



**AUSTRALIAN  
CUSTOMS SERVICE**

Secretary: *J. Lubbock* .....

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HOUSE OF REPRESENTATIVES  
STANDING COMMITTEE ON  
TRANSPORT AND  
REGIONAL SERVICES

**HOUSE STANDING COMMITTEE ON TRANSPORT AND  
REGIONAL SERVICES  
INQUIRY INTO REGIONAL AIR SERVICES**

**AUSTRALIAN CUSTOMS SERVICE SUBMISSION**

## **HOUSE STANDING COMMITTEE ON TRANSPORT AND REGIONAL SERVICES: INQUIRY INTO REGIONAL AIR SERVICES**

### **1. INTRODUCTION**

- 1.1 The Australian Customs Service (Customs) is pleased to provide this submission to assist the Committee in conducting its inquiry into regional air services
- 1.2 This submission provides information that may assist the Committee in understanding Customs processes and requirements for the provision of international services to regional and remote areas. This submission provides information on:
  - Obtaining International Designation for Airports
  - Ad hoc processing of charter flights at regional and remote airports.
  - Border integrity issues associated with the mixing of domestic and uncleared international passengers.

### **2. OBTAINING INTERNATIONAL DESIGNATION FOR AIRPORTS**

- 2.1 For Customs purposes, arriving international aircraft are required to land at an airport appointed as international under s.15 of the Customs Act 1901. Airports must also be appointed as international under other legislation administered by the Australian Quarantine and Inspection Service (AQIS), Department of Transport and Regional Services (DOTARS), Department of Health and the Department of Immigration and Multicultural and Indigenous Affairs (DIMIA).
- 2.2 Customs considers a number of criteria before an airport may be designated as international under s.15 of the Customs Act, as follows:
  - **Facilities and security.**
- 2.3 Customs requirements for processing facilities are set out in the Customs publication "*Customs Guidelines for Airport Owners*". Airports are divided into categories (refer Table 1) and each category has specific requirements for Customs-Immigration-Quarantine (CIQ) facilities according to frequency of services

and likely passenger numbers. Airports in regional areas generally fall into category 4 or 5. Requirements for these airports may be found at Attachment A. It should be noted that details in Attachment A reflect Customs requirements only. Processing facilities to support quarantine functions under the Increased Quarantine Intervention strategy would need to be agreed with AQIS.

- 2.4 Responsibility for meeting these requirements rests with the airport operator prior to the granting of international status. This helps to ensure that facilities within airport terminals provide an environment that fully supports Customs and other agencies in achieving the objectives of maintaining border security while facilitating the movement of legitimate travellers.

**Table 1: Airport categories**

Airport Category	Staffing	International RPT Services <sup>(1)</sup>	International Charter Services	Examples of Current Airports within the category
1	Permanent Airport Staff	Annual passengers above 5 million	-	Sydney
2	Permanent Airport Staff	Annual passengers above 750,000	-	Melbourne, Brisbane, Perth
3	Permanent Airport Staff (+ Main Office)	Annual passengers below 750,000 and above 100,000	-	Cairns, Adelaide, Darwin
4	From Main Office	Annual passengers below 100,000		Coolangatta, Hobart
5	As required	-	Varying passenger numbers	Other

Note: (1) Annual passengers include both arrivals and departures.

– **Availability of adequate resourcing**

- 2.5 Resourcing arrangements for the passenger processing function (agreed between Customs and the Department of Finance) are based on the number of international passengers arriving in Australia. Additional funding is not provided to reflect changes in the distribution of passengers between airports or the establishment of new internationally designated facilities.

- 2.6 For this reason, any decision by Customs to grant international status for new airports must take account of the impact on resourcing and service standards at existing ports. The frequency of arrivals and departures and passenger loadings must also be sufficient to justify transfer of resources. In the case of many regional locations, the granting of international status may necessitate establishment of a new Customs office and the associated issues of recruitment and or relocation of employees.

- 2.7 For previous approvals Customs has sought demonstration that regular and on-going traffic can be sustained with a trend of passenger growth over a number of years.

### **3 AD HOC PROCESSING OF CHARTER FLIGHTS AT REGIONAL AND REMOTE AIRPORTS**

- 3.1 Where conditions for international designation have not been met, aircraft operators may apply for permission to land at a non-designated or restricted use airport. Requests are made to the National Passenger Processing Committee (NPPC). Customs, as the Secretariat, co-ordinates a process of consultation with all agencies involved in border processing prior to approval.
- 3.2 Customs considerations in granting approval are similar to those described for obtaining international designation without the requirement for demonstration of regular traffic. Some allowances are also made to permit one-off flights to airports not meeting the required standard for processing facilities provided that border agency resources are available and temporary measures for the management of uncleared passengers can be put in place.
- 3.3 Customs charges location, overtime and travel fees when attending a non-designated airport to process an international flight. These fees and charges are described in section 28 of the *Customs Act 1901*.

### **4 CARRIAGE OF DOMESTIC PASSENGERS ON INTERNATIONAL SERVICES**

- 4.1 From a Customs perspective, mixing of uncleared international and domestic passengers and baggage constitutes a high risk to border integrity. This is largely due to the opportunity presented for the transfer of illicit drugs, quarantine items or other prohibited goods between passengers who may be subject to differing levels of risk profiling and treatment on arrival at the destination airport.
- 4.2 At present, the carriage of domestic passengers on international services is limited to Australian owned international carriers (currently only Qantas) and only for travel to and from internationally designated airports. Domestic passengers are required to provide evidence of identity before passing through the Customs Primary Line and are subject to the same security and Customs processing arrangements as international passengers at all times while within a Customs controlled area.

These arrangements are effected through policy and regulations administered by the Department of Transport and Regional Services and the Department of Immigration and Multicultural and Indigenous Affairs.

- 4.3 Any consideration of changes to the arrangements for carriage of domestic passengers or the extension of international services to new ports should take account of possible implications for border agency resourcing, service levels and border security.
- 4.4 Customs would be pleased to provide any further information required by the committee.

# **ATTACHMENT A**

## **9. SPECIFIC REQUIREMENTS Category 4 and 5 Airports**

### **9.1 Introduction**

The specific requirements for Category 4 and 5 airports inwards processing are detailed in this section. Reference should be made to Section 2 for Category 5 airports and the willingness to compromise on the extent of the supporting infrastructure to assist in establishing temporary facilities or to reflect the irregular nature of the operations.

As noted in Section 2, Customs will not place unnecessary expectations on regional airport owners and are willing to negotiate the facilities to be provided. This also applies to the spatial facilities required to meet passenger facilitation and supporting accommodation needs.

### **9.2 PASSENGER INWARDS PROCESS**

#### **9.2.1 International Arrivals**

- Operation
  - Arrivals areas for international flights are to be sterile and should be sufficiently sized to accommodate busy hour passengers. Passengers from those flights are to be kept physically separated from domestic passenger flows
  - Area design and security is to be such that travellers on international flights can only exit the area by proceeding through the Entry Control Point (ECP)
  - Toilets to be provided prior to ECP.
- Fixture and Fittings
  - Writing benches and information stands prior to the ECP to allow passengers to complete required documentation. These should be mobile to allow flexibility in their locations to suit changes in passenger flows
  - Adequate seating for incapacitated/elderly travellers prior to the ECP.
- Observation
  - CCTV coverage to meet observation requirements for Category 4 airports only.
- Signage
  - Area should support queue options with integrated dynamic signage including illuminated mobile sign stands at the entry to each queue.

- Queue Zone
  - Queue zone required in front of ECP as defined in Section 6.5
  - This space must be large enough to accommodate maximum anticipated peak traffic load and include “red line” privacy space between the head of the queue and the primary processing desk. Space is also required for Customs Detector Dog Units to circulate through the queues (Dog teams may operate at Category 4 and 5 Airports)
  - Duty Free shops (if applicable) are to be a sufficient distance and of such a location that they do not restrict or impede access to the queuing area. Passengers should be able to orientate themselves and find their appropriate queue stream.

### **9.2.2 Entry Control Point (ECP)**

- Operation
  - ECP is to be a clearly defined area.
- Fixtures and Fittings
  - Sufficient space is to be provided for the installation of a quantity of standard ECP modules - the number to be determined by the maximum anticipated peak traffic load as defined in Section 6.3.
  - Mobile writing benches for last minute documentation completion.
- Access and Security
  - Access through all CIQ processing areas must comply with regulations and codes defining access and mobility for persons with disabilities
  - Spacing between desks is to be sufficient to allow for wheel chair access
  - Appropriate security between modules to prevent unauthorised access when modules are not staffed. Lockable gates are preferred.
  - Area design is to be such that access between the queuing area and the baggage collection area can only be achieved by passing through the ECP.
- Lighting, Power and Communications
  - Lighting to be an agreed standard at the ECP to allow accurate processing by officers and CCTV coverage
  - Provision of power, data, communications and video cabling with dedicated circuits to each ECP counter module.

### **9.2.3 Arrivals Examination Facilities**

- Accommodation

- One interview/search room. Totally private and sound proofed to negotiated standards and accessible directly after the ECP.

## **9.2.4 Baggage Reclaim Hall**

- Operation
  - Sterile defined reclaim hall for international passengers only and domestic passengers on international flights
  - Area design and security are to be such that passengers from international flights can only exit the area by passing through the ECP or a marshal point
  - Space between individual baggage reclaim units is to be sufficient for passengers and trolleys
  - Toilets to be provided
  - Sufficient space for storage of trolleys - return of trolleys to the baggage hall should be from an extremity and not interfere with passengers, or Customs operations. It should be a secure area operated in accordance with the terminal security system.
- Fixtures and Fittings
  - Adequate secure short term storage space for mishandled, unclaimed (uncleared) baggage for Category 4 airports
  - Adequate seating for incapacitated/elderly travellers in the baggage collection hall
- Observation
  - CCTV coverage to meet observation requirements for Category 4 airports only.
- Security
  - Customs will need to control access to any public toilets prior to the ECP, this includes the ability to lock them when required.
- Queue Zone and Circulation
  - Sufficient space for the maximum anticipated peak traffic load. Although only used occasionally, space should also be allocated for the Dog unit to circulate between passengers.
  - Sufficient space between ECP and baggage reclaim units to prevent back flow.

## **9.2.5 Marshal Points**

- Operation
  - Provision for separate red and green marshal points to direct passengers after they have collected their baggage



- Red marshal point to provide direct and unimpeded access to the baggage examination area
- Green marshal positioned to allow quick exit and to keep passengers physically separated from those selected for examination
- Signage
  - Both marshal points are to be clearly signed and coloured.
- Queue Zone and Circulation
  - Enough space between baggage reclaim units and red/green marshal points to prevent back flow
  - Design and layout to allow for the easy redirection of passengers from one marshal point and channel to another.

### **9.2.6 Baggage Examination**

- Operation
  - Should be a defined area physically separated from the baggage collection area with access via marshal points (red/green channelling)
  - Floor space in examination area to be column free with no structures in the area.
- Fixtures and Fittings
  - Sufficient number of examination benches to cater for the maximum anticipated peak traffic load as defined in Section 6.3
  - Surrendered goods disposal bins are required at each ACS/AQIS inspection bench
- Accommodation
  - One interview room which is to be totally private and sound proofed to negotiated standards and is to be accessible directly from the baggage examination area
  - One personal search room. It is to be totally private and sound proofed to negotiated standards and is to be accessible directly from the baggage examination area. The room will need to access a single toilet the operation of which is to be controlled by the ACS. Actual design to be negotiated
  - Accommodation for duty collection office with a counter fronting the baggage examination area. Design is to be such that passengers required to pay duty can do so without interrupting the passenger flow
  - Accommodation for drug identification/tool room required with provision for venting a fume cabinet to the building exterior, a wash basin, safety shower, examination bench and sufficient power outlets (GPOs).

- Space is also required for the secure temporary storage of detained goods and materials.
- Access
  - Sufficient space around benches for the movement of baggage trolleys.
- Lighting, Power and Communications
  - Provision of power, data, communications and video cabling with dedicated circuits to each examination bench
  - Each examination bench is to incorporate monitor and data input provisions.
- Queue Zone
  - Sufficient space for queuing prior to the examination benches to cater for the maximum anticipated peak traffic load.

### **9.2.7 Exit/Egress Points**

- Operation
  - Designed to prevent back flow to marshal points, red/green channels and baggage examination area
  - Examine possibility of two exits from the hall (red and green) meeting as one entry to the arrivals hall with protection of passenger flows to allow passengers to by-pass other greeting friends and relatives.
- Signage, Barriers and Security
  - Appropriate signage and physical barriers to prevent entry of unauthorised people into the arrivals hall.
  - General public in landside areas cannot view passenger processing areas.

## **9.3 PASSENGER OUTWARDS PROCESS**

### **9.3.1 Outwards Control Point (OCP)**

- Operation
  - Direct access required from other ACS processing areas to OCP to allow rapid response
  - Security prior to entrance of OCP to prevent intrusion of unauthorised people and views into Customs secure area
  - OCP is to be a clearly defined area sufficiently sized as outlined in Section 6.5 to accommodate busy hour passengers.
- Fixtures and Fittings
  - Writing benches and information stands prior to the OCP to allow passengers to complete required documentation

- Sufficient space provided for the installation of a quantity of standard OCP modules - the number to be determined by the anticipated maximum peak traffic load.
- Access and Security
  - Spacing between desks is to be sufficient to allow for wheel chair access
  - Appropriate security between counter modules to prevent unauthorised access when modules are not staffed. Lockable gates are preferred.
- FIDS, Lighting, Power and Communications
  - Provision of power, data, communications and video cabling with dedicated circuits to each OCP.
  - Lighting is to be an agreed standard at the OCP to allow accurate processing by officers and CCTV coverage.
  - FIDS monitors are required at the OCP.
- Queue Zone
  - Queuing space required in front of OCP as defined in Section 6.5.
  - This space should be large enough to accommodate maximum anticipated peak traffic load and include “red line” privacy space between the head of the queue and the primary processing desk.

### **9.3.2 Departures Examination Facilities**

- Accommodation
  - One interview room. To be totally private and sound proofed to negotiated standards and accessible directly after the OCP.

### **9.3.3 Departure Lounges**

- Operations
  - Area design to be such that passenger access to the international departure lounges can only be achieved by passing through the OCP.
- Observation
  - CCTV coverage to meet observation requirements.

### **9.3.4 Baggage Handling - Make-up and Break-down**

- Operations
  - Sterile loading and unloading areas for international baggage.
  - Domestic baggage to be completely isolated from international baggage areas.

- Fixtures and Fittings
  - Examination room required in the baggage make up area
  - Temporary dog kennel will need constructing in an isolated location in the make up area.

### **9.3.5 Aircraft Parking Apron**

- Operations
  - International flight activities are to be separated from domestic flight activities including the separation of domestic and international freight and catering modules.
- Access and Security
  - Provision for the mounting of CCTV cameras that can cover air side operations including hold discharge activities.
  - Airside parking suitable for two departmental vehicles.

## 9.4 CUSTOMS ADMINISTRATION

### 9.4.1 Office Accommodation

- Operations
  - Accommodation and facilities are to be provided according to legislative requirements and agreed standards and guidelines
  - Facilities for administration and amenities may be shared between CIQ agencies. Customs is prepared to negotiate these facilities for each individual airport development
  - The provision of these facilities will need to take into account the number of officers and quantity of associated equipment that will be required to service anticipated peak passenger loads and the combining of CIQ facilities.
  - Location of offices is important to facilitate Customs functions. The critical relationships are detailed in Section 10
  - All offices/workstation areas require power, telephone, data (including modem, fax, computer facilities)
- Staffing Levels
  - Processing staff will come from Customs main offices off airport during operational periods for the international charter services
  - The accommodation for Customs processing staff needs to be located immediately adjacent to Customs inward processing areas.
- Operational Accommodation
  - Separate secure intelligence/control room including communications, computers and CCTV equipment
  - Equipment room including communications and data equipment which may be shared by all CIQ agencies
  - A secure room for the storage of seized and detained goods and suitably sized storage rooms for general office equipment.
  - Office accommodation for detection cell
- Administration Accommodation
  - General office space suitable for the remainder of staff with associated work stations and equipment. Floor structure should include areas capable of taking safes, compactus and other loads imposed by storage.
  - Service Counter/Shop Front
  - A secure client service counter is required to be incorporated into the main office in such a way that clients and the general public can access the counter via the public waiting area.

This office will also house the duty collection counter which faces the baggage examination area

- Potentially this can be a "one stop" concept with all CIQ agencies sharing a common counter for all airport business.
- Amenities
  - A kitchen/dining room
  - Associated facilities for passive and active recreation space
  - Separate male and female locker rooms (including shower/washroom/toilet and disabled facilities)
  - Cleaning, hygiene and sanitary services to be provided, including the supply of toilet requisites
  - First aid facilities.
- Access
  - Access for staff with disabilities to be provided in all areas
- Lighting
  - Lighting, including natural lighting where possible, to agreed standards
- Mechanical and Fire Services
  - Air conditioning is to be provided with individual manual thermostat and control provided for the computer equipment and control rooms
  - Fire fighting and safety requirements as per relevant standards.
- Floor coverings
  - All non "wet" areas are to have agreed suitable floor coverings.