified
• The routings comply with the requirements of Canada Border Services Agency and US Customs and Border Protection
• Signs are located along the route to clearly mark the designated path
Annual Security Exercise for all of industry, law enforcement and other agencies alike to participate in all hands security exercises. Includes adjoining hotel administration and parade operators.
Security - Training for Terminal Operator

- Terminal Operator
  - General Manager
  - Manager of Security and Terminal Logistics
  - Manager of Ground Transportation and Cruise Programs
  - Security and Cruise Operations Coordinators
- Training
  - Incident Command System Level 200
  - Marine Facility Security Officer Training
  - Vancouver Fraser Port Authority Access Control Training
  - Security Drills and Exercises with Ships/Port/Partners
  - Security Plan and Standard Operating Procedures

Housekeeping

Sanitization Management Plan included but not limited to:

- Training Plan
- Cleaning Procedures
- Cleaning Checkpoints
- Biohazard Clean Up
- Norwalk Outbreak - Code Red Response
- Inspections and Audits
- Record Keeping

Advantages

- Meets the legislative responsibilities of Health Canada
- Ensures a high level of hygiene and sanitization
Security Training & Reporting

- Training and Awareness for Cruise Community
- Annual Security Exercise (Tabletop)
- Electronic Reporting Tool
  - Forms made specifically for the operation
  - Security Incident Reports
  - Maintenance Reports
  - Lost and Found Log
- Security Overview Report
  - Continued sharing of information with our security partners
  - Analyzing data for trends, gaps and vulnerabilities

Vision 2024 – Luggage Pilot Program

- Creation of a program utilizing technology to advance passenger and baggage processing; passengers and baggage are checked to final destination from the ship and the aircraft
- Co-sponsored by Vancouver Fraser Port Authority and Vancouver Airport Authority
- Collaborative effort with multiple stakeholder groups including cruise lines, airlines, Cerescorp Company, Canadian and US Government agencies
- Target Pilot: Install airline kiosks on cruise vessels in spring of 2019 for disembark to Vancouver Airport
- Program will expand to incorporate airport to port and hotel transfers
Direct to Bus Program (DTB)

- A program that allows US citizens and US residents to participate in an expedited airport transfer process when disembarking a vessel
- Specific requirements must be adhered to in order for a cruise line to participate in the program
  - Cruise lines must provide DTB enrolment lists with 100% accuracy and completeness
  - Incomplete information results in passenger being removed from program
  - Same day direct flight from Vancouver to a US destination

Cruise 2024 – Pilot Program Stakeholders
Cruise ships represent significant challenges for Norwegian Customs. In 2017 Norway received totally 3.046 million cruise passengers. The total number of cruise ships entering Norwegian ports last year was 1895. In 2018 the figure increased to 2.163. Most calls take place in the summer. This entails major challenges for the Norwegian Customs Service, in particular because many of the ships enter places along our coast, where the customs authorities have limited resources.

Bergen – in the heart of Fjord Norway. With its unique location on Norway’s west coast, Bergen – also known as the “gateway to the fjords” – is an important port of call for cruise ships. Every year, the city welcomes some 3.5 million visitors, including half a million cruise passengers. Bergen is an all-year-round destination, with cruise ships calling every single month of the year.

Bergen is Norway’s largest cruise port, and there is every indication that the city will retain this position in years to come. In 1990, Bergen had 100 calls and was visited by 46 238 cruise passengers. In 2000, the figures had risen to 172 calls and 98 671 passengers. In 2017, we reached an impressive 307 calls and 534 221 passengers. Along with this increase, the autumn and winter seasons are becoming more and more popular. There are now cruise-ships calling each month of the year. This positive development seems set to continue.
UNITED ARAB EMIRATES (UAE)

API-UAE

Cruise Ships/ Yacht/ Ferryboats

NATIONAL ADVANCE INFORMATION CENTER-UAE known as API.

API is one department, which is representing an official organization in UAE that recognized General Authority of Ports, Boards and Free Zone Security.

The United Arab Emirates from the perspective of geography has a great diversity in its topography. The coastal strip is the country's border with the Arabian Gulf. This consists of saline soils formed in modern geology. This is due to the dryness of shallow water between the islands. The geographical waters of the UAE are generally shallow and this is a clear feature of the vast area of the submerged region of the Arabian Gulf. It has an area of 600,000 square kilometers, an average depth of 35 meters and a maximum depth of 90 meters. The Strait of Hormuz, with a depth of 145 meters, is the territorial waters of a country with many coral reefs.

One of the most famous cities in the world is Dubai & more has popularity to be visited. Port Rashid, located in Dubai, where the marina in Dubai's Port Rashid occupies an area of 2 million square meters and is equipped to receive five giant cruise ships at the same time. It has been selected as the Middle East's best cruise port within the World Travel Awards for the sixth consecutive year. The continued expansion plans for Port Rashid will allow the reception of seven giant cruise ships at once. The facilities include an excellent entertainment area to reflect Dubai's inherent cultural heritage and reinforce the emirate's status as the region's leading regional hub for cruises and the re-integration of the Port Rashid waterfront in the community. Port Rashid provides ferry services by sea between Dubai and other major ports in the Gulf region via a passenger terminal. Usually cruise ships season starts in October & ends in May this is as seasonally in our region so in Dubai ports terminal for the last
season 17-18 they hosted more than 750 thousands passengers & crew & they are looking forward to increases their capacity to receive more than this number by this season. The terminal at Port Rashid includes the latest facilities that allow for efficient passenger arrival and departure operations. These include passenger baggage belts and access and departure gates. The station works closely with relevant authorities such as Dubai Police, General Directorate of Residency and Foreigners’ Affairs, and Dubai Customs to be able to deal seamlessly with necessary inspections, inspections and other formalities. The station currently receives more than 20,000 passengers a year. The ferry service is a continuation of DP World's ongoing plans to expand Port Rashid's capabilities to meet the growing demand for cruise tourism in the region.

**Tourism & Travels Statistics:**

The UAE has launched several initiatives to boost the travel and tourism sector:

In 2017, 4,440,314 guests stayed in hotels in the emirate of Abu Dhabi. This is 8 per cent more than the earlier year. In the emirate of Dubai, there were 14.9 million overnight visitors. This is 5 per cent more than the earlier year. The emirate of Sharjah welcomed 1.8 million guests into its accommodation sector. This is 17 per cent more than the earlier year.

The emirate of Ras Al Khaimah is targeting a million visitors by 2018 (Gulf News), by when it will need an additional 4,000 rooms and 3 million visitors by 2025, by when it will need an additional 20,000 to 25,000 rooms. This information been held by the tourism agency & reflected with 95% in API.

- In 2017 we received total pax was 135305 / crew was 43831.
- In 2018 we received total pax was 169190 / crew was 62190

**Infrastructure:**

The UAE has the most advanced and developed infrastructure in the region. From roads to airports to telecommunications, the UAE is home to world-class facilities that have supported economic growth and enabled the development of business.

The UAE’s strategic location has not only allowed the country to become a global aviation hub, but also a center for maritime activity and transportation. The country has numerous port facilities catering to general cargo, container shipping, and the oil and gas industry.

Most ports are located on the country’s Western coast, including the Port of Jebel Ali, the world’s largest man-made harbor and the biggest port in the Middle East. The
ports of Fujairah and Khor Fakkan are located on the Eastern coast and offer direct access to the Indian Ocean without the need to navigate the Strait of Hormuz.

**Luxury Cruise Lines**

Azamara Club, Crystal, Hapag-Lloyd, Oceania, Paul Gauguin, Regent Seven Seas, Seabourn, Silversea, Viking Ocean and Windstar Cruises

**Mainstream Cruise Lines**

Carnival, Celebrity, Costa, Cunard, Disney, Holland America, MSC, Norwegian, Princess and Royal Caribbean
“Dubrovnik deals with overcrowding problems by restricting cruise ship arrivals in 2019” – Croatia Week, October 1, 2018 in News


Dubrovnik

Measures are starting to be put in place to deal with summer overcrowding in Dubrovnik.

Contracts have been signed with cruise ship companies for 2019 which will see a maximum of two cruise ships, with no more than 5,000 passengers, being allowed to dock daily in Dubrovnik.

“Contracts with cruise ship companies have been signed for next year, so during the week from Monday to Sunday, a maximum of two cruise ships will arrive daily. Sometimes there will be only one cruise ship, and sometimes two cruise ships will arrive at the same time, or one in the morning and one in the afternoon, but we will have a maximum of two a day,” Dubrovnik mayor Mato Frankovic said, Jutarnji reports.

Franković said that now only the issue of resolving traffic problems in Dubrovnik remains, which he believes has been caused by the liberalisation of the taxi market with over 1000 taxis operating this summer.

Dubrovnik

Dubrovnik has been under pressure to introduce measures to deal with overcrowding, including from UNESCO who even considered to revoke Dubrovnik’s World Heritage status if action was not taken.
Last year, after UNESCO’s recommendation, Dubrovnik imposed restrictions so not more than 8,000 people at any one time could enter the Old Town. This has now been further cut to 5,000 people.

**Stradun**

“The key to the success of a destination is management, and we have made it through contact with the world-leading CLIA group, which brings together all the key cruise travel organizers. We have arranged a better schedule of arrivals and departures for cruise ships, thus significantly improving the flow of guests into the Old City of Dubrovnik,” Franković said.
Venice world heritage status under threat
Lisa Gerard-Sharp

Fri 26 May 2017 06.30 BST Last modified on Wed 29 Nov 2017 16.37 GMT


While the local population dwindles, passengers from giant cruise ships continue to flood into La Serenissima. So how are locals trying to save the city?

A monster cruise ship meets a giant octopus and crashes into the Rialto bridge, provoking a tsunami. It’s an apocalyptic vision of Venice. The message of Stop the Madness, Philip Colbert’s pop-art-with-a-purpose at the current Venice Biennale, is echoed by Lorenzo Quinn’s Support, a large-scale installation of giant hands reaching out of the Grand Canal to prop up the crumbling Palazzo Sagredo.
Venice’s mayor Luigi Brugnaro could also do with a helping hand. Under-populated and over-touristed, Venice is facing threats from all sides. Its status as a world heritage site is slowly sinking, with Unesco threatening to slap the city on its in-danger list, a fate normally reserved for war-ravaged ruins, under-funded third world sites and, er, Liverpool. Unesco’s concerns about cruise ships, mass tourism and damage to the fragile lagoon ecosystem “have been met with empty promises but no concrete proposals”, according to Italia Nostra, the country’s influential heritage body.

For outsiders, megaships are the biggest blight, symptomatic of the vested interests that paralyse Venetian decision-making. For Jonathan Keates, chairman of Venice in Peril, the cruise ships “are an abomination whose size threatens the dimensions of the city”. Indeed, the World Monument Fund put Venice on its watch list in 2014 precisely because “large-scale cruising is pushing the city to an environmental tipping point and undermining quality of life for its citizens”.

Despite Unesco’s desired cruise ban, the city authorities are unapologetic about welcoming the vast ships into the lagoon. The city cruise association says that Venice keeps the entire Adriatic cruise industry afloat and provides 5,000 jobs. The eco-friendly option, to create a reversible cruise terminal outside the Lido entrance to the lagoon, was rejected. This response is viewed by many as part of a political mindset that puts short-termism before sustainability and misconceived big projects before an array of smaller but sounder projects.

Local associations pour scorn on the latest cruising “solution”, a cosmetic gloss to remove the ships from the St Mark’s sightline. Venetian activist Marco Gasparinetti slams the agreed route, which will see the re-opening of the Vittorio Emanuele channel in the polluted petrochemicals zone of Marghera, on the mainland: “The channel triples the current transit time for ships and
increases exposure to toxic emissions, all to deposit passengers in the same cruise terminal, moored right by our homes."

Environmental scientist Jane da Mosto concurs: “Cruise ships bring incompatibly large numbers of visitors but vested interests conspire to keep the terminal where it is, in the heart of historic Venice.” As head of the social enterprise We Are Here Venice, da Mosto is keen to raise awareness about safeguarding Venice and its lagoon: “Water is not Venice’s enemy, it is its soul. The passage of every single ship causes erosion of the mudflats and sediment loss.”
Works Cited


