

# ICAO MRTD REPORT

NEWS AND FEATURES ON TRAVEL DOCUMENT AND IDENTIFICATION MANAGEMENT ISSUES - VOL.9 - NO.3

## ID MANAGEMENT

EVIDENCE OF IDENTIFICATION (EoI)

JAMAICA'S EXPERIENCE

7 KEYS TO THE IDENTIFICATION  
MANAGEMENT CHAIN

THE FIDELITY PROJECT

**PLUS:**

ICAO TRIBUTE TO  
MALCOLM CUTHBERTSON



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# ICAO

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The MRTD Report encourages submissions from interested individuals, organizations and States wishing to share updates, perspectives or analysis related to global civil aviation. For further information on submission deadlines and planned issue topics for future editions of the MRTD Report, please contact Mauricio Siciliano, Editor-in-Chief, at: msiciliano@icao.int.

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## Technical Advisory Group on Machine Readable Travel Documents (TAG/MRTD)

Member	Nominated by	Member	Nominated by
Ms. A. Moores	Australia	Ms. G.M. Keijzer-Baldé	Netherlands
Ms. H. Richardson	Canada	Mr. D. Philp	New Zealand
Ms. M. Cabello	Chile	Mr. J. Wariya	Nigeria
Mr. M. Vacek	Czech Republic	Mr. W. Xiaobo	People's Republic of China
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		Mr. M. Holly	United States

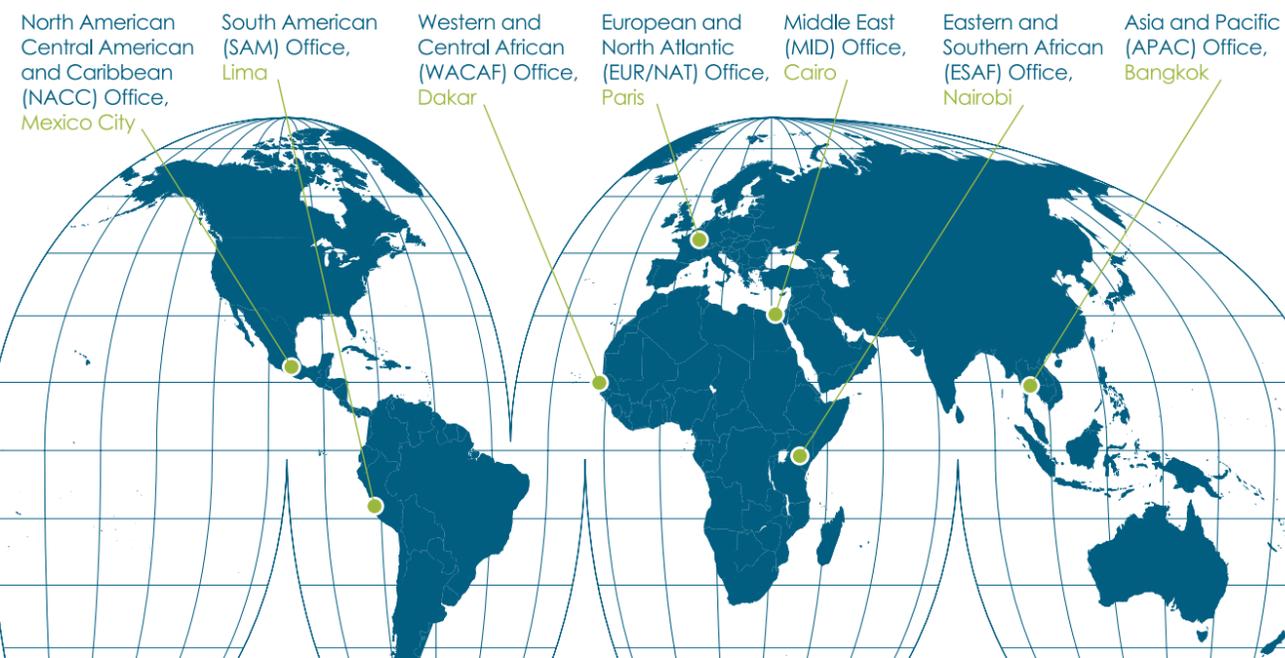
The TAG/MRTD is appointed by the Secretariat, which reports on its progress to the Air Transport Committee.

The TAG/MRTD develops specifications for machine readable passports, visas and official travel documents, electronic machine readable travel documents and guidance material to assist States in implementing these specifications and exploiting modern techniques in inspection systems.

### Observer organizations

Airports Council International (ACI)  
 International Air Transport Association (IATA)  
 International Criminal Police Organization (INTERPOL)  
 International Labour Organization (ILO)  
 International Organization for Standardization (ISO)  
 Organization for Security and Cooperation in Europe (OSCE)  
 International Organization for Migration (IOM)  
 United Nations (UN)  
 Organization of American States (OAS) - Inter-American Committee on Terrorism (CICTE)

## ICAO's Global Presence



# FOCUSING ON TRAVEL DOCUMENT SECURITY AND IDENTIFICATION MANAGEMENT

✈ For nearly 45 of its 70 years, ICAO has been successfully developing Standards and Recommended Practices (SARPs) and technical specifications for machine-readable travel documents. These SARPs and technical specifications have contributed to ensuring that States issue the most robust and secure travel documents the world has ever known, with the goal of building trust in such documents when they are presented to border control officials.

Border controls, travel document security and identification management are central to combating terrorism and trans-border crime. Yet, the use of false identities and fraudulent travel documents, in addition to systemic weak-points in the identification management frameworks of many States, remain major vulnerabilities which continue to be exploited by criminal and terrorist networks.

To overcome these weaknesses and vulnerabilities, and to enhance the trust in travel documents, one of the key elements of the ICAO Traveller Identification Programme (ICAO TRIP) Strategy is strengthening Evidence of Identity (Eoi), which involves providing credible evidence of identity, and respective tracing, linkage and verification of the identity against breeder documents and identification processes and systems, to ensure the authenticity of the identity of the applicant or travel document holder.

In this issue, we feature several articles that highlight and provide exhaustive insight on this matter, including the remarkable experience of Jamaica regarding civil registry and identification management, as well as the Seven Keys to the Identification Management Chain, proposed by our regional partner, the Organization of American States (OAS), which contains principles and best practices currently being promoted and implemented in the Americas region.

As well, from the European region, we offer you an article that provides insight and the outcomes of the Organization for Security and Co-operation in Europe (OSCE) Expert Roundtable on Addressing the Link between Travel Document Security and Population Registration/Civil Registration Documents and Processes.

We have also included a brief update on the work achieved by ICAO Working Groups regarding Evidence of Identity (Eoi), and an article on the FIDELITY (Fast and trustworthy Identity Delivery and check with ePassports leveraging Traveller privacy) Project, which analyses shortcomings and vulnerabilities in the ePassport lifecycle, from breeder document issuance to ePassport expiration and revocation, and develops solutions and recommendations in response to them.

Finally, this year, the MRTD world was struck by the very sad news of the passing of our dear colleague Malcolm Cuthbertson. An obituary in his honour has been included in this issue.

Malcolm is one of the "forefathers" of the MRTD Programme. His remarkable and sustainable impact and influence on the development and implementation of ICAO SARPs and technical specifications has been unrivalled within the travel document security world.

He was a UK Expert and was closely involved in the work of several TAG/MRTD Working Groups. Malcolm also actively participated in numerous travel document workshops and assessment missions with ICAO, the OSCE, the OAS and the International Organization for Migration (IOM).

In particular, he was part of the team, along with Barry Kefauver and me, which implemented the first MRTD assessment mission organized by ICAO and delivered in Ecuador in 2007. The mission established the documentation, processes and high standards that are currently used in all ICAO assessment missions. When we met after that, we often talked about what a "fancy" mission it was for its completeness, complexities and peculiar circumstances.

In his every thought and word, Malcolm consistently displayed his kindness and refined sense of humour, along with an ample smile, rosy cheeks and cheerful eyes, reminding us how lucky we are to work in the wonderful world of MRTDs.

Malcolm will be greatly missed. But his enthusiasm, professionalism, humility, diplomacy and human kindness continue to inspire us all.

Great reading! ■

# ADDRESS BY THE ICAO SECRETARY GENERAL, MR. RAYMOND BENJAMIN TO THE UN COUNTER-TERRORISM COMMITTEE (UNCTC) OPEN BRIEFING

*New York, N.Y., 25 April 2014*



✈ Ambassador Murmokaite,  
Chair of the United Nations Counter-Terrorism Committee,  
Distinguished Committee Members,  
Deputy Secretary General Eliasson,  
Mr. Ronald Noble, Secretary General of INTERPOL,  
Mr. Yury Fedotov, Executive Director of UNODC,  
Attending colleagues,  
Ladies and gentlemen,

On behalf of the International Civil Aviation Organization, it is a great pleasure for me to be able to provide a comprehensive briefing to the United Nations Security Council's Counter-Terrorism Committee today, on the efforts of ICAO in the field of traveller identification and travel document security.

I wish to thank the Chairman for inviting ICAO to today's session, and for providing this opportunity to update the Committee on our related objectives and work programme.

As some of you may be aware, ICAO is a United Nations specialized agency which was created in 1944 upon the signing of the *Convention on International Civil Aviation*, also known as the Chicago Convention.

ICAO works with the Convention's now 191 Member States, in addition to industry observers and other international organizations, to develop international Standards and Recommended Practices (SARPs) for the global air transport sector. Our Member States must meet these Standards when they develop or amend their national regulations and programmes.

## forward thinking in passport personalisation

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There are currently over 10,000 international Standards and Recommended Practices reflected in the 19 Annexes to the Chicago Convention, and it is through these provisions – as well as ICAO's complementary policy, auditing and capacity-building efforts – that the air transport system today is able to operate over 100,000 daily commercial flights, safely, efficiently and securely, in every world region.

Full ICAO Assemblies, held every three years, endorse the work programme and budget of the Organization, as well as the triennial Strategic Objectives we pursue and which are decided by ICAO's 36 State Governing Council.

The 38<sup>th</sup> Assembly Session, held last October, adopted five Strategic Objectives for ICAO through 2016. These are:

- *Safety*, which is always a fundamental objective;
- *Air Navigation Capacity and Efficiency*, which underscores the significant challenges posed by the projected doubling in size of the air transport system by 2030;
- *Security and Facilitation enhancement*, something we will discuss in much more detail here today;
- *Economic Development of Air Transport*, fostering the development of a sound and economically viable civil aviation system;
- and lastly *Environmental Protection*, which encompasses our inter-related efforts towards emissions and noise reduction.

All of these complementary activities help ICAO to keep air services available and dependable in every world region, which in turn supports improved social and economic development by enhancing connectivity between citizens and businesses. In 2013 alone, our sector carried over 3.1 billion passengers on more than 32 million flights, as well as roughly 50 million tonnes of air cargo representing one-third of the value of all international trade.

Moving now into the area which we are here today to focus on, namely ICAO's objectives, work programme and assistance efforts in support of aviation *Security and Facilitation enhancement*, I would begin by noting that, for nearly 45 of the 70 years that ICAO has been fulfilling its global role at the heart of the air transport sector, the Organization has been developing

Standards, Recommended Practices and technical specifications specifically for machine-readable travel documents.

Border controls, travel document security and identification management are central to combating terrorism and trans-border crime. The use of false identities and fraudulent travel documents, in addition to systemic weak-points in the identification management frameworks of many States, remain major vulnerabilities which continue to be exploited by criminal and terrorist networks.

UN Security Council Resolution 1373 requires all UN Member States to prevent the movement of terrorists or terrorist groups through effective border controls and controls on the issuance of identity papers and travel documents, as well as through measures to prevent counterfeiting, forgery or the fraudulent use of identity papers and travel documents.

UN Security Council Resolution 1624 further calls upon all States to cooperate on the strengthening of the security of their international borders, including by combating fraudulent travel documents and, to the extent available, by enhancing screening and passenger security procedures.

ICAO actively supports the position that robust border security programmes should form an important component of any comprehensive and integrated national counter-terrorism strategy.

Combating terrorism through enhanced border integrity is a challenge of significant complexity. Policy, programme and organizational interdependencies, and numerous and diverse stakeholders, combine to make effective border security a somewhat daunting task for States when implementing UN Resolutions 1373 and 1624.

The global aviation sector has grown and thrived over the course of its history in large part because it is an essentially cooperative system. Therefore, where ICAO sees complexities and a diversity of actors, we also see potential advantages to be realized through the establishment of shared targets, and enhanced global collaboration and coordination.

This approach stresses the clear need for a holistic framework and objectives for all concerned. ICAO has worked with much determination in recent years to establish this in the form of our new Traveller Identification Programme Strategy.

This programme strategy was endorsed by the 38<sup>th</sup> Session of the ICAO Assembly last Autumn. It builds on ICAO leadership in matters related to the global implementation of Machine Readable Travel Documents (MRTDs), a role we asserted to facilitate air transport efficiency while helping to drive all of our Member States to establish this capability as of 2010.

## Border controls, travel document security and identification management are central to combating terrorism and trans-border crime.

The mandatory introduction of ICAO-compliant machine readable passports was achieved as of 2010; however, we still have our attention in this area focused on a related 24 November 2015 deadline when all non-machine readable passports which may be still in circulation must finally expire.

Building off these MRTD accomplishments, the Traveller Identification Programme – or TRIP – Strategy establishes an integrated and coordinated approach to the identification-management process leading up to the issuance of travel documents and their inspection at borders.

The ICAO TRIP Strategy links five key elements into a coherent framework so that travellers may be uniquely identified by their travel documents with the highest possible degree of certainty, security and efficiency. These five elements are:

- Evidence of identification.
- Document issuance and control.
- Machine-Readable Travel Documents.
- Inspection systems and tools.
- And interoperable applications.

Recognizing the benefits of effective traveller identification management to both aviation security and the facilitation of

3 billion plus annual passengers through airport border controls, ICAO's mission is to contribute to the capacities of our Member States, and to coordinate where necessary with industry operators, in support of all five of these priorities.

An unexpected advantage of this work is the benefits it provides not merely to air transport stakeholders, but to separate border and transport domains. Reliably secure and efficiently processed systems of identity management and travel document security are not only helpful moving people efficiently through airports, but at every point along international borders.

ICAO's more recent efforts in support of our TRIP Strategy goals include the global specifications realized for the issuance of ICAO-compliant ePassports. ePassports can contain biometric and other enhanced identification and security features resulting in the most secure and robust travel document ever issued.

At present, reports to ICAO indicate that over 120 of our 191 Member States are issuing ePassports, with over 500 million of these documents in global circulation. In order to effectively authenticate ePassports, however, their chips must first be accessible to a State's border control inspection system and, secondly, the authorities operating that system must have secure access to the various certificates and revocation lists used in the authentication of their data.

ICAO has also established what is known as a Public Key Directory, or PKD, to assist with these needs. The role played by the PKD is essentially that of a trustworthy broker, whereby it provides a centralized and secure global directory of all State certificates needed to access and validate the data stored on ePassports. Its secondary purpose is to provide a central platform on which the worldwide exchange of certificates can be securely managed.

Significant work remains to be done, however, before ePassports can live up to their full security and facilitation potential. Not all ePassports are fully compliant with ICAO specifications, for instance, and not all States participate in the ICAO PKD. This prevents issuing-States and border control authorities from capitalizing on the full security and facilitation benefits that ePassports are able to deliver.

To assist States in implementing their ePassport projects, ICAO is presently developing an ePassport Roadmap, a document which will serve as a policy planning and strategy tool guiding global efforts towards the universal implementation of ePassports. Forty-four States are now PKD members, and the number continues to grow; however, this is still less than half of all States claiming to issue ePassports.

I would also highlight here that the *Declaration on Aviation Security* which was endorsed by the 37<sup>th</sup> Session of the ICAO Assembly in 2010 encourages States to report, on a regular



## INNOVATIONS IN SECURITY IDENTITY SOLUTIONS, SWISS MADE

### Secure documents in polycarbonate

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Jean-Paul Laborde, Assistant-Secretary General and Executive Director of the UN Counter-Terrorism Committee Executive Directorate; Ronald Noble, INTERPOL Secretary General, and Raymond Benjamin, ICAO Secretary General

basis, all lost and stolen passports to the INTERPOL Lost and Stolen Travel Documents Database.

Having a good Roadmap supporting practical and effective policy is vital, but it is also not enough. The implementation of the full TRIP Strategy in practice is really what matters. ICAO recognizes that some of our States struggle under the high expectations now being promoted through this initiative, not to mention the implementation of related but also highly technical Facilitation Standards, Recommended Practices and specifications.

This calls for an intensification of coordinated capacity-building and assistance efforts. It also calls for enhanced cooperation between ICAO and INTERPOL, as well as our UN partners such as the Counter-Terrorism Committee Executive Directorate (CTED) and the Counter-Terrorism Implementation Task Force (CTITF).

By coordinating with these partners we can all minimize duplication of effort, optimize our complementary programmes, and thereby more efficiently assist States in their fulfilment of the relevant Security Council and General Assembly Resolution obligations.

For example, CTED and ICAO work together on various country assessment visits. We also cooperate on identifying and delivering technical assistance, promoting State ratification of international legal instruments on aviation security, and on the development of the Counter-Terrorism Committee's assessment tool and promotion of good practices around the world. ICAO remains committed to this partnership and we appreciate its benefits.

ICAO has also received requests for assistance in implementing the TRIP Strategy from several African Economic Communities, such as CEN-SAD, COMESA, ECCAS, and ECOWAS, and specific project proposals have already been brought forward.

The pilot assistance project for Phase I is a Canada-funded initiative for strengthening travel document security in 11 States located in the Sahel and neighbouring region. Related activities include workshops and training and technical assessment missions to address capacity gaps.

I would like to highlight the Canada-funded project as a shining example of joint efforts linking the needs of States, ICAO expertise and resources provided by the donor community. In this spirit, we are continuing to pursue TRIP Strategy project proposals for additional regions in Africa, Central Asia and the Americas.

In conjunction with this work, we have been consolidating the strategic partnership between ICAO, CTED and CTITF for providing assistance to States through donor-funded capacity-building projects.

This assistance framework could offer a one-stop-shop for States in need to access the funds and expertise required for effective long-term related capacity building.

ICAO's vision is therefore that, in close conjunction with CTED, CTITF, relevant international and regional partners, and Member States, we can align and improve our collective capacity to provide assistance in implementing the ICAO Traveller Identification Programme Strategy.

This deepened collaboration would help to ensure that all States eventually realize the full capabilities of the TRIP Strategy to combat terrorism and trans-border crimes globally. With your support and our commitment, I am certain we will achieve it.

Thank you. ■



## STRENGTHENING TRAVELLER IDENTIFICATION MANAGEMENT AND BORDER INTEGRITY: UZBEKISTAN HOSTS AN ICAO REGIONAL SEMINAR

**✈ A Regional Seminar on Machine Readable Travel Documents (MRTDs) and Traveller Identification Management took place on 8-10 April 2014 in Tashkent, Uzbekistan. The Seminar, hosted by the Government of Uzbekistan, was organized by ICAO and supported by the Organization for Security and Co-operation in Europe (OSCE). It addressed MRTD standards and best practices, assistance and capacity-building needs of States, identification management and related border security issues.**

ICAO is a United Nations specialized agency which was created in 1944 upon the signing of the Convention on International Civil Aviation, also known as the Chicago Convention. ICAO works with the Convention's 191 Member States, in addition to industry observers and other international organizations, to develop international Standards and Recommended Practices (SARPs) for the global air transport sector. The Member States must meet these Standards when they develop or amend their national regulations and programmes.

In particular, ICAO develops international specifications for passports, visas and identity cards used for travel in order to ensure interoperability, enhance facilitation, increase confidence in the reliability of travel documents, and contribute to national and international security. ICAO-compliant secure travel documents and a robust identification management framework are powerful tools in preventing and combating terrorism and serious transnational crime. Any remaining weaknesses in identity management or travel document security flaws tend to be exploited by terrorists and criminals worldwide and present a weak link in global efforts to ensure security, stability, good governance and the rule of law.

ICAO MRTD Regional Seminars, as the recent one in Tashkent, have two main purposes. First, they provide an opportunity to brief participants from Member States about current ICAO Standards, specifications, new developments and clarify any specific questions and finer technical points. Second, they provide a forum for professional discussions about the current and



From left to right: Mr. Thomas Anthony Wuchte, Head of the Transnational Threats Department, Action Against Terrorism Unit, OSCE, Mr. Najmiddin Turakhodjaev, Director, State Personalization Centre, Uzbekistan.



From left to right: H.E. Nicolas Brühl, Ambassador of Switzerland to Uzbekistan, H.E. Ambassador György Szabó, OSCE Project Coordinator in Uzbekistan, Mr. Thomas Anthony Wuchte, Head of the Transnational Threats Department, Action Against Terrorism Unit, OSCE, Mr. Najmiddin Turakhodjaev, Director, State Personalization Centre, Uzbekistan, Mr. Mauricio Siciliano, MRTD Officer, ICAO.

emerging needs of States and other stakeholders. They present an opportunity to discuss practical ways that the participants can join forces to strengthen traveller identification management and border control capacity so that the States and their citizens can benefit from enhanced security and facilitation.

The Regional Seminar focused on the ICAO Traveller Identification Programme (ICAO TRIP) Strategy which was approved by the Council and endorsed by the ICAO Assembly in October 2013. The Strategy, developed in response to global driving forces and the needs of Member States, provides a framework for achieving maximum benefit from travel documents in the future. It brings together the elements of identification management and builds on ICAO leadership in matters related to Machine Readable Travel Documents.

The *raison d'être* of the ICAO TRIP Strategy is a recognized need for a holistic and integrated approach to traveller identification management. The approach links the five elements of traveller identification and border controls into a coherent framework: evidence of identification, document issuance and control,

MRTDs, inspection systems and tools, and interoperable applications. ICAO recognizes the benefits of traveller identification management to aviation security and facilitation. ICAO's mission is to contribute to the capacity of Member States to uniquely identify individuals by providing tools and knowledge to establish and confirm the identity of travellers.

Another focus of the Regional Seminar in Uzbekistan was technical assistance and capacity-building support to States in need. The TRIP Strategy, ambitious and relevant as it is, will produce results and benefits only if ICAO Member States implement it in practice. In many cases, challenges to implementation are lack of technical expertise or funding, or both. The Seminar was an opportunity to discuss assistance needs with States and regional organizations in Central Asia, and explore ways of consolidating regional cooperation and more effective capacity-building assistance.

The effective co-ordination of regional capacity-building assistance is just one of the many reasons why the OSCE supported this Seminar. Since 2003, the OSCE assisted its participating States with strengthening the security of travel documents and their issuance processes in line with ICAO Standards, and many aspects of the TRIP Strategy. Projects, particularly in Central Asia, focus on upgrading technological security features of passports and making sure that the processes used to vouch for the identity of an applicant during the application phase are secure. The OSCE also promotes effective solutions at borders to cut waiting times for travellers while offering greater assurances to border control officers that travel documents are genuine.

An industry exhibition complemented the Seminar with a broad range of products and services related to MRTDs, biometric identification, travel document security applications and border inspection systems. Seminar participants had an opportunity to interact with ICAO industry partners and experts to discuss the latest available traveller identification technologies.

The Regional Seminar in Tashkent attracted 162 participants from 27 Member States. It was of particular interest to government officials from national identity and travel document issuance authorities, civil registries, passport offices, immigration, customs and other border inspection and law enforcement agencies; Ministries of Interior and Foreign Affairs, as well as embassy and consular staff. Other key stakeholders included international organizations, donor agencies, private companies offering technologies and products for effective international identity and border management, airlines and airport authorities, security and facilitation consultants, academia and members of think tanks.

The number and diversity of the participants highlighted the importance that government agencies and the private sector place on identification management, travel documents, border security and combating terrorism and trans-border crime.

Some important messages and themes that emerged from discussions at the Seminar were:

- Compliance with ICAO MRTD Standards and specifications is of key importance to maximizing security and facilitation benefits for States and their citizens. In particular, compliance with ICAO Standards is a legal obligation of all Member States of ICAO under the Chicago Convention.
- In Seminar discussions, compliance with Annex 9 emerged as an area of particular importance. Meeting the deadline of 24 November 2015 for the expiration of non-machine readable passports is a challenge to some States, and may require pro-active steps such as information campaigns to raise public awareness.
- Effective security and facilitation is not just about travel documents. MRTDs are important – but they are just part of the broader traveller identification management framework that integrates identification management, MRTDs, border controls and other elements in a comprehensive manner. This is the main direction of the ICAO Traveller Identification Programme Strategy that reconfirms and consolidates the relevance of identification management to the needs and expectations of our Member States.
- The importance of robust identification management, including civil registries, cannot be overstated. It provides a foundation for travel document security, border integrity and eliminates opportunities for identity fraud.
- The central message that emerged from discussions and expert presentations with regard to the biometric passport (ePassport) was that, given the effort and expense required to implement a change of this magnitude, it must be done properly. The chip in the ePassport must be read at the borders and the ICAO Public Key Directory (PKD) must be used.
- It must be admitted that some States struggle with the implementation of Annex 9 Standards and MRTD specifications. This calls for intensifying capacity-building assistance efforts, intensifying technical dialogue with States in need, and mobilizing assistance from the donor community.
- Cross-border cooperation and data sharing are strategic areas that require further regional cooperation, confidence-building measures, joint activities and information exchange to prevent identification fraud. A strong message that emerged from this Seminar was the necessity to explore new, more inclusive and more effective forms of regional cooperation and data sharing. This is an important priority.
- The security of the passport issuance process and evidence of identification are areas that require particular attention. This is an area where identification fraud efforts have been shifting to a global phenomenon, and can be exploited for terrorist and trans-border crime purposes. ICAO will continue with the ongoing work of codifying good practices in secure issuance and identification management for the benefit of all States.

The success of this Regional Seminar was the result of excellent cooperation between many parties. The Government of



From left to right: Mr. Thomas Anthony Wuchte, Head of the Transnational Threats Department, Action Against Terrorism Unit, OSCE, Mr. Najmiddin Turakhodjaev, Director, State Personalization Centre, Uzbekistan, Mr. Mauricio Siciliano, MRTD Officer, ICAO, H.E. Nicolas Brühl, Ambassador of Switzerland to Uzbekistan.



Mr. Najmiddin Turakhodjaev, Director, State Personalization Centre, Uzbekistan.

Uzbekistan – and especially the State Personalization Centre of Uzbekistan – provided enormous assistance and support in organizing this important event. Their hospitality was outstanding and gave participants an opportunity to discover the beauty and charm of Uzbekistan and its people.

The International Business Centre (IBC), a modern and convenient facility in Tashkent, was an excellent venue for the Seminar's presentations, discussions and networking. Special thanks are due to Mr. Najmiddin Turakhodjaev, Director of the Centre, and his able team, for their personal commitment in making the Seminar a success. The OSCE provided invaluable support with organization, logistics, expertise and bringing together the right participants from the region.

The Regional Seminar in Tashkent was a shining example of cooperation between ICAO, the Uzbek authorities and the OSCE. It served as a reminder that such cooperation has great potential in the future for enhanced capacity-building assistance to Member States in Central Asia to strengthen security and facilitation benefits to their governments and citizens. ■

# IDENTIFICATION MANAGEMENT IN JAMAICA: Challenges, Solutions and Lessons Learned



**ABOUT DEIRDRE ENGLISH GOSSE**  
 She was appointed CEO of Jamaica's Registrar General's Department in 2012. The Agency was one of the first agencies to become an Executive Agency in 1999. It has nine regional offices in addition to the head office located in the old capital, Spanish Town, St. Catherine. The RGD received the Cabinet Secretary's Award for "Best Modernized Entity" in 2013. Mrs. English Gosse is an Attorney-at-Law.

✈ **Jamaica is an island in the Caribbean Sea with a total surface area of approximately 4,418 square miles. Its population is some 2.7 million with average annual births of 42,000, deaths of 16,000 and marriages of 26,000.**

The Registrar General's Department (RGD) is Jamaica's first agency for identity management. This agency has the sole authority to issue certified copies of birth certificates for persons born in Jamaica and Jamaican waters and is the only one of its kind in Jamaica. It has been operating since 1879. The RGD became an Executive Agency on 1 April 1999 under the Public Sector Modernization Project (PSMP). It was among the first four entities in Jamaica and the English speaking Caribbean to be accorded this status. It is the first Executive Agency to have been given Type C status as at April 2007, meaning that its operations are not funded from the consolidated fund but from its revenue intake.

Despite the long period of time that the agency has been providing certificates, with the development of technology, there has been an increase in the number of fraudulent documents being created by unscrupulous individuals who desire to illegally change their identities or the identities of fellow criminals. In response, the RGD has implemented a number of measures to combat the illegal activities of these individuals. The Agency has experienced a number of successes and challenges over the years. These will be discussed below.

### EVOLUTION OF THE JAMAICAN BIRTH REGISTRATION

Compulsory registration of births and deaths in Jamaica came into effect on 1 April 1878 with the implementation of "A Law for the Registration of Births and Deaths in Jamaica" (Law 19 of 1877). Prior to this, all registers containing transcripts of births, baptisms, marriages and deaths were kept by the Church of England and these date back to 1664. In 1890, as a result of the enactment of "A Law to Provide for the Better Preservation of the Civil Status Records" (Law 12 of 1890), all the registers of births, baptisms, marriages, deaths and burials in the Island Records Office were transferred to the custody of the Registrar General Civil Status Record.

From 1881 to 1956, Jamaican births were registered using a long form which was hand-written by a registrar employed by the Registrar General's Department. The form had several columns and could be easily tampered with by unscrupulous persons. The

In an effort to reduce the incidence of fraud, many public and private sector agencies are now partnering with the RGD to validate the certificates presented to them. The Agency is vigilant and makes a determined effort to collect fraudulent 'black and white' certificates which are presented at its offices.

registration number was stamped on the form and this was also easy to tamper with.

In 1960, the RGD introduced a square form. The change to the new form saw a minor reduction in the instances of fraudulent birth certificates. However, it was not until the introduction of printing of the certificates on security paper that the Agency saw a significant reduction in the instances of fraud.

Individuals could no longer write on the birth certificates as they were now computer generated with a number of security features such as a watermark, embossing, and deeply engraved texts.

### IDENTITY MANAGEMENT CHALLENGES

Despite the development in technology, the problem of identity theft was not completely solved. Ironically, it became easier to fraudulently reproduce the old 'black and white' birth and other certificates, thereby creating new identities and increasing the incidents of identity theft. Additionally, unscrupulous individuals also try to abuse the measures available to persons to amend errors on their records to create, in some instances, totally new identities.

### A. Tampering with or fraudulently constructing birth certificates

In its early years, the RGD produced photocopies of birth certificates which were certified to be true copies. These were susceptible to tampering. In an effort to improve the security of its operations, the Agency began printing certificates on Security Paper in May 2001. Unfortunately, because the old black and white copies are still in circulation, persons still use them to conduct business and this causes problems in some instances.

In an effort to reduce the incidence of fraud, many public and private sector agencies are now partnering with the RGD to validate the certificates presented to them. The Agency is vigilant and makes a determined effort to collect fraudulent 'black and white' certificates which are presented at its offices. Over a six year period, from 2007 to 2013, the RGD confiscated a total of one thousand and eight (1,008) fraudulent certificates and made seventy-nine court appearances for the Crown to verify the authenticity of documents submitted to defraud organizations or to create new identities. Fraudulent certificates which are submitted on the new security paper are easily detected and the perpetrators arrested and charged.



Sample Black and White Version of Birth Certificate



Birth Registration Form - January 2007 to Present



Security Features Certificates - Introduced in 2001

## CERTIFICATES CONFISCATED AND COURT APPEARANCES BY THE RGD 2008-2013



Despite the development in technology, the problem of identity theft was not completely solved. Ironically, it became easier to fraudulently reproduce the old 'black and white' birth and other certificates, thereby creating new identities and increasing the incidents of identity theft.

- government agencies daily - often by unsuspecting individuals.
- The Agency is not in a position at this time to prevent the use of the older black and white certificates which ceased being produced/issued in 2002. Adding to this challenge, many of these older certificates were fraudulently created.
- Due to the possible economic benefits of doing so, some individuals willingly sell their identities. This is common, even among siblings.

### SOLUTIONS

In addition to the introduction of security certificates in 2001, the RGD has devised a number of solutions to combat the challenges which it faces. These include:

- The launch of an Online Verification System with the features required to protect against fraud. With the introduction of this system, institutions will be able to verify the information on certificates presented to them by logging into the RGD's database.
- Providing access via an electronic link to the RGD's database to stakeholders such as the embassies, the consulates and the Passport Immigration and Citizen Agency (PICA).
- Public education efforts such as community outreach programmes as well as training for stakeholders to create greater public awareness of identity theft.
- Staff screening, training and monitoring.
- Training of key stakeholders.
- Staff held accountable for records touched. These employees are required to ensure that records traced are legitimate.
- Segregation of duties and functions.
- Quality and security checks.
- Electronic monitoring.

### LESSONS LEARNED

Compelling data from around the world shows that individuals continue to find creative ways to craft new identities. We must be vigilant at all times. We must form alliances with stakeholders, governments and other agencies. And we must build on the lessons learned today for tomorrow. ■

### B. Using processes to create new identities

The **Registration (Births and Deaths) Act** authorizes the Registrar General to register persons who have never been registered from birth. This process is known as Late Registration (LR). Additionally, the Registrar General has the authority to enter on the record the name of the person after this person has been registered. This process is known as the 'Late Entry of Name' (LEN). Many individuals who wish to change their identities often try to use either the LR or LEN process to do so. When individuals apply for either process, stringent investigations are conducted by our Authentication Verification and Identity Department (AVID). Individuals wishing to use either of these processes must provide documentary evidence such as statutory declarations to support their applications which are accepted only if they satisfy the strict criteria set out.

### C. Changing identities by using Deed Polls

In many Commonwealth countries, persons can change their names by submitting a "Deed Poll". This document is recorded in the Island Record Office and must be used along with the individual's RGD issued birth certificate. Many unscrupulous persons try to use this method to change their identities. However, the RGD monitors their use as well as sets out the guidelines for use.

A number of circumstances make finding solutions to the challenges even more difficult:

- Certificates are easy to obtain as anyone can apply for copies of vital records without identification. Unlike other countries, there is no restriction on who can apply for certificates in Jamaica.
- Fraudulent certificates are presented to RGD and other



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# SEVEN KEYS TO THE IDENTIFICATION MANAGEMENT CHAIN



**ABOUT STEVEN GRINER**  
 He currently coordinates the Universal Civil Identity Program of the Americas and the e-Government Program of the Department for Effective Public Management of the Organization of American States. He joined the Unit for the Promotion of Democracy of the Organization of American States in 1993 and has coordinated the OAS Special Program to Support Peace in Guatemala and the Inter-American Forum on Political Parties. From 2006 to 2011, he served as the Chief of the Electoral Observation Section and has observed elections in Latin America, the Caribbean, Africa and Central Asia.

✈ **Obtaining the birth certificate of another person is a lot easier than falsifying a passport. While the uniform application of standards and enhanced technology have dramatically improved the quality of travel documents, doing the same for breeder documents, particularly birth certificates, requires a more holistic approach. This article identifies seven keys to improving identification management, both to ensure that every individual is afforded his or her fundamental right to a civil identity and to ensure the information collected accurately reflects the existence of a unique, living human being.**

### CIVIL IDENTITY AND IDENTIFICATION MANAGEMENT

When considering identification management, one principle reigns over all others. From birth, every child is entitled to a name, nationality and recognition of family relations, no matter what.

The Right to Identity has its roots in various international instruments dating back to just after the conclusion of the Second World War. According to UNICEF, however, nearly four in every ten births still go unregistered every year, contributing to the approximately 230 million children under the age of five who do not have a birth certificate. By not providing an official identity, these children remain nameless and vulnerable to the worst types of exploitation imaginable. Identification management needs to be secure, but not to the detriment of access and availability.

When envisioning effective identity management, it is important to consider three basic questions. Does this birth certificate reflect the live birth of a real person? Is this birth certificate linked to one unique owner? Lastly, is this civil identity being used? The following seven recommendations will help civil registries adequately respond to each of these three questions. Addressing these issues, through appropriate technology, streamlined procedures and increased inter-operability can improve both the security and the accessibility of breeder documents.

### SEVEN KEYS TO SUCCESSFUL IDENTITY MANAGEMENT

#### 1. Narrow the time and space gap.

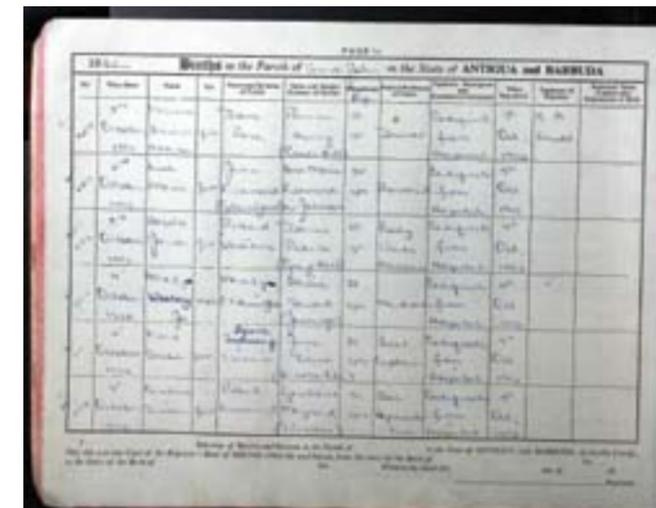
National authorities must issue birth certificates as physically and chronologically close to the birth as is humanely possible. The longer the distance required by the mother to travel to register her baby, or the more time that elapses between birth and registration, the more likely that this first live event will not be recorded. It is no coincidence that Uruguay has accounted for virtually every child born within its borders as no baby leaves the hospital of birth until he or she has received a birth certificate, a unique national identity number and an identification card.

#### 2. Ensure complete and standardized collection of information.

Information recorded in each birth should include the given and family names of the child, the date and place of birth and the names of the father and the mother. Nevertheless, social stigma often keeps a single mother from registering her birth without the father. Married couples might not choose a name until after the baptism of the baby. Manual procedures have contributed to thousands of birth certificates with erroneous information, including misspelled names or transposed dates. The United Nations Statistics Division (UNSD) has developed specific standards pertaining to information collected both for legal identity and statistics. To guard against identity theft and exploitation, these standards recommend that information on a birth certificate should be limited to name, sex, date of birth and parents' names, addresses and citizenship.

#### 3. Implement security features on the birth certificate.

In 2012, the ICAO Secretariat issued a technical document "Towards a Better Practice in National Identification Management" in which, among other considerations, it provided a list of security features that should be included in each birth certificate issued. Supported by the Organization for Security and Cooperation in Europe, the Organization of American States and Interpol, the document lists a number of possible security features, including substrates and graphics, quick drying and resistant ink and chemical sensitizers that "bleed" when they



come into contact with commercially available solvents. The document further recommends that the birth certificates be larger than letter size to discourage holders from permanently carrying them on their person, which accelerates degradation.

#### 4. Link attributed information with biometrics.

The attributed information, the information collected at the time of the birth, should eventually be linked to biometric information when the child reaches adolescence. Biometric information

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## Issuing timely, accurate and trustworthy birth certificates presents even more challenges than ensuring the universality of secure travel documents.

includes facial features, fingerprints and iris recognition. Despite privacy concerns, in January 2011, Mexico became the first country in the world to use iris scans as a component of ID cards. (As a biometric identity, the iris is some 2,000 times more accurate than a fingerprint and consolidated at an earlier age.) While voluntary, the National Registry of Population of Mexico has registered some 6.6 million minors from four to 17 years of age, linking the birth certificate and the unique identity number (CURP) to biometrics. Biometrics is not a panacea, however. It is an expensive technology and not easily collected for children under ten years of age. As technology improves and national legislation evolves, however, the use of biometrics can serve as an important, unique link between the individual and the birth certificate.

### 5. Centralized database.

Civil registry structures vary considerably from country to country. Many pertain to the electoral authority or a ministry of the central government. In federal systems, States usually have the authority to register births and other vital events. The number of issuing authorities in a country ranges from one to several thousand, depending on the political system, population and other factors. By and large, adult identification databases, which include ICAO-compliant identification cards backed with biometric information, tend to be more accurate, dynamic and trustworthy than the paper-based civil registries. Governments are seeking to assert both more central control of information and increased proximity to the general population. Ethiopia, Kenya, Malawi and Sudan have all recently passed legislation consolidating civil registration with national identification. Afghanistan and Tanzania have instituted the use of SMS technology to register births and send the information to a centralized database even in the absence of Internet access. If addressed appropriately, centralized control improves the quality and accuracy of the civil registry information.

### 6. Expand the social footprint.

As a person enters adulthood, it is important to confirm that the identity is being used. Upon reaching voting age, did this person obtain a national identification or voting card? Has this person enrolled in school? Applied for a job? Collected government benefits? Just a few short years ago, civil registries were paper-based making verifying information cumbersome, if not impossible. Today, the dynamic use of these databases – with the requisite safeguards to ensure privacy and confidentiality – allow for a real time measure of the social footprint and a confirmation of the third and final principle of identity management. According to the OSCE Guidelines on Population Registration, making

information available to the private sector in a well-organized and regulated manner has not only helped to further confirm the authenticity of the identity, but has helped reduce the number of instances in which the private sector collects and processes information without any State oversight.



### 7. Implement internationally-accepted processes for civil registries.

Technology provides a number of important tools to collect, maintain and update civil registry information. The technology is only as good as the information that it contains. The timeliness and accuracy of this information depends on the quality of the procedures being implemented and the knowledge of the operators of those systems. With the assistance of the Organization of American States Department for Electoral Cooperation and Observation, the electoral authorities of Peru, Costa Rica and Panama have received International Organization for Standardization (ISO) certification for several processes related to the preparation and conduct of electoral processes, including voter registration. The recently published electoral standard, ISO 17582, includes specific requirements for the procedural aspects related to the collection and maintenance of voter registry information and the use of national identification.

### CONCLUSIONS

Issuing timely, accurate and trustworthy birth certificates presents even more challenges than ensuring the universality of secure travel documents. Inadequate identity management threatens to undo the important gains resulting from the ICAO standards agreed upon and implemented by 191 countries throughout the world. Improving technology, security and procedures will help accomplish both goals of ensuring the accessibility and the integrity of civil identity. The ultimate key, however, depends on the political will of States to strengthen identity management and the commitment of their civil registry officials at all levels to serve as the catalysts for change. ■

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# OSCE ROUNDTABLE UNDERLINES THE IMPORTANT LINK BETWEEN TRAVEL DOCUMENT SECURITY AND CIVIL REGISTRATION



**ABOUT PAUL PICARD**  
He has been with the OSCE Secretariat since 2012 and is one of the co-managers of the Travel Document Security (TDS) Programme, which has been recognized by the OSCE participating States as one of the strategic focus areas of the OSCE Consolidated Framework for the Fight against Terrorism.

**ABOUT BEN HILLER**  
He has been with the OSCE Secretariat since 2009 and co-manages the Travel Document Security portfolio of the OSCE Secretariat's Transnational Threats Department and, in this role, assists OSCE participating States with preventing the cross-border movement of terrorists and other criminals.

**ABOUT ZORAN ĐOKOVIĆ**  
He joined the OSCE's Office for Democratic Institutions and Human Rights (ODIHR) in 2008, where he works as Migration/Freedom of Movement Adviser. His work focuses on providing assistance to OSCE participating States in developing and adapting their administrative and legislative frameworks for population registration to facilitate citizens' access to state-guaranteed social and political rights.

✈ On 26-27 November 2013, the Organization for Security and Co-operation in Europe (OSCE) Transnational Threats Department/Action against Terrorism Unit (TNTD/ATU) and the OSCE Office for Democratic Institutions and Human Rights (ODIHR) co-organized an *Expert Roundtable on Addressing the Link between Travel Document Security and Population Registration/Civil Registration Documents and Processes*. This article presents the findings and recommendations made by the travel document security and civil registration experts who gathered in Warsaw, Poland.

## BACKGROUND

In the past decade, tremendous efforts have been undertaken by ICAO Member States to create and introduce more sophisticated travel documents. This occurred in parallel with the increasing difficulties faced by criminals to procure quality forged travel documents, and led to a shift from document fraud to identity fraud. For criminals, exploiting loopholes in the travel document issuance system to obtain genuine travel documents under a false identity has become more attractive and, when successful, can result in a much greater ability to cross borders undetected.

Recognizing this threat, the ICAO Council adopted the ICAO Traveller Identification Programme (ICAO TRIP) in 2013. The programme, which makes the important connection between travel document issuance and evidence of identity, was subsequently endorsed by the ICAO Assembly. For the OSCE TNTD/ATU, the TRIP Strategy has provided an opportunity to fine-tune its Travel Document Security (TDS) Programme in order to offer even better service to OSCE participating States in preventing criminals and terrorists from crossing borders illegally.

## OSCE INSTITUTIONS LINK TRAVEL DOCUMENT SECURITY AND CIVIL REGISTRATION

The OSCE Secretariat's Transnational Threats Department (which includes the Action against Terrorism Unit and the Border Security and Management Unit) has been entrusted by OSCE



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The Warsaw Roundtable highlighted a series of challenges that all OSCE participating States are facing with regard to linking travel document issuance with civil registration processes and further underlined the importance of the global implementation of the ICAO TRIP Strategy.

participating States to address security matters including Travel Document Security and border management issues.

Another OSCE institution – the Office for Democratic Institutions and Human Rights (ODIHR) – is one of the world's principal human rights bodies. It promotes democratic elections and good governance, respect for human rights, tolerance and non-discrimination, and the rule of law. The ODIHR provides assistance to OSCE participating States in reforming population registration administrative and legislative frameworks to facilitate citizens' access to State-guaranteed social and political rights.

In light of the growing importance attached to evidence of identity when issuing travel documents, ODIHR's expertise in relation to population and civil registration has the potential of becoming a key comparative advantage for OSCE Travel Document Security efforts.

Consequently, the Warsaw Roundtable was organized with the goal of not only identifying current good practices in the OSCE region in establishing robust identity management systems and identity verification measures, but also determining the role that TNTD/ATU and ODIHR could jointly play in promoting the implementation of integrated passport and identity management systems.

## Five key findings:

- **Identity deceptions are particularly prevalent when there are disconnects between passport and civil registry identity management systems** with civil registry systems often being the weaker link. However, to date, there is little reliable data on the depth and scale of the problem.
- **Civil registry systems are gaining international significance and are determining the level of trust in a country's travel documents.** Taking into account ever-evolving national and historical contexts and technologies, civil registry systems differ greatly from country to country in terms of content and purpose, how up-to-date they are, and, consequently, how credible they are as a source to identify people.
- **Secure national civil registration systems are the foundation for the successful implementation of global strategies and tools designed to bring the benefits associated with ePassports, such as faster and more secure cross-border movements to both travellers and competent authorities.** In this respect, the international community should consider ways to further support countries in establishing and validating identity during travel document issuance, including by developing pertinent guidelines and standards.
- **National civil registry upgrades must be implemented in parallel with travel document upgrades.** Countries investing in modern travel documents and pertinent issuance systems

should upgrade civil registry systems in parallel, if not first. These efforts must focus on: 1) processes, 2) documents or products, and 3) staff (anti-corruption measures).

- **Border control officers must strengthen their profiling skills to spot identity deceptions.** It is extremely difficult for first line officers to detect genuine yet fraudulently obtained travel documents. Consequently, the need for border control officers to further strengthen their skills in the area of profiling and behavioral analysis is critical. Likewise, it is essential to allow border control officers to apply these skills, even under time constraints.



**Three key recommendations:**

Given the diversity of civil registry systems in operation and national discrepancies in how well they are linked to travel document issuance, experts stressed that the OSCE could consider the following steps:

- Assess current efforts and existing materials used to strengthen and standardize civil registration and develop a compendium of best practices on effectively linking the most common civil registration systems with travel document issuance systems. This compendium would allow States to compare their systems to the best practices of others and allow them to spot potential weaknesses.
- As an alternative, the OSCE could conduct a study of the most common challenges related to linking civil registry systems and travel document issuance systems. The study's results would lay the ground work for an "assessment tool" designed to identify potential weaknesses in interlinking the two systems.

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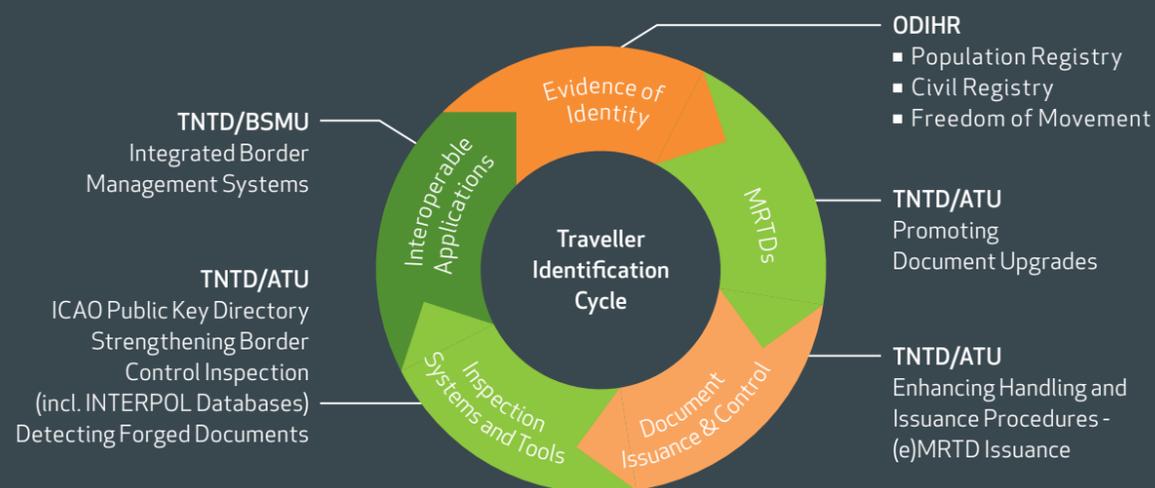
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For criminals, exploiting loopholes in the travel document issuance system to obtain genuine travel documents under a false identity has become more attractive and, when successful, can result in a much greater ability to cross borders undetected.

- As there are no reliable figures on the extent of identity fraud which involves a civil registration component, experts stressed that, given its tradition in fostering dialogue, the OSCE could contribute to scaling the problem. A component of this could be the development of a questionnaire for national authorities designed to probe the perceived extent of the problem.
- The prosecutions of those travelling under false identities are arduous and mostly unsuccessful in the absence of "hard evidence", such as forged documents. Experts stressed the need for the OSCE to organize tailored awareness-raising seminars for judicial officials in order to promote more efficient judicial procedures in such instances.

**CONCLUSIONS AND FOLLOW-UP**

The Warsaw Roundtable highlighted a series of challenges that all OSCE participating States are facing with regard to linking travel document issuance with civil registration processes and further underlined the importance of the global implementation of the ICAO TRIP Strategy.

The findings and recommendations have already been adopted by current OSCE travel document assistance projects. For instance, an assessment mission carried out in conjunction with ICAO in Central Asia specifically examined the readiness of national civil registration processes in preparation for issuing electronic passports. ■

# MRTD AND BORDER CONTROL NEWS

## Canada

Vancouver International Airport (YVR) announced an upgrade to its Border Xpress Automated Passport Control (APC) system kiosks incorporating the latest biometric technology. Previously only available to US and Canadian ePassport holders, the new Border Xpress APC system now accepts eligible travellers from 38 countries including Australia, Japan, Germany and the United Kingdom.

## USA

Biometric Automated Passport Control (APC) kiosks are now available to travellers at Miami airport. Atlanta Hartsfield-Jackson and Chicago O'Hare airports have already announced the introduction of APC kiosks. Currently, less than 400 APC kiosks have been deployed in 13 airports in the US and Canada. The first generation of APC kiosks did not include biometrics and were available only to US and Canadian passport holders. Biometric APC kiosks extend this service to international travellers from 38 VWP (Visa-Waiver Program) countries including Australia, Japan, Germany and the UK.

## Brazil

Brazil became an ICAO PKD Member in January 2014.

The new automated border control system is currently being tested at the Sao Paulo International Airport (GRU). By the end of August, the new eGate system will be installed and fully operational in the international terminals. Passengers will be able to submit their own documents autonomously.

## Cameroon

CEMAC biometric passports have been officially in circulation since 2013. Cameroon is the first country in the Central African Economic and Monetary Community to launch them. These secure documents allow holders to travel without visas in the other five CEMAC countries.

## EU

FIDELITY is a project launched in 2012 and funded by the European Commission. Its aim is to study and identify potential vulnerabilities within the current ePassport lifecycle. European researchers in Germany are working within the framework of the FIDELITY Project on new ways to protect travel documents. They are focusing on the birth certificate, usually required to obtain a first passport. To increase the security level of birth certificates, researchers are incorporating a barcode.

As of 15 May 2014, all persons applying for a Schengen visa are required to provide biometric data (fingerprints) when submitting an application. The biometric data of applicants for a Schengen visa will be stored in a new Visa Information System (VIS).

## Niger

Since last year, Niger has been issuing new biometric passports.

## Somalia

Somalia has launched two new ID programmes: a new national ID card and an ePassport. The new ID documents will enable law enforcement agencies to verify citizens' identities, while the ePassport facilitates travel across borders. The biometric ID card is required for citizens who wish to obtain a new ePassport.

## Netherlands

The Netherlands has extended its passport and ID card validity. As of March 2014, new passports and ID cards for adults will be valid for 10 years. Documents for minors, under the age of 18, will remain valid for five years, as they were before.

## Hungary

A new biometric ID system is operational at Border Control in Budapest's Liszt Ferenc International Airport. The system can be used after check-in on the departure side. First, it is necessary to register passport data at the airport. Thereafter, it is possible to use the system at any time in the next three hours. The whole procedure takes under a minute by comparing the fingerprints of travellers and passport details.

## Russia

The Russian Foreign Ministry has announced a new process of capturing fingerprint biometrics for people applying for entry visas beginning this summer. Russia plans to issue new eID cards in 2015 to replace existing internal passports.

## Uzbekistan

Uzbekistan became an ICAO PKD Member in March 2014.

## Kyrgyzstan

Kyrgyzstan is planning to roll out biometric passports. The first stage of the project involves establishing the Unified State Population Registry (EGRN) by the end of 2014. Creating a biometric database is also expected to be expanded to e-service nationwide and be used in a national voter registry.

## Qatar

Qatar became an ICAO PKD Member in March 2014.

## India

The Ministry of External Affairs has announced that India is planning to begin issuing ePassports to new applicants by 2015. India currently issues e-Passports to its diplomats and consular officials.

## Philippines

The Philippines became an ICAO PKD Member in March 2014.

## Seychelles

Seychelles became an ICAO PKD Member in March 2014.

## Australia

Australia is expanding its trial of SmartGate to include Singapore nationals who are travelling to Australia on an e-Passport. The Smart Gate System is in operation at all eight major Australian International airports. Additional gates have been installed in Melbourne, Sydney and Perth. SmartGate is currently available to Australian, New Zealand and UK citizens on a permanent basis and to US and Swiss electronic passport holders on a trial basis. Singapore will become the sixth nation permitted to use this technology.

Australia is developing new systems to share biometric data with other nations to validate the identities of people wishing to travel to the country. Australia already has biometric data sharing agreements with New Zealand, the UK, the US, Canada, and New Zealand.

# MRTD AND BORDER CONTROL NEWS

## Interpol

Interpol has called for airlines and governments to work together to stop stolen documents from being used to board planes. The Secretary General of INTERPOL has issued an open letter urging airlines and governments to step up checks on passengers by verifying their passports against INTERPOL's Stolen and Lost Travel Documents (SLTD) database.

## Algeria

The Algerian Ministry of the Interior is looking at new passport technology to renew non-biometric Algerian passports prior to 24 November 2015. The systems will be supplied during 2014, and will turn blank books into ready-to-issue fully personalized passports.

## St. Vincent and The Grenadines

St. Vincent and the Grenadines has launched its ePassport that uses biometric features and embedded electronics. The ePassports will be valid for 10 years.

## Panama

The new electronic passport, announced a year ago, went into circulation at the beginning of 2014.

## Gambia

Gambia is planning to replace its machine-readable passports with biometric passports. Previously, Gambia introduced a biometric identification card. Through its Biometric Identity Management System (GAMBIS), Gambia has captured biometric details of its citizens and aliens in the country.

## Uruguay

The International Airport Carrasco in Uruguay has incorporated new biometric technology in its border control system. In the first phase of implementation of this new technology, the system will capture the fingerprints of all travellers. In the second phase, facial features will be captured. The system compares existing fingerprints and travel documents. This new system will facilitate travel for all passengers to and from Uruguay.

## Turkey

The Automated ePassport Control System was installed under trial arrangements at Istanbul's Atatürk Airport. Officials announced that, once testing is complete, the system will be put into full use and be installed at other border gates in the country. The system is currently available to Turkish ePassport holders.

## Germany / Hong Kong

Germany and Hong Kong have signed a declaration of intent on the reciprocal use of automated border checks. The agreement enables German travellers to clear immigration through Hong Kong's automated, biometrics-supported e-Channel service. Prior enrolment at the Hong Kong airport is required. In return, holders of Hong Kong passports may use Germany's EasyPASS automated border clearance system at German airports, which also requires one-time enrolment.

## Ukraine

Ukraine plans to start issuing biometric passports in 2015. In May 2014, the Cabinet of Ministers confirmed this by issuing a decree to begin the production, registration and issuing of the biometric passports by 2015.

## Moldova

The European Parliament approved a Commission proposal to abolish visa requirements for Moldovan citizens holding a biometric passport. Moldova will be transferred to the list of countries whose nationals are exempt from the visa requirement.

## Afghanistan

The Ministry of Interior has announced that the issuance of electronic passports will be launched soon across the country. Authorities began issuing electronic passports in Kabul and some other provinces in October 2012. Thus far more than 30,000 electronic passports have been issued and the process will be extended nationwide in the near future.

## Iran

Iran became an ICAO PKD Member in May 2014.

## Oman

Oman Police Authorities have announced that, by the end of the year, Oman's machine-readable passports will be replaced by biometric ePassports. The new ePassport Project will be accompanied by the implementation of an eVisa app.

## Guinea

Guinea has begun issuing new biometric passports. Officials stressed the importance of biometric data to minimize the risk of identity fraud.

## Ecowas

In March 2014, the Security Ministers of ECOWAS Member States met to discuss the entry into circulation of the biometric national ID card in the Community region. The introduction of biometric ID cards had become a major issue in the West African region following increased security threats among countries in the region. Officials mentioned that the biometric ID card will provide security for the free movement of persons within ECOWAS Member States.

## Tanzania

Tanzania announced that it plans to replace its current passports with electronic ones. Immigration officials said the Department intends to have an online passport and visa application service. The Ministry of Internal Affairs has also revealed plans to foster the use of biometric passports. Tanzania had already rolled out a biometric enrolment system at the Immigration Department HQ in 2013.

## Uganda

Uganda has begun the National ID Card Project. It has undertaken a massive registration rollout to ensure every citizen obtains a National ID card bearing the holder's biometric data including fingerprints and photos. The Government plans to issue National ID cards following the registration process.

## Fiji

Fiji is improving its Integrated Border Management System by installing new servers. The new servers will enhance the security of captured data and enable it to be distributed effectively on a timely basis, strengthening Fiji's border control capabilities.

# EVIDENCE OF IDENTIFICATION: THE LATEST NEWS



**ABOUT JEAN-FRANÇOIS LA MANNA**  
 He has over 20 years of experience in the field of security technologies, cyber-defence and identity management. He has acted as an Expert Project Director at the French Ministry of Interior, an adviser to the French Delegation and an active participant in TAG and its related working groups. A veteran of the French Gendarmerie Nationale where he piloted large operational programmes involving IT Security, mobile terminals and biometrics, identification and digital signatures, he is actively involved in the ICAO MRTD and TRIP Programmes, with a focus on EoI issues. He is also taking part in EU FP7 projects on digital identity, Africa and Central Asia.

✈ This article is aimed at providing the worldwide community of interested parties in the ICAO Traveller Identification Programme (ICAO TRIP) with a brief update of the situation with regard to the fundamental and key issue of Evidence of Identification (EoI). It concludes with the recent decision made at the last Technical Advisory Group (TAG) meeting held in May 2014 on the remaining work to be done by the ICAO Member States in this field related to identity and identification management.

During the last ICAO General Assembly (the 38<sup>th</sup> Session held in Montreal in October 2013), the 191 Member States endorsed the ICAO TRIP Strategy. In a few important words, this strategy involves adopting and implementing a full end-to-end approach to the identification of a passenger.



Figure 1: Traveller Identification Management

## Semlex provides biometric solutions to secure documents



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All stakeholders in the passenger identification process (Figure 1) should enhance the efficiency of their cooperation with each other and the result should achieve a global coordinated approach. This objective must be kept in mind, especially with regard to the EoI issue and the necessity to better combat terrorism and other types of crimes targeted at civil aviation. This is why, with the ICAO TRIP and the specific focus on EoI, all Member States acknowledge the need to share this overall risk-assessment process, ensuring a consistent level of security and integrity for all aspects of the passenger identification process.

### EoI IS THE RESULT OF THE WORK BEING DONE BY A NETWORK OF WORLDWIDE EXPERTS

The Technical Advisory Group on Machine Readable Travel Documents (MRTD) brings together experts from Member State administrations who are involved in the MRTD process and issuance, including members from ministries of the interior, ministries of foreign affairs and other travel documents issuing authorities. Experts from other international organizations are also welcome to attend and to contribute actively to the working programme established during the TAG meetings.

The ICAO Secretariat benefits from the high-level knowledge and participation of these experts who come from both the government and the private sectors. The quality of the work is a valuable asset and facilitates the adoption of results and conclusions by the entire community.

In terms of meeting ICAO's strategic objectives, the TRIP will contribute substantial material and progressive milestones to enhance security and facilitation.

The EoI initiative was launched in September 2011 at the 20<sup>th</sup> Meeting of the TAG/MRTD and, 18 months later, at the next 21<sup>st</sup> TAG Meeting in December 2012, the TAG members acknowledged

and supported the work done on the technical report "Towards Better Practice in National Identification Management" (Guidance for Passport Issuing Authorities and National Civil Registration). This was the significant result of the contributions of the New Technologies Working Group (NTWG) experts in providing a compendium of best practices to be found in this field of identification management.

As shown in Figure 2, the EoI phase is a key step forward in the lifecycle of ICAO's TRIP. In recent years, a tremendous shift from document fraud to identity fraud has been noted. As consistent efforts have been made to increase passport security, fraudsters no longer focus on the security of travel documents because it is much easier to attack the weakest link in the MRTD lifecycle.

The preferred modus operandi is to identify a person when he or she applies for an MRTD – when documentation and evidence of identification must be produced with the so-called "breeder documents" (such as birth certificates). The main risk is identity manipulation and forging an existing identity. In response, Member States have adopted measures to secure the application and issuance process.

The document prepared by the ICAO NTWG is available to all and provides a framework of outcomes. It is easy-to-read food for thought for any State seeking inspiration and wishing to benefit from the experience of other States that have shifted their efforts to refocus on identification management.

### EoI OFFERS HIGH-LEVEL GUIDANCE AVAILABLE ON THE ICAO WEBSITE

Based on the feedback from TAG members, the draft document (see third paragraph in upper section) was reviewed and eventually evolved into a shorter and more concise version entitled "Guidance on Evidence of Identification". This



Figure 2: Identification Management

documentation is now referenced as Version Release: 3, Status: Draft 5, Date: 30 April 2013 and is available for download on the ICAO website.

The dedicated working sub-group on this issue, in coordination with experts from other international organizations, agreed on the clarity and accessibility of the existing guide and the scope and intended audience for it. This is consistent with the TRIP mission of assisting States with best practices in identity management.

We encourage all interested parties to download and read the document and to provide comments to ICAO because the Guide is a living document which will evolve as a function of the feedback it generates.

**EoI WILL GROW AND ADDRESS MORE SPECIFIC SITUATIONS AROUND THE WORLD**

The ICAO TRIP Strategy articulates four pillars (Figure 3) which provide a solid framework for the supporting mechanisms that will assist States in establishing and confirming the identities of travellers. Managing the ICAO Public Key Directory (PKD) (Figure 4) and its interoperability is one of these pillars.

As recent events have shown, paramount attention must be given to checking and controlling the electronic signatures of passports to eliminate the risk of terrorists, criminals and other wanted persons boarding planes. The level of trust shared between the ICAO Member States, their issuing authorities, security forces and border police, and all types of other stakeholders must be maximized. The use of electronic and public key infrastructure technologies is an ideal way of achieving this objective.

Another important pillar is the provision of guidance material which is one of the key mechanisms for supporting States. However, this ICAO guidance material must evolve in order to meet the practical needs of States over time. The ongoing development of the EoI Guide should take into account the wealth of additional experience drawn from a broad range of contexts and case studies throughout the world and would benefit from additional expertise related to civil registration.

The TAG members approved the proposal to transfer the ownership of the Guide to the other working group the TAG relies on, the Implementation and Capacity Building Working Group (ICBWG) which is best placed to own and develop the document from this point forward, with regular updates to be made by the NTWG.

**THE WAY FORWARD**

In adopting the ICAO TRIP Strategy, of which EoI is a key component, all ICAO Member States are aware of the political and strategic thinking they must adopt in their own countries. A holistic and coordinated approach among all stakeholders is not an easy target to reach. One need only consider the silos syndrome many countries are confronted with each day.



Figure 3: Four Pillars



Figure 4: ICAO PKD



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**In adopting the ICAO TRIP Strategy, of which EoI is a key component, all ICAO Member States are aware of the political and strategic thinking they must adopt in their own countries.**

Strong cooperation between issuing authorities, border police, customs, security staff in airports and all other domestic, regional and international organizations cannot be achieved without political will and involvement from the highest levels of the State in all countries. This political decisiveness has great value when compared to the risks each country must cope with in the field of security and facilitation.

A true end-to-end approach, including full usage of the ICAO PKD and the best practices contained in all support material on identification management, is an important first step. The EoI

Guide will remain a living document which will be confronted with many interesting situations and contexts.

The Identity Management Workshops held at the ICBWG meetings, such as the ones organized in 2013 in Tanzania and in Botswana, are also a valuable tool in achieving enhanced cooperation between ICAO Member States.

While the task at hand may seem daunting, the way forward is clear. ■

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# SPAIN HOSTS MRTD REGIONAL SEMINAR AND INTEROPERABILITY TESTS

 A Regional Seminar on MRTDs and Traveller Identification Management took place on 25-27 June 2014 in Madrid, Spain. The Seminar, hosted by the Government of Spain, addressed MRTD Standards and best practices, assistance and capacity-building needs of States, traveller identification management and related border security issues. It had a strong focus on European dynamics, including EU-level developments on identification management and border controls at the European Commission as well as the experiences of individual EU Member States.

In particular, the Seminar focused on the ICAO Traveller Identification Programme (ICAO TRIP) Strategy which was approved by the Council and endorsed by the ICAO Assembly in October 2013. The key objective of the ICAO TRIP Strategy is to satisfy a recognized need for a holistic and integrated approach to traveller identification management. The approach links the five elements of traveller identification and border

controls into a coherent framework: evidence of identification, document issuance and control, MRTDs, inspection systems and tools, and interoperable applications.

The Seminar in Madrid was well attended and achieved its goals. It attracted over 250 participants from 43 States - a record number of attendees for an ICAO MRTD Regional Seminar. The numbers and diversity of the participants spoke eloquently of the importance that government agencies and industry partners place on identification management, travel documents, border security and combating terrorism and trans-border crime.

Highlighting the Seminar were interoperability tests for the Supplemental Access Control (SAC) digital protocol, which will become mandatory for all new ePassports issued in European Union Member States after December 2014. The tests were organized in close coordination with the European

## The fundamental question that every passport office should reflect upon is: are we getting full security and facilitation benefits from the ePassport?

Commission, specifically the DG Home. These complex tests were made possible by the generous technical contributions from the governments of Australia, Germany, Spain, Switzerland and the Netherlands.

As reflected by the number of participants, the interoperability tests attracted great interest from government representatives and industry partners. Importantly, the Seminar provided a roundtable opportunity to discuss test results, identify challenges and engage in an informed discussion of optimal solutions.

Highlights of the Seminar discussions and expert presentations included:

- A clear message emerged from the many expert presentations and discussions focused on the biometric passport (ePassport): if you implement the ePassport, get it right. Maximize the value of investing in the 'e' in ePassport. Read the chip at the borders, use the ICAO PKD. As one speaker put it, accepting an ePassport without using the PKD is comparable to accepting a photocopy of a regular passport instead of the original document - a powerful and sobering statement that reinforced the crucial importance of the ICAO PKD.
- The fundamental question that every passport office should reflect upon is: are we getting full security and facilitation benefits from the ePassport? Is it worth the cost of upgrading from an MRP to an ePassport?
- If your State is considering the implementation of the ePassport, then your timing is perfect to ask yourself these fundamental questions. But if you are already issuing the ePassport, it is not too late to ask these same questions. A critical review will enhance the chances of getting the full security and facilitation benefits of the ePassport in the future.
- The results of the SAC/PACE conformity and interoperability tests were presented at the final session of the Seminar.



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...accepting an ePassport without using the PKD is comparable to accepting a photocopy of a regular passport instead of the original document...

They provided an overview of the levels of compliance, methodology and technology used, and identified problematic areas where further compliance efforts are needed. The challenges identified provide a roadmap and directions for corrective action toward achieving full compliance. The detailed presentation about the test results, as well as other speaker presentations, are available on the Seminar website at: <http://www.icao.int/Meetings/mrtd-madrid-2014/Pages/Presentations.aspx>

The success of the Regional Seminar in Madrid was the result of excellent cooperation between many parties. Special thanks are due to the Government of Spain, especially, Fabrica Nacional de Moneda y Timbre - Real Casa de la Moneda, the National Police of Spain, and the Civil Aviation Authority of Spain. Each provided invaluable assistance and support in organizing this important event. Their meticulous attention to detail, outstanding hospitality and conceptual input into the programme made a substantial contribution to the success of the Seminar. Their hospitality gave the participants an opportunity to discover the beauty of Spain, her people and the charm of Madrid.

Holding the Seminar in the historical building of the Real Casa de la Moneda created an exceptional atmosphere. Spain's national mint and security printing house has a long history of producing coins, notes, travel documents, stamps and other security papers for Spain and numerous countries around the world. Seminar participants had a chance to see exhibitions documenting the institution's history, and the antique machinery used in the minting and security printing trade centuries ago. The air of history, authenticity and artistic heritage added great charm to the event. ■



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# IN MEMORIAM

## MALCOLM CUTHBERTSON

### 1939 - 2014

✈ It was with great sadness that we learned of the passing of Malcolm Cuthbertson, who finally lost his battle with cancer and passed away on the evening of Sunday 16 March 2014 at the age of 75. Malcolm was a key figure and much loved member of the ICAO MRTD community. He will be missed by all who knew him.

Born in Singapore, Malcolm was quite proud to have started his working life as a Jackaroo in Australia. This was followed by a return to England and a distinguished career in the Army, where he rose to the rank of Major. Malcolm joined Bradbury Wilkinson in 1981 and then transferred to De La Rue as part of the acquisition in 1986. He began work at De La Rue as a banknote salesman, but soon joined the identification management area where he later became one of the industry's most renowned and highly respected experts on globally interoperable travel documents.

Malcolm's impact and influence has been unrivalled within the travel document security world. He acted as the ISO Principal UK Expert on Machine Readable Travel Documents and sat on several ICAO working groups. Being closely involved in the work of the TAG/MRTD Implementation and Capacity Building Working Group (ICBWG), he participated in numerous travel document workshops and assessment missions with the Organisation for Security and Cooperation in Europe (OSCE), the International Organization for Migration (IOM) and the Organization of American States (OAS).

Malcolm became one of the most knowledgeable people in the passport world and was, for so many people, the "go to" person when they were wrestling with a difficult issue.

In 2003, Malcolm was invited to join the Advisory Board of the Keesings Journal and, in 2012, he joined the Intergraf Committee of Experts of the International Security Printers Conference.

Malcolm was a very unassuming person who was never one to talk about himself and his achievements, of which there were many. He was the eternal optimist. His diplomacy and drive were constantly at work behind the scenes achieving so much.

Many tributes have been paid and all speak of Malcolm in similar terms. He was a lovely man and an immense character – a true English gentleman.

There were very few countries in the world to which Malcolm had not travelled. He touched people with his great wit, humility and extensive knowledge. He made a huge impact on the traveller document world and will be remembered by many for his charm and that special twinkle in his eye that told you that you were going to share some good times.

Malcolm was a dear friend and a source of inspiration. He lives in our memories and hearts.



Malcolm was never one to talk much about himself or his achievements. He was always on top of current events in our industry and discussions centred around thoughts and concepts to improve the things we were doing with passport standards and "growing the participation" at ICAO. I do recall his efforts and participation in the very first meeting between ISO and ICAO back when there were two standards that did not entirely agree with one another. He was instrumental in suggestions about how to bring the two organizations together and create one specification that both organizations would endorse. These were the kinds of things he was so good at and, while they did not necessarily result in any personal recognition on paper, we all knew and appreciated his efforts in bringing solutions to these types of issues. He worked so "seamlessly" behind the scenes to bring what sometimes were opposite sides or competing companies and interests together. I don't know that they have "awards" for stuff like this, but we all knew how good he was at thinking things like this through.

**Tim Merchant**

Malcolm was fond of books and very well read. Whenever alone on the plane or waiting at the airport during his endless trips, he would sit fully absorbed with an old Penguin in his hands. During our workshops or assessment missions to remote parts of the world, we often chatted about all things English, especially in the old days. His interests and intellectual curiosity were quite broad: Nancy Mitford, Evelyn Waugh, Isabel Colegate, and even Kipling's early life and work in the British Raj – he knew them all, was fond of them all and often would know the exact context of every novel or verse.

Paradoxically, while being involved with modern technologies and the latest security printing techniques at work, Malcolm represented the decency of a bygone era. Soft spoken, understated and witty, he would soldier on in a solid yet unpretentious manner. Being a man of substance and a quiet achiever, he did his work with focus and devotion but without any pomp. He would often speak about the results of his work with a self-deprecating smile. Behind his quiet surface, he had a big heart and his eyes shone when he spoke about things he loved – especially his huge dog Bonzo he was so fond of. *England Made Me* was not just the title of a novel. It was a bang right description of Malcolm.

Malcolm reminded me of the old Blitz poster "Keep Calm and Carry On". It seemed to be an implied motto of what he was and how he did things. Malcolm's years with the Service were before my time; when we met for the first time, he was already working at De La Rue. But even in mufti, Malcolm maintained a regimental air and sartorial standards, standing out from the civilian crowd.

**Erik Slavenas**

Malcolm always maintained that he did not understand the technicalities, but he actually made absolutely certain that he did and the potential consequences of the decisions that were made. He knew everybody who was involved in passports anywhere in the world and acted as a superb ambassador for Brads and later De La Rue. I don't know how many orders he actually obtained, but he certainly managed to keep De La Rue's name on everybody's mind.

**Charles Chatwin**

Malcolm was an incredible guy who taught me a huge amount during my time with De La Rue and will be sorely missed. He was also an immense character – always looking on the positive side and willing to help people out despite the inconvenience to himself personally. I had some wonderful times "on the road" with him and will never forget his incredible energy and passion for life.

**Jim Richards**

Undoubtedly he was a great ambassador for our industry and his contribution over many years has been outstanding, if often unsung – as many have already mentioned. Malcolm was never one to seek acclaim.

On a personal note, I will remember him as a true gentleman, in the very best meaning of that word. He was unfailingly courteous and considerate to everyone and it was always a pleasure to be in his company. I am proud to have been counted among his friends and know that we will all miss him hugely.

**Keith Mayhew**

The news of the passing of Malcolm has sadly affected us. Especially for those who have had the privilege of working with him, shoulder-to-shoulder, on numerous files and missions throughout the 40 years or so of his impeccable career. He was a great gentleman and a top professional. I have always said: "When I grow up (if I ever do), I would like to be like Malcolm!"

The MRTD Programme, and now the ICAO Traveller Identification Programme, owe their existence and credibility to the hard work, wisdom and professionalism of worldwide, top-notch experts such as Malcolm.

**Mauricio Siciliano**

Malcolm was never one to boast about his achievements but was always ready to help, or suggest someone who could if he could not. Even though we spoke often about his time in Northern Ireland in the army, I never knew what exactly he did! And I never asked. He was a great colleague who will be sorely missed – especially for his comprehensive knowledge of travel documents. He was always happy to help with contacts if he did not know the answer to a particular query.

Always a perfect gentleman, very tactful and diplomatic – and good company. He was very amused when he became PUKE!! If he did not win any awards, I don't know why, but he didn't look for approbation! Certainly Malcolm's interpersonal skills must have played a significant role in De La Rue's business.

*<sup>1</sup>Principal UK expert (ISO).*

**Robin Chalmers**

Malcolm was proud of his time as a Jackeroo in Australia – I think he was in his early twenties and before he joined the Army. He kept in touch with people he met: for one, the head stockman (whose name escapes me at the moment) on the station where he worked and he often went back to Australia to visit his friends from that time. We have lost a valuable and genuine friend.

**Mike Ellis**

There were a number of ways in which Malcolm performed the unsung but vitally necessary tasks to assist, not simply De La Rue, but also ICAO and government agencies such as the UK NDFU. Work, such as using his knowledge and contacts to provide up-to-date data on the numbers of MRPs and then eMRPs in circulation and by which country, was initiated by Malcolm long before others took up the task. His work greatly informed ICAO, vendors and governments on the scale of MRP and MRTD usage, and for those without the need to introduce MRTDs themselves and machine reading capabilities as an essential part of border control and passenger facilitation processes. His contribution cannot be understated!

**Charlie Stevens**

I can only echo what others have said about Malcolm's willingness to provide help, not only with personal questions, but many times he provided training or technical presentations in faraway places, like Minsk, Belarus; Nairobi, Kenya; and the Interpol Currency and Fraud Conference in Helsinki Finland in 1997 – three out of very many. And he did all this while resolutely being perfectly dressed at all times!

**John Mercer**

Malcolm was a lovely man, a real gentleman and he will be very much missed by all who knew him. He made a big impression on everyone he met and was always an optimist, even when he was very poorly. There are few people in this world like Malcolm and I, for one, am a better person for having known him.

**David Westgate**

Malcolm was an amazing gentleman, with whom I had the privilege to share time during a couple of missions in Latin America. I was astonished by his passion for work and life, his humbleness and his desire to learn about other cultures and traditions. Today, I am happy to apply, to both my professional and personal life, the love and passion that he always demonstrated.

**Nathalie Teatín**

The man who I had the pleasure to work with, for a short time, I will always remember as an officer and a gentleman.

**Garleen Tomney-McGann**



# ON OUR WAY TO A MINIMUM SECURITY STANDARD FOR EUROPEAN BREEDER DOCUMENTS



## ABOUT RONALD BELSER

He is Senior R&D Adviser at the Dutch Immigration and Naturalization Service. He is responsible for the development of the biometric documents for foreigners residing in the Netherlands. In this role, he is the Dutch Delegation Leader of several European working groups in the field of document development and participates in ICAO's New Technology Working Group. He is also active in the European FIDELITY Project, the ultimate goal of which is to achieve a minimum technical standard for breeder documents issued by Member States.

✈️ **To protect existing identities and prevent identity fraud, a minimum security standard is desired for breeder documents (birth certificates) that are issued by Member States of the European Union, the Members of the European Economic Area (EEA) and Switzerland.**

## INTRODUCTION

Travel, residence and identity documents play an increasingly important role in our complex society. These documents are used to verify the identity of the bearer. However, a genuine travel, residence and/or identity document does not guarantee the real identity of the holder.

While the latest ICAO and EU recommendations and specifications have generally made travel, residence and identity documents better protected from counterfeiting, the documents used in most cases to establish the right identity of the applicant are not subject to any global/regional guidelines or specifications. These breeder documents are often unprotected or poorly protected from counterfeiting and falsification and, as such, they are the weakest link in the document/identity chain.

Those who commit fraud used to stand at the end of the document/identity chain, where they forged or falsified travel, residence and identity documents. Now they stand at the beginning of this chain, where the application process takes place.

During this application process, these fraudsters often provide false/fake birth certificates to prove their "identity". In these types of situations, a highly sophisticated ePassport or eidentity document may be issued based on a fake birth certificate. An ePassport can be used in automated/assisted border control systems for illegal entry and an ePassport or eidentity document can be used to access all the rights and privileges associated with citizenship. The problems that result can undermine the social system and support for it.

It is bad enough when a fraudster uses a false identity, but far worse when the existing identity of a citizen of a Member State is used. Only close cooperation between the Member States can fix this problem. Breeder documents, especially birth certificates, are the weakest link in the identity chain. This is why breeder documents are one of the main focuses of the FIDELITY Project.

Until a few years ago, problems with breeder documents were largely ignored as technical improvements were made to existing travel, residence and identity documents. The attacks on New York and Washington on 11 September, 2001, prompted the implementation and the use of biometrics and high end security features.

## THE FIDELITY PROJECT

FIDELITY (Fast and trustworthy Identity Delivery and check with ePassports leveraging Traveler privacy) is a four-year European collaborative project initiated in 2012, funded by the European Commission and involving 19 private-public organizations, that analyses shortcomings and vulnerabilities in the ePassport lifecycle, from breeder document issuance to ePassport expiration and revocation, and develops solutions and recommendations in response to these findings.

The FIDELITY Project will strengthen the trust and confidence of stakeholders and citizens in ePassports, provide more reliable ID checks, hinder criminal movements, and ease implementation of E/E records, providing better analysis of migration flows and increasing security for all citizens.

The general objectives in this project are:

- To develop and demonstrate solutions that enable faster and more secure and efficient real-time authentication of individuals at border crossings.
- To protect the privacy of the travel document holder with a privacy-by-design approach.
- To develop solutions that will improve the process of issuing better protected breeder documents.

The main goals for breeder document use within this project are:

- Formulate basic requirements/propose solutions for the issuance, verification and use of breeder documents in Europe.
- Recommend reliable breeder document management processes and procedures.
- Consider/define the general lifecycle of a breeder document.
- Consider international (EU/ICAO) discussions and activities.
- Analyse the ePassport issuing process and assess the security of breeder documents.

The main requirements for improved breeder document quality within this project are:

- Secure the breeder document to prevent copying, fraud, alteration, etc. Establish classical and digital security on Levels 1, 2 and 3.
- Easy authentication of the document.
- Homogenization of the authenticated features, document format and verification processes between Member States.
- Strong link between person and document (database and/or biometrics).
- When should the "chain of trust" link be established (at time of birth or later)?

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# In our fight to combat crime, we have placed considerable emphasis on document fraud by developing increasingly sophisticated security features. As a consequence, we have often lost sight of identity fraud.

Meanwhile, the process side of the application and issuance of such documents remained, for the most part, neglected.

**The ePassport is a highly secure fortress built on a foundation of sand.**

The proposal to establish a minimum standard for birth certificates issued by Member States of the European Union, the members of the European Economic Area (EEA) and Switzerland is primarily intended to protect the identity of citizens of those States from unauthorized use by third parties in order to minimize identity fraud.

Article 7 of the Convention on the Rights of the Child, Paragraph 1 reads: "The child shall be registered immediately after birth and shall have the right from birth to a name, the right to acquire a nationality and, as far as possible, the right to know and be cared for by his or her parents". Paragraph 2 reads: "States Parties shall ensure the implementation of these rights in accordance with their national law and their obligations under the relevant international instruments in this field, in particular where the child would otherwise be stateless". Although (unfortunately) not mentioned

as proof of the registration of this new and unique identity, issuance of a birth certificate should have been required.

The birth certificate often plays an important role in the later stages of the identity chain. When States issue secure birth certificates, travel, residence and identity document issuers have more certainty of the correct identity of the applicant. More important, a more secure birth certificate better protects the identity of a natural person from abuse by third parties. This is a priority task for all governments. It further enhances the integrity of the authorities who issue travel, residence and/or identity documents as well as the acceptability of the travel, residence and/or identity documents by third parties.

#### THE PROBLEM WITHIN THE ID CHAIN

The popular television programme *The Weakest Link*, features contestants who answer a series of general knowledge questions. Participants who make too many mistakes are ousted by their fellow contestants – a process that continues until a winner emerges.

A similar process occurs within the identity chain. In our fight to combat crime, we have placed considerable emphasis on document fraud by developing increasingly sophisticated security features. As a consequence, we have often lost sight of identity fraud. The threat of someone presenting a genuine highly secured ePassport issued on the basis of a false breeder document is very real, and exacerbated by the pending introduction of biometric passports. In this type of situation, criminals can acquire an ePassport with a fake identity or the identity of an existing person.

An additional problem is the reliability of government implemented administration and the various initiatives by governments such as (e)documents that can be used in (semi) automated processes. Establishing the correct identity is therefore of utmost importance.

To reduce this type of identity fraud, a minimum technical security standard for birth certificates should be established. The initiative should come from the Member States of the European Union, Member States of the European Economic Area (EEA) and Switzerland.

**The next step forward in creating a better-balanced security chain is to establish a minimum technical security standard for birth certificates.**

It is clear that breeder documents such as birth certificates also play an important role beyond the borders of the country which issued the document. As the result of the Schengen Agreement, citizens are becoming increasingly mobile and moving much more easily from one European country to another. The breeder document, often a birth-related document, plays an important role for the authorities of the new country of residence when registering new arrivals in the official citizens records.

To reduce the aforementioned problems to a minimum, governments must achieve as close to 100% accuracy as possible

in establishing the identity of someone. A more secure breeder document will certainly make a major contribution to this.

#### THE DEFINITION OF A BREEDER DOCUMENT

In principle, the term *breeder document* covers all documents that allow authorities to establish the true identity/civil status of a person, such as a birth certificate. Official travel documents, ID documents and residence permits fall outside the scope of this definition. Breeder documents come in all shapes and sizes.

What are the most important differences between official travel, residence and identity documents and breeder documents?

#### Travel, residence and identity documents:

- International agreements are in place that require countries to inform each other of changes to their ID documents (new models, types, etc.).
- ID documents are often protected by security features, which make it easier to establish their authenticity.
- Authorities and other parties are able to obtain information on all ID documents in circulation via manuals and/or databases such as Edison or the European FADO and PRADO systems.
- The number of official ID documents in world-wide circulation is limited (types as opposed to absolute numbers).
- ID documents tend to be verified on the basis of a technical inspection/investigation.

#### Breeder documents:

- There are no international agreements in place that require that specimens of breeder documents should be exchanged. As a consequence, countries rarely inform each other of new types of breeder documents.
- Most breeder documents have few if any security features, making them difficult to authenticate.
- To date, there are no manuals and/or large databases containing information on breeder documents. Only the Dutch DISCS system (comparable to the EDISON system) contains 4.000 breeder documents.
- A huge number of different document types are in circulation.
- Breeder documents tend to be verified on the basis of a tactical inspection/investigation. This type of investigation generally gets too little attention from the authorities responsible for identity determination.

#### THE ROLE OF BREEDER DOCUMENTS IN THE APPLICATION AND ISSUING PROCESS FOR TRAVEL, RESIDENCE AND IDENTITY DOCUMENTS

In most cases, passports are issued on the basis of a birth certificate. But this breeder document raises concerns of its own. Aside from the fact that around 50 million children born worldwide every year are not provided with any proof of birth whatsoever (there is no official birth registration at all), those documents that are issued are often of poor quality.



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In most cases, a birth certificate consists of a simple piece of printed paper with few or no marks of genuineness/security elements. These documents also exist in many different formats and the contents of each vary widely. These differences are not merely between birth certificates issued by different countries, but also between birth certificates issued by a single country. It is estimated that the United States of America alone has more than 14,000 different types of birth certificates in circulation. This complicates the identification process related to the issuance of travel documents.

The Member States of the EU and EEA have similar problems given the great variety of birth certificates (in format and content) and the very low protection against document fraud.

#### Identity Fraud:

Over the last 30 years, as individuals have become more mobile, the composition of the population in many countries (mostly European) has changed significantly. The era when everyone knew each other is far behind us. In response to this change, a new vision was required from national governments to correctly establish the identities of individuals who wish to settle for short or long periods of time in locations other than where they are born.

A concerted effort to suppress identity fraud is important for many reasons:

- In addition to being a crime in itself, identity fraud gives rise to other crimes. A wrongly obtained ID document – a false identity – is often used to commit other offences (theft,

illegal entry, etc.). By dealing with identity fraud, one also tackles secondary offences.

- Identity fraud causes considerable financial and emotional loss within the public sector, the business community and among members of the general public. This is also referred to as horizontal fraud.
- Identity fraud causes records containing personal data to become polluted on a self-perpetuating basis. In time, this may cause the administrative functions of modern societies to be undermined.

Identity fraud (horizontal and vertical) is a growing problem that is not sufficiently recognized by the public. Its magnitude is substantiated by a report, prepared by PWC at the request of the Dutch Ministry of the Interior and Kingdom Relations on the costs for victims of identity fraud and how often it occurs in the Netherlands. In an Internet survey, 5.6% of respondents indicated that they have been victims of identity fraud.

#### CONCLUSION

It should be clear that showing a genuine travel, residence and/or identity document is no guarantee of the real identity of the holder. The weakest link in the current identity chain is located in the process of application and issuance of such travel, residence and/or identity documents and particularly in the documents (often a birth-related document) that are used to establish the correct identity of the applicant for such documents. Generally, these documents offer so few characteristics of authenticity that control of their authenticity is very difficult. In modern societies such as Western Europe, identity fraud is a growing problem that must soon be addressed by policy makers before it becomes unsolvable. We can safely say that breeder documents are of great importance in society.

Within the FIDELITY Project, a model design for a birth certificate (as shown here) was proposed. It is a duplicate of the ID-3 format, with translations on the reverse side of the birth certificate. A barcode that provides on-line verification of the content of the document could also be incorporated. Authorities who verify this birth certificate can have far more confidence in the identity of the person who presents it and can be sure that this is an existing identity.

#### RECOMMENDATION

The proposal to achieve a minimum technical standard for birth certificates issued by Member States of the European Union, the members of the European Economic Area (EEA) and Switzerland is primarily intended to protect the identity of the citizens of those States against unauthorized use by third parties and to reduce identity fraud to a minimum.

To achieve this, the Council should ask the European Commission to take the lead in legislation and implementation in this area. In view of the fact that identity fraud has been discussed frequently in the European Parliament, the Council and the European Commission, the proposal made to achieve regulation concerning a minimum standard for breeder documents is certainly realizable. ■

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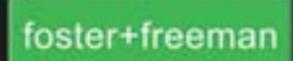
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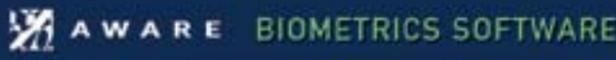
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