



# ROAD AND TRANSPORTATION MASTER PLAN

WEST BANK AND GAZA STRIP

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**Annex 7 – Security Issues**

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## List of Acronyms

ACMT	Airport Characteristics Measurement Tool
AIS	Automatic Identification System
AMA	Agreement on Movement and Access
ANPR	Automatic Number Plate Reader
ASYCUDA	Automated System for Customs Data
BCP	Border Crossing Point
BIMS	Border Information Management System
CCTV	Close-Circuit Television
CEP	ECAC Common Evaluation Process
DCAF	Geneva Centre for the Democratic Control of Armed Forces
EC	European Commission
ECAC	European Civil Aviation Conference
EU	European Union
GA	General Aviation
GPS	Global Positioning Systems
HAZCHEM	Hazardous and Chemical
HF	High Frequency
IBM	Integrated Border Management
ICAO	International Civil Aviation Organization
ICT	Information and Communication Technologies
IMO	International Maritime Organization
ISPS	International Ship and Port Facility Security Code
IT	Information Technologies
K9	Canine Unit
LPR	Vehicle License Plate-Reader
MCAA	ECAC Members Civil Aviation Authorities
PLO	Palestine Liberation Organization
PNA	Palestinian National Authority
SOLAS	International Convention for the Safety of Life at Sea
SWS	Single window system



TIMS	Trade Information Management System
TIR	Transports Internationaux Routiers (International Road Transport)
ToR	Terms of Reference
UNECE	United Nations Economic Commission for Europe
USTSA	United States Transport Security Administration
VTS	Vessel Traffic Service
WAN	Wide Area Network
WCO	World Customs Organization



## 1. Introduction

The Palestinian National Authority (PNA), based on the vision of the Ministry of Transport, and as a continuation of the Council of Ministers Resolution No. "م س / ف س" / "13/23/2001" of 02/11/2009 on the "Preparation of the National Spatial Plan", presented a proposal for the development of a Road and Transportation Master Plan, of West Bank and Gaza Strip.

The transportation sector includes the basic infrastructures that play a key role in the economic and social development in the PNA areas. It connects the populated areas and enhances opportunities for economic growth including production, manufacture, and investment as well as creating much needed jobs to face the rising demand for employment.

Despite the PNA substantial progress in expanding and upgrading the public infrastructure, and the revision of the legal framework, the difficult geo-political situation has resulted in the degradation of the national infrastructure and closure of air and sea ports as well as border crossings.

For the movement between the West Bank and Gaza Strip as well as international transport facilities, an Agreement on Movement and Access was reached between Israel and the Palestinian National Authority in 2005. The agreement was never implemented to any significant degree.

Under these circumstances, the Palestinian economic space remains fragmented and inefficient. The present system for the movement of goods across the numerous control lines within and around the territories relies on outdated cargo-handling techniques; thus, the existence of a safe, secured, predictable and competitively-priced cargo movement would stimulate the Palestinian economic growth. It is evident that the development of the Palestinian transport sector remains hampered by serious unresolved political issues. Nevertheless, the need for the development of a rational, integrated, self-standing and sustainable road and transport system within the PNA areas remains crucial.

### Purpose

Within the framework of the contract, the Road and Transportation Master Plan will support the planning activities of the PNA, including the following safety and security aspects:

- Improve safety on the roads, airports, seaports and border crossings;
- Identify key issues of security and aviation safety (airports);
- Identify key issues in security and customs clearance (seaports);
- Identify key issues for security and efficiency in the operation of the crossings with respect to both rail and road infrastructure and passenger and freight trips;
- Assess the creation of inland clearance centers for security and customs away from the border crossing themselves;
- Produce typical border crossing and inland clearance centers operating plans for commercial traffic based on models such as proposed in the European Union (EU) and United Nations Economic Commission for Europe (UNECE) recommendations, methodologies and conventions, taking into account all the functions to be performed at each border crossing, the responsible agencies to be accommodated, and promoting seamless features (risk management, single window, modern technology, etc.).
- Propose optimal border crossing location(s) and provide typical layout schematics, functional specifications, typical control and communication equipment lists, and reasoned trade facilitation analysis for the plan.



## 2. Methodology

The methodology used for assessing the Road and Transport Master Plan safety and security requirements, is based on secondary source data collection. The document shared with the consultant (border initial assessment, freight initial assessment and project ToR) were thoroughly studied to identify further texts needed for the identification of safety and security standards. The texts provided were integrated by online available literature, reports and regulations, that have been used to integrate and correlate missing information.

Airport safety and security is internationally regulated by the International Civil Aviation Organization (ICAO) annexes. Seaports security standards are also addressed by the International Maritime Organization (IMO), through the International Convention for the Safety of Life at Sea (SOLAS), in the International Ship and Port Facility Security Code (ISPS Code). Even though Palestine is neither a member of ICAO nor a member of the IMO, the recommendations hereby presented will follow internationally recognized standards, to facilitate future adherence to ICAO and IMO.

Security and operations at land border crossing points (BCP) are not strictly regulated by international organizations and/or conventions. Nevertheless, the recommendations hereby provided would adhere to international standards and best practices, in particular the European Union concept of Integrated Border Management (IBM).

Therefore, the content of this document is solely a collection of information, rules and recommendations addressed in internationally recognized conventions, codes and regulations.

## 3. Airports and Air Transport

Airports will be a critical element in West Bank and Gaza Strip's overall transportation structure. The creation of modern air facilities for both, passenger and freight transport will assure West Bank and Gaza Strip's ability to prosper through trade, tourism and cultural exchange.

The purpose of these guidelines is to provide a set of standard security enhancements to those entities with oversight of airports' management and operations, which may be incorporated into future airport security procedures, and adapted according to specific airport security layouts and needs. Every landing facility is unique and therefore, the recommendations contained in this document may not be implemented in all airports. However, this guideline offers a list of options, ideas and suggestions to be chosen when considering security enhancements.

This document is not intended to cover military facilities or procedures already regulated in national/international conventions, agreements and protocols.

### Aviation Security

Al Qaeda operatives exploited airport security weaknesses to carry out the terrorist attacks on September 11, 2001. Negligent checkpoint screening, passengers pre-screening procedures and traveler data collection and comparison are measures that nowadays became regular airport procedures, but before 9-11 these aspects were not considered vulnerabilities to terrorist activities.

In the aftermath of the attacks in the United States, national and international authorities dealing with aviation security have engaged in a revision of the regulatory framework. This remains the first and initial process to undertake for the establishment of rules and conditions for operating airports and flights.

In order to assess which security measures are appropriate for any airport, consideration must be given to those elements that make the landing facility unique and to all existing and foreseeable aspects of security at the beginning of the design process. National authorities, airports and airline security experts should work together to achieve the best overall results.



United States Transport Security Administration (USTSA) developed a tool to determine the risk spectrum for landing facilities: the Airport Characteristics Measurement Tool (ACMT). The latter is a list of four airports characteristics that potentially affect a facility's security position, such as a) location (distance from inhabited areas, type of airspace), b) based aircraft (number, type and weight of aircrafts), c) runway(s) (runway length and surface) and d) operations (number and type of airport operations). ACMT is normally used for General Aviation (GA) facilities, but it could be used also to assess the risk of international passenger and freight airports.

Since 2002, the European Commission (EC) has established common rules in the field of civil aviation security aimed at protecting persons and goods from unlawful interference with civil aircraft (Regulation No 300/2008). The EC Regulation addresses also airport planning requirements emphasizing that the Regulation and its Annex must be taken in consideration also when designing and constructing new airport facilities or altering existing airport facilities. In particular, the Annex refers to four areas that should be established in all landing facilities: landside, airside, security restricted areas, and critical parts of security restricted areas.

Therefore, the design/construction of new facilities, or the alteration/renovation of existing facilities should take account of: the construction of fences and barriers to secure airport perimeter and other areas; surveillance; the implementation of an access control system for airport staff and vehicles (and others persons and vehicles accessing the landing facility occasionally); passenger, luggage and cargo screening prior to access airport facilities; the screening of passengers and their carry-on baggage; the provision of special facilities for high-risk passengers/flights; the screening of checked and transfer baggage; and contingency plans to reduce the risk of lethal attacks at terminals.

## **Aviation Security Recommendations**

Following the directives of national and international standards, codes and regulations, and security and safety of airports could be enhanced integrating the following recommendations, during designing, planning, constructing, and/or renovating landing facilities.

### **Airport location**

The location is an important factor to be considered when planning the construction of a new airport. Its proximity to mass inhabited areas or sensitive sites would have a consequence in its security layout. The distance from inhabited areas has also an effect on the responding time, in case of emergency.

### **Based aircrafts**

The number of airplanes based at the airport, particularly during the night, has a direct effect on airport security and the protection of the aircrafts. The presence of planes on the apron or in hangars, requires specific security measures to secure them, such as for example, cameras with night vision capacities pointed toward the airliners parking locations, availability of security personnel for patrolling the sites and the hangars, security procedures to secure the access to the planes, etc.

### **Runways**

The number and length of runways is also an essential element for safety/security. All operations might be interrupted in case of an accident on the runway, if the airfield has no alternative runways. Also, maintaining an adequate number of available runways is essential to enhance safety in case of diversion due to weather or mechanical failures. The size and length would have a consequence on the size and capacity of planes using the airport, with consequences on security for passengers and cargo.

### **Operations**

The number and types of operations has a direct consequence on security (passengers, freight, private jets, other services such as leisure activities etc.).



## **Fencing**

One of the primary and most important measures to secure an airfield, is the erection of physical barriers, such as chain-link perimeter fencing, walls, electronic boundaries and even natural barriers. Protective lighting along the perimeter can serve also as an effective deterrent against crimes, unauthorized access and other illegal activities at night.

## **Surveillance**

Perimeter roads should be built along the fences to permit regular patrolling by security authorities. Surveillance and patrolling should be organized regularly along the perimeter and within the landing facilities.

## **Hangars**

Storing aircrafts in locked and secured hangars provides one of the most effective methods of securing aircrafts. It is evident that building hangars is also a constraint for an airfield, in terms of space and cost. Therefore, the need for hangars should be thoroughly assessed.

## **Access control system**

All accesses to the landing facilities must be controlled to prevent unauthorized entry. Security restricted areas should be established at each airport. Separation between restricted areas and other areas should be clearly defined. Moreover, to reduce the danger of unauthorized staff movement within the facility, restricted areas have to be identified and separated into zones.

## **Identification system**

Airport permit or identification system, needs to be established in respect of persons and vehicles to prevent unauthorized access. The identity of the bearer and the validity of the permit needs to be verified before access is allowed. All persons found in an area (zone) for which they do not bear an authorization, should be challenged and, if they cannot explain the reasons for their presence in the specific zone, they should be reported to the appropriate law enforcement authority. All individuals and companies (in charge for regular or occasional airport services), requiring access to landing facilities, have to undergo a criminal background check, which has to be conducted by the relevant government authorities. Visitors, who do not require a background check, should be escorted at all times within the security restricted area. Background checks should be conducted periodically. The issue of airport permits (badges) should be restricted to those who genuinely need to enter the restricted area. Badges should be valid for a specific period of time and should be worn visibly at all times in restricted areas. Individuals operating at the airport should undergo random screening processes for being granted to access security restricted areas. Sophisticated access controls can be implemented, using key code or card reader systems, to guarantee access to security restricted areas. Badges should include features such as a full face image, the holder's name, the airport name, employer information, a unique identification number, the scope of access and movement privileges through easily interpretable means such as color-coding, and a clear expiration date.

## **Screening of passengers and cabin baggage**

Passengers and their cabin baggage need to be screened prior to boarding an aircraft. This applies equally to transfer passengers, unless such passengers and their cabin baggage have been screened to an appropriate level at the point of origin and subsequently protected from unauthorized interference. Passengers may be questioned if they arouse suspicion, and if their baggage contains electronic or battery operated items, it should be subject to more detailed inspection. Random searches of goods carried by any person, including crew members, should be implemented.

## **Hold baggage**

Hold baggage needs to be screened prior to be loaded onto the aircraft. Screening of passengers and baggage could be also implemented at the entry points of the airport, to enhance security of the public areas. The terrorist attack at Brussels Airport has shown how important would be the pre-screening procedure. To enhance further the security inside the terminal, access to public areas and checking-desks could be limited to those individuals holding a valid flight ticket. Baggage handling systems and make-up





areas should be protected and access restricted to authorized staff, in order to prevent pilferage, interference with items of baggage and the introduction of unauthorized items of baggage. Transfer hold baggage needs to be screened prior to being loaded onto an aircraft, unless special arrangements have been stipulated with point of origin countries.

### **Cargo, mails and other goods**

Security controls need to be applied to cargo and mail, prior to their loading onto aircraft. Catering stores and supplies intended for carriage on passenger commercial flights need to be subject to appropriate security control and thereafter protected until loaded onto the aircraft.

### **Public and employee awareness**

The understanding and cooperation of the traveling public is a prerequisite for effective aviation security. Public awareness programs are needed to induce passengers to comply with aviation security requirements. Employee awareness programs are also indispensable to the secure operation of the airport. Airport operators should ensure that ground personnel and other airport employees who work both landside and airside are well briefed on security procedures and report any suspicious behavior immediately to security personnel or law enforcement authorities.

### **New technologies**

Civil aviation requires to address new security threats and to consider the role of technology in enhancing the security of airports, in particular through the use of Close-Circuit Television (CCTV) systems for buildings and perimeter, night vision and movement detection systems, x-ray devices for the screening of cabin baggage and hold baggage, arch-way doors and other portable devices for the screening of passengers, 'sniffers' for the detection of explosives, etc. Current EU security standards are based on collaborative work in the European Civil Aviation Conference (ECAC) of the ECAC Members Civil Aviation Authorities (MCAA). The ECAC Common Evaluation Process (CEP), launched in 2010, harmonizes the technical evaluation of security equipment.

### **Contingency measures**

Airport authorities, safety, security and law enforcement agencies need to ensure that contingency plans are developed and resources are made available to safeguard airports and civil aviation operations. All airport stakeholders need to ensure that authorized and suitable trained personnel are readily available for deployment in case of suspected, or actual, cases of unlawful interference with civil aviation. Staff needs to be trained and the effectiveness of the plan should be verified regularly through tests and exercises involving all relevant stakeholders.

## **4. Seaports and Sea Transport**

The following recommendations will offer a set of options in the framework of seaport and maritime security. The purpose of these guidelines is to provide a set of standard security enhancements to those entities with oversight of seaport management and operations for both the proposed New Gaza Commercial Port and the rehabilitated Gaza Fishery Port. The considered standards have to be incorporated into future seaport security procedures, and adapted according to specific seaport security layouts and needs.

### **Seaport and Maritime Security**

Seaports are a critical component of the global transportation infrastructure, but historically, they were neglected. Once again, the 9-11 attacks shifted the attention on transport security matters in general, and for the maritime sector in particular.

The International Maritime Organization was the first international United Nations body with a mission on maritime affairs. Initially organized to consider safety, it recently devoted more attention to world



maritime security. Recent terrorists' acts reveal that no country in the world is safe, and shipping is no exception to this rule. In 2004, the European Union emanated the Regulation (EC) No. 725/2004 of the European Parliament and of the Council on enhancing ship and port facility security. The main objective of this regulation is to implement European Union (EU) measures aimed at enhancing the security of ships and port facilities in the face of threats of intentional unlawful acts. The regulation is intended to enhance maritime security adopted by the Diplomatic Conference of IMO in 2002, which amended the 1974 International Convention for the Safety of Life at Sea (SOLAS Convention) and established the International Ship and Port Facility Security Code (ISPS Code). Therefore, the following recommendations are solely the content of international conventions and regulations, with the integration of professional experiences in the field of border management and security.

Each government is responsible for setting security standards and providing guidance for protection from security incidents. Affiliation to international and regional maritime organizations should be pursued by the government and international standards should be met. The responsibilities of people and merchandise entering, exiting and transiting through a maritime facility is a primary concern of the host government. Institutions responsible for the management and implementation of security measures at seaports should be created, and the national legal and operational framework should be updated to mirror international standards and best practices. Besides the regular safety and security instructions, governments are responsible to develop national contingency plans to counter unforeseeable events. Seaports have two intertwined goals: being responsive to the commercial needs and economic interests of the country and providing a safe and secure harbor for the transaction of the business operations of shipping and trade. Therefore, host governments should conduct a thorough seaport security assessment, setting the facility security threat level, determining which areas require particular security conditions, thus developing a seaport security plan.

ISPS code address standard requirements for the conduction of port facilities assessment, which shall include, at least, the following activities:

- Identification and evaluation of important assets and infrastructure important to protect;
- Identification of possible threats to the assets and infrastructure and the likelihood of their occurrence, in order to establish and prioritize security measures;
- Identification, selection and prioritization of counter measures and procedural changes and their level of effectiveness in reducing vulnerability; and
- Identification of weaknesses, including human factors in the infrastructure, policies and procedures.

On the basis of the security assessment, a security plan shall be produced and maintained. Security plans are 'living' documents that undergo revisions anytime the threat level might require it. Such a plan shall be developed taking into account the guidance given above and shall address at least the following (ISPS):

- Measures designed to prevent weapons or any other dangerous substances and devices intended for use against persons, ships or ports and the carriage of which is not authorized, from being introduced into the port facility or on board a ship;
- Measures designed to prevent unauthorized access to the port facility, to ships moored at the facility, and to restricted areas of the facility;
- Procedures for responding to security threats or breaches of security, including provisions for maintaining critical operations of the port facility or ship/port interface;
- Procedures for responding to any security instructions the host government may give when the security level increases;
- Procedures for evacuation in case of security threats or breaches of security;
- Duties of port facility personnel assigned security responsibilities and of other facility personnel on security aspects;
- Procedures for interfacing with ship security activities;
- Procedures for the periodic review and updating of the plan;
- Procedures for reporting security incidents;
- Identification of the port facility security officer including 24-hour contact details;
- Measures to ensure the security of the information contained in the plan;



- Measures designed to ensure effective security of cargo and the cargo handling equipment at the port facility;
- Procedures for auditing the port facility security plan;
- Procedures for responding in case the ship security alert system of a ship at the port facility has been activated; and
- Procedures for facilitating shore leave for ship's personnel or personnel changes, as well as access of visitors to the ship.

The development of the safety and security system is not only concerning the physical structures existing within the boundaries of the port facilities, but it concerns also the maritime space. Maritime and port security, therefore, includes also the identification and tracking of all vessels approaching the port, their cargo and the staff engaged in all maritime operations. Tracking of ships and cargo are of primary importance in port security. Marine control systems rely heavily on a mixture of tracking systems (such as Global Positioning Systems GPS, Vessel Traffic Service VTS, Automatic Identification System AIS and conventional radar systems).

Pre-arrival communication systems are also essential for the management of cargo, in particular within a seaport facility. Pre-information of cargo contents is fundamental for performing risk analysis and preparing the authorities to receive the freight. The same concept should be applied for the cargo exiting in the country and the responsibility of communicating its detail lies with the national forwarding agents and transport companies. Seaport authorities need to plan the installation of systems for tracking merchandise and ships entering and leaving the maritime facility.

Practical related security information that could be required as a condition to allowing a ship to enter ports facilities in order to assist with ensuring the safety and security of persons, port facilities, ships and other properties, would include:

- Location of the ship at the time the report is made;
- Expected time of arrival of the ship in port;
- Crew list;
- General description of cargo aboard the ship; and
- Passenger list.

Security measures should be established by the national authorities to conduct surveillance activities within the maritime zone adjacent to the port facility. Maritime and aerial surveillance may include helicopters, aircraft and boats. Coastal patrol boats might be required for patrolling, interdicting suspicious shipping, and monitoring vessels in Palestinian territorial waters.

## Seaport Security Measures

Security measures and procedures shall be applied at the port facility in such a manner as to cause a minimum of interference with, or delay to, passengers, ship, ship's personnel and visitors, goods, and services. ISPS code lists the following activities as common appropriate measures in all port facilities, under regular operational conditions:

- Ensuring the performance of all port facility security duties;
- Controlling access to the port facility;
- Monitoring of the port facility, including anchoring and berthing area(s);
- Monitoring restricted areas to ensure that only authorized persons have access;
- Supervising the handling of cargo;
- Supervising the handling of ship's stores; and
- Ensuring that security communication is readily available.

Measures are different according to the threat level, and ISPS provides all essential information to address activities to be conducted under different security levels.

## Organization and performance of port facility security duties

In addition to the guidance given when discussing the security plan here above, the national port authority should establish the following, which relate to all security levels (ISPS):

- The role and structure of the port facility security organization;



- The duties, responsibilities and training requirements of all port facility personnel with a security role and the performance measures needed to allow their individual effectiveness to be assessed;
- The port facility security organization's links with other national or local authorities with security responsibilities;
- The communication systems provided to allow effective and continuous communication between port facility security personnel, ships in port and, when appropriate, with national or local authorities with security responsibilities;
- The procedures or safeguards necessary to allow such continuous communications to be maintained at all times;
- The procedures and practices to protect security-sensitive information held in paper or electronic format;
- The procedures to assess the continuing effectiveness of security measures, procedures and equipment, including identification of, and response to, equipment failure or malfunction;
- The procedures to allow the submission, and assessment, of reports relating to possible breaches of security or security concerns;
- Procedures relating to cargo handling;
- Procedures covering the delivery of ships' storage;
- The procedures to maintain, and update, records of dangerous goods and hazardous substances and their location within the port facility;
- The means of alerting and obtaining the services of waterside patrols and specialist search teams, including bomb searches and underwater searches; and
- The procedures for assisting ship security officers in confirming the identity of those seeking to board the ship when requested.

### Infrastructure security

The identification and evaluation of important assets and infrastructure process is important because it provides a basis for establishing procedures and measure to those assets and structures which it is more important to protect from a security incident. Assets and infrastructures are different in every port facility but ISPS lists the following as those that should be considered important:

- Accesses, entrances, approaches, and anchorages, maneuvering and berthing areas;
- Cargo facilities, terminals, storage areas, and cargo handling equipment;
- Systems such as electrical distribution systems, radio and telecommunication systems and computer systems and networks;
- Port vessel traffic management systems and aids to navigation;
- Power plants, cargo transfer piping, and water supplies;
- Bridges, railways, roads;
- Port service vessels, including pilot boats, tugs, lighters etc.;
- Security and surveillance equipment and systems; and
- The waters adjacent to the port facility.

Similar to airports, seaport areas are normally surrounded by a security perimeter fence or wall, and access is regulated at specific entry points. Access to port facilities is limited to persons having the authorization for entering restricted areas. Port authorities should establish the means of identification required to allow access to the port facility. This may involve developing an appropriate identification system allowing for permanent and temporary identifications, for port facility personnel and for visitors respectively.

Any port facility identification system should, when it is feasible to do so, be coordinated with that applying to ships that regularly use the port facility. Passengers should be able to prove their identity by boarding passes, tickets, etc., but should not be permitted access to restricted areas unless supervised. Port authorities should establish provisions to ensure that the identification systems are regularly updated, and that abuse of procedures should be subject to disciplinary action. If unable to establish the identity of a person, or to confirm the purpose of their visit, he/she should be denied access and the event reported to the national security authorities.



Port authorities should identify locations where persons, personal effects, merchandise and vehicles will be searched, and should establish separate locations for checked and unchecked persons and their belongings. Area of embarking/disembarking passengers, ship's personnel and their effects should be separated, to avoid that unchecked persons come in contact with checked persons.

The layout of the port facilities will comprise of areas with different level restrictions. ISPS suggests the national port authorities to establish control points where the following security measures may be applied:

- Restricted areas which should be bound by fencing or other barriers;
- Checking identity of all persons seeking entry to the port facility in connection with a ship, including passengers, ship's personnel and visitors and confirming their reasons for doing so by checking, for example, passenger tickets, boarding passes, work orders, etc.;
- Checking vehicles used by those seeking entry to the port facility in connection with a ship;
- Verification of the identity of port facility personnel and those employed within the port facility and their vehicles;
- Restricting access to exclude those not employed by the port facility or working within it, if they are unable to establish their identity;
- Undertaking searches of persons, personal effects, vehicles and their contents; and
- Identification of any access points not in regular use which should be permanently closed and locked.

Any search shall be undertaken in a manner that fully takes into account the human rights of the individual and preserves their basic human dignity.

In case of higher security level threat, the national port authority should consider the application of additional security measures. ISPS and other regulation may offer suitable information on the development of security plans according to different security levels.

### **Restricted areas**

Restricted areas may include:

- Shore and waterside areas immediately adjacent to the ship;
- Embarkation and disembarkation areas, passenger and ship's personnel holding and processing areas including search points;
- Areas where loading, unloading or storage of cargo and stores is undertaken;
- Locations where security sensitive information, including cargo documentation, is held;
- Areas where dangerous goods and hazardous substances are held;
- Vessel traffic management system control rooms, aids to navigation and port control buildings, including security and surveillance control rooms; Areas where security and surveillance equipment are stored or located;
- Essential electrical, radio and telecommunication, water and other utility installations; and
- Other locations in the port facility where access by vessels, vehicles and individuals should be restricted.
- National port authorities should establish the security measures to be applied to restricted areas, which may include:
  - Provision of permanent or temporary barriers to surround the restricted area;
  - Provision of access points where access can be controlled by security guards when in operation and which can be effectively locked or barred when not in use;
  - Providing passes which must be displayed to identify individuals' entitlement to be within the restricted area; Clearly marking vehicles allowed access to restricted areas;
  - Providing guards and patrols;
  - Providing automatic intrusion detection devices, or surveillance equipment or systems to detect unauthorized access into, or movement within restricted areas; and
  - Control of the movement of vessels in the vicinity of ships using the port facility.

Increase of security level would enhance security measures accordingly (ISPS guidelines).

### **Handling of cargo**



The security measures relating to cargo handling should prevent tampering and prevent the acceptance within the port facility of cargo that is not meant for carriage. The security measures should include inventory control procedures at access points to the port facility. National port authorities should establish the specific security measures to be applied during cargo handling, which may include:

- Routine checking of cargo, cargo transport units and cargo storage areas within the port facility prior to, and during, cargo handling operations;
- Checks to ensure that cargo entering the port facility matches the delivery note or equivalent cargo documentation;
- Searches of vehicles; and
- Checking of seals and other methods used to prevent tampering upon entering the port facility and upon storage within the port facility.

Checking of cargo may be accomplished by visual and physical examination and using scanning/detection equipment, mechanical devices, or dogs.

Security procedures should be developed also for unaccompanied baggage, including personal effects, which is not with the passenger or member of ship's personnel at the point of inspection or search. Such baggage must be identified and subjected to appropriate screening, including searching, before being allowed in the port facility and, depending on the storage arrangements, before their transfer between the port facility and the ship. The national port authorities should establish the security measures to be applied when handling unaccompanied baggage to ensure that the latter is screened or searched up to and including 100 percent (depending on security level status), which may include use of X-ray screening. Livestock and other products subjected to veterinary, phytosanitary and health inspections, should follow procedures described in the Palestine-Israel agreements and protocols (in particular the Gaza-Jericho Agreement, Annex IV - Protocol on Economic Relations between the Government of the State of Israel and the Palestine Liberation Organization (PLO), representing the Palestinian people, Article VIII "Agriculture"). Special location for the inspection, stocking and quarantine of livestock and other special cargo transport should be available and secured.

## Seaport Border Control and Checks

In recent years, there has been a dramatic growth in passenger numbers on scheduled and charter flights in all regions of the world. Such issues become even more important when considered in the context of seaports, where large ships may dock with thousands of passengers needing to be processed quickly. Given the rapid increase in security requirements at all borders, including land and air, the need for seaport authorities and boat operators to carry out border security checks as early as possible – even before travelers board the boat – is paramount. Hence, border authorities are being faced with a greatly increased workload.

Maritime regulation requires all vessels arriving from a foreign location to submit information regarding the vessel and all persons on board to the port and security authorities, at the latest twenty-four hours before arriving in the port, or at the time the ship leaves the previous port, if the voyage time is less than twenty-four hours. National regulations differ in regard to different types of ships (fishing vessels, pleasure boating, merchants, etc.). Palestinian port authorities and security administrations will be responsible to define procedures for entering and exiting the country, based on entry/exit requirements. European Regulation, for instance, requires that a list of crew and any passengers present onboard shall be sent to the European port and security authorities. This list shall include the name, last name, birth date, nationality, and the number on their travel documents and any visa number. Further, a copy of the list shall be kept on board the vessel. This list shall be submitted no later than at the latest twenty-four hours before arriving in the port, or at the latest at the time the ship leaves the previous port, if the voyage time is less than twenty-four hours. The master or their representative, shall also notify the time of departure of the vessel, and report any changes to the crew or passenger list without delay. Seaport border authorities are therefore required to perform border checks and maritime surveillance. Facilities to permit the flow of entry/exit passengers and other crew members should be conceived, considering the separation of fluxes and the separation of screened/unscreened individuals and personal effects. Border information systems should be installed to facilitate the collection of personal biodata and



the comparison with the pre-arrival data available. Customs controls should be also established, with the assistance of scanning/detection equipment, mechanical devices, or dogs.

## 5. Land Border Crossing Points

As for the airports and the maritime crossing, Palestinian land points of entry are an essential element in the socio-economic dynamic of the country. There are passenger crossings, commercial crossings, and mixed (passenger and commercial) crossings that connect Palestine with neighboring countries. The crossings are located on the border between the West Bank and Jordan, on the border between Gaza Strip and Egypt, and between West Bank and Gaza Strip with Israel. Land border crossing points represent also a very complex and sensitive issue in the relationships with Palestinian neighbors, particularly Israel.

The Agreement on the Gaza Strip and the Jericho area, signed in 1994, initiated the establishment of a strong Palestinian police force to guarantee public order and internal security, while Israeli forces should continue being responsible of the protection against external threats and the Palestinian borders with Egypt and Jordan.

With the 1995 Israeli-Palestinian Interim Agreement on the West Bank and the Gaza Strip, while Israeli authorities were still responsible during the interim period for external security, including along the Egyptian border and the Jordanian line, Palestinian authorities initiated their integration with the Israeli counterparts in the management and control of some border crossings, notably, the Allenby Bridge crossing and the Rafah Crossing. Annex I to the 1995 Agreement (Protocol Concerning Withdrawal of Israeli Military Forces and Security Arrangements), focuses in particular to the settings and procedures for border control and management. These settings are quite unique because they are structured as the EU model of one stop-shop border crossing. As a matter of fact, Palestinian and Israeli border authorities are located within the same facilities, sharing working spaces and technical means, as indicated in the EU concept of Integrated Border Management. Agreement on Movement and Access (AMA, 2005) promoting peaceful economic development and improve the humanitarian situation on the ground, transferred certain responsibilities to the Palestinian authorities, requesting the PNA to establish, without delay, a unified system for border management. Despite the signature of agreements and protocols, several conflicts erupted in the recent years confronting Palestinians and Israelis, undermining the regular operation of the border crossing, as well as the development process initiated between the two countries. The following recommendation will provide common standards adopted by European Union member states and other international best practices related to border management, to assist the PNA in planning and establishing a modern border control. According to EU and UNECE the Road and Transportation Master Plan of West Bank and Gaza Strip should include the modernization plan of BCPs, distinguishing from those used mainly by commercial, those that are instead focused on passenger flows and those that are to be planned as BC points for mixed uses. Recommendations and best practices indicated hereafter are found in the European Union Schengen Catalogues and Acquis, and in line with the EU concept of IBM, and particularly in the 'Handbook of Best Practices at Border Crossings - A Trade and Transport Facilitation Perspective' developed by the OSCE and the UNECE. Specific procedures and requirements for border crossing points could be found in Annex I - Protocol Concerning Withdrawal of Israeli Military Forces and Security Arrangements.

### Border Crossing Point - General Standards

Generally, a border crossing point should provide for efficient processing of lawful traffic, having facilities for detecting violation, and offer a good image of the country represented. From an economic/trade perspective, an essential feature of a well-functioning BCP is fluid traffic flows. In case of congestion, priority should nearly always be given to expediting the traffic flow. Other controls can be established downstream, for example, at inland clearing depots. Traffic at border crossing points has increased significantly in recent decades. The infrastructure is often not optimal for the large number of tasks border authorities must carry out today, many of which are related to security and trade facilitation.



In order to determine the objectives of a border crossing point, the Palestinian National Authority should develop a national strategy concerning national borders (IBM National Strategy). This Border strategy must include design criteria based on categorization of BCPs and must identify the risks and threats that are present at particular borders, to develop appropriate counter measures. Security and safety at BCPs should be balanced with the need for trade facilitation measures, such as reducing export and import time delays (opened but controlled border – IBM EU concept). BCPs' design should therefore consider the image as much as the functions, as well as safety and the environment, and finally security and the economy.

When designing a BCP, the objective is to establish the needs and the function of the BCP as well as its operations. It should reflect the normal division of tasks and the flow of activities and the organization of the work within the facilities. The design could also include typical generic models for those elements that are common to all BCPs, but although certain features could be common to all BCPs, there is no universal design solution, because the overall structure depends on many variables, such as: type of traffic, volume of traffic, origin and destination of traffic, etc. (elements to be assessed during the development of the national strategy on IBM and in particular during the process of categorization of the BCPs). An important recommendation is to plan and build border crossing points in partnership with neighboring countries counterparts. This is important because different agencies could structure their own facilities, mirroring procedures and improving performances.

Generally, BCPs layouts should consider the segregation of vehicle and pedestrian traffic. For safety and security reasons, people crossing the borders on foot should be kept separated from vehicles. The design and facilities should allow state border agencies to perform primary and secondary vehicles and cargo inspection, without being distracted by the flow of pedestrian crossing the border. Consequently, pedestrian traffic must have its own access and control lane with a border guard and/or police checkpoint.

In the small BCP layouts, border authorities are located in the central shared building and booths are placed along each lane, for the control of vehicles and trucks. In some cases, when commercial traffic is small, truck drivers park their vehicles and proceed to the central building to carry out customs formalities. Also, at BCPs with low traffic levels, it is not reasonable to maintain staff from many agencies. Instead, it might be useful to train Customs officers to carry out not only immigration and passport control methods, but also other types of control ("multi-skilling").

Vehicles undergoing secondary document verification, must park in a dedicated "herringbone" (angled) manner so that they do not block the movement of other vehicles. These parking areas must have enough space to accommodate a mobile truck X-ray scanning machine, so that Customs authorities are able to carry out random vehicle scanning. If Customs or other border agencies decide to conduct a more extensive physical inspection of goods and/or a vehicle, ideally there should be a secure inspection area to which the vehicle can move to.

### Basic services

Whatever the construction type, the administration building should have enough space at least for:

- Passport control,
- Customs export and import procedures,
- Agricultural inspections, and
- Health inspections.

Ideally, there should also be space for a computer system, telephone and radio communications, a secure storage area for confiscated items, offices both for the BCP/Chief of Customs and other senior border security and management officials and their staff, a canteen with kitchen, and toilets. Other needs might include rooms for staff accommodation and washing, a meeting and training room, stores for food and medical supplies, and a backup generator and/or solar panels. Fencing can be a combination of wire chain link and barbed wire.

Depending on the volume of traffic, borders officials will have to process larger number of people and vehicles, requiring therefore multiple control lanes and equipment that should not be needed in BCPs with less flows. To enhance performance at BCPs and reduce delays in the execution of the border official tasks, certain management-related features and practices should be considered, notably:

- High-quality working conditions for staff;





- BCP building and ground design conducive to a fast flow of export and import traffic;
- Simple export and import traffic lanes with constant flow design;
- Risk management using vehicle and cargo selection and a risk assessment databank;
- Fast-track lanes for pre-alerted/pre-declared commercial vehicles and buses;
- Secure BCP buildings and zones;
- Single window system (SWS);
- Joint BCP policy for Customs, immigration and other relevant agencies;
- Joint inspections by Customs, immigration and other relevant agencies;
- Modern ICT and radio and satellite communications;
- Customs computer systems such as WAN or ASYCUDA or TIMS;
- Space for bonded warehousing;
- Regular analysis of BCP performance indicators.

### Primary inspection lanes

When organizing the primary inspection lanes, vehicles approaching the BCP should be slowed down; speed bumps or concrete diversions could be installed for that purpose. Barrier gates could also be considered to regulate access to the control area. These measures give time to react for security officials in case of physical threat. In order to stop, identify, and neutralize a suspected threat, primary inspection lanes should be equipped with a range of detection equipment. Vehicles, drivers and/or passengers posing a threat must not gain access to the zone beyond the primary inspection lane. BCPs in Palestine may need the installation of blast protection system. Besides physical barriers and equipment to detect and neutralize a potential threat, border crossing staff should receive special training and perform their tasks, and the BCP should be designed to permit the rerouting of vehicles at risk, and hold areas where secure inspections could be conducted.

To identify threats, radioactive scanning equipment is needed and installed at every primary inspection lane. All scanning results should be archived in a local database. All vehicles that trigger the scanner must be quarantined in special areas, protected by fences and monitored through a surveillance CCTV system. Vehicle license plate-reader (LPR) or automatic number plate reader (ANPR) equipment should be installed at the entry of the BCP and linked to Customs and Police data management systems. The LPR/ANPR should be also linked to the vehicle registration database (if not existing, consider the recommendation for the establishment of a vehicle and document related database within the PNA regulating transport and driving permits). LPR/ANPR consist of infrared detectors, a compact strobe illuminator system, a video camera, processor, and a protocol converter allowing the system to interface with other national databases. Stolen vehicles or other information related to cars, busses and trucks, stored in the national criminal/security database would trigger an alert when entering the BCP and should be immediately quarantined.

Explosive detection equipment, calibrated to discriminate between organic and inorganic substances, is needed at each BCP primary inspection lane. K9 sniffer unit might also be useful in the identification of potential threats. If K9 is permanently deployed at the BCPs, design should incorporate standard facilities for the accommodation of the canine unit. Considering the rapid development and confection of new explosives, personnel and equipment should be regularly trained and upgraded.

Narcotic detection equipment could be installed and specially trained K9 units could be used to detect narcotics concealed in vehicles or baggage.

### Advanced information system

To enhance the security level at the BCPs, Customs and security services should receive advanced electronic notice concerning vehicles and delivery information from traders, freight forwarding agencies and transport companies. Such information could include registration numbers, delivery or load information, and the driver's name and license number, nationality and passport number. IT pre-information systems permit customs and security officials to select which vehicles and loads could proceed towards fast lanes or need to undergo secondary lane inspection. The process of analyzing received data and filtering vehicles and consignments is part of the risk analysis process that border officials should perform regularly at each BCP, identifying low, medium and high risk targets. Ideally,



large BCPs need fast track export and import lanes for commercial vehicles owned by transport and freight forwarding companies that are recognized as low-risk. Security, Customs and other agency staffs also need pre-alert information about expected hazardous and chemical consignments (HAZCHEM). BCP staff can plan inspection and processing management in advance of the arrival of trucks carrying HAZCHEM materials and substances. HAZCHEM trucks need separate lanes and isolated parking areas.

### Screening equipment

Customs administration should invest in static scanning machines, in particular at large BCPs with intense commercial traffic. Fixed tunnel cargo X-ray equipment need a great amount of electricity, which restricts their use. IT pre-arrival information and the risk analysis process conducted by the border officials would determine which vehicles are X-ray scanned. X-ray inspection of 100 per cent of the vehicles, increases clearance time, results in high trade costs and creates additional safety and control challenges for BCP staff. Depending on the volume of traffic, the type of traffic and the BCP risk assessments, customs and security administration in Palestine should decide which technology best meets their security and safety requirements, keeping in consideration the BCP's commercial and trade facilitation aspects. Today, container inspection equipment typically includes X-ray and gamma ray detectors using back scatter technology. Some X-ray scanners can process between 50 and 80 trucks an hour, depending on how well the truck approach line is managed. Fixed X-ray machines need to be located where there is sufficient parking for trucks waiting in line not to block other trucks in the BCP area. Besides fixed tunnel X-ray machines, customs and security administrations should consider investments for equipping BCPs with mobile cargo inspection equipment, which could be used in small BCPs with a reduced flow of traffic.

### BCP security screening

Border crossing points require a various set of equipment for customs and immigration services. Access to special restricted areas and passenger terminal, should be secured by the installation of walk-through metal-detector or archway doors, and walk-through detector and stationary instrument for detecting chemical, explosive, biological and narcotic traces. Hand-held equipment for tracing explosive and narcotic vapors could also be used to sniff luggage and passengers entering terminals. Security patrols personnel should be equipped with HF hand-held radios. Hence, a HF radio base station should be established. If possible, all different security services performing activities within the border area, including customs and immigration services, should be equipped with crypto-radio system, sharing common channels to be used in case of emergency communication and coordinated activities.

### Passengers' Document Verification

Immigration services should perform primary and secondary verification checks. To do so, booths for passport control should be installed, in a sufficient number, depending on the passenger traffic assessment, with computer work-stations for operating border information management system (BIMS), document-readers, bio data collection readers, iris- scanner, and fingerprint and face image devices. Scanner for primary documents such as passports, and examination instruments for visa and currency, should be available. Secondary document checks should be performed with advanced equipment for documents and currency examination. Visa services may also be provided to passengers and bus passengers in dedicated offices equipped with specific dedicated IT systems.

### Other Services at BCP

Private industry, vendors and other services could take place, particularly at large road BCPs. Such services can include:

- Customs brokers;
- Banks and money exchange;
- Duty free shops;
- Cafeterias;
- Parking lots;



- Freight forwarding and transport companies.

Despite local socio-economic advantages that could originate from the presence of the above services, they need to be balanced with security requirements and an efficient process of cargo. Commercial services at BCPs often facilitate informal cross-border activities and uncontrolled movement of individuals across a border boundary, or encourage activities such as bribing of officials. Shoppers at the warehouses and bazaars lead to vehicle congestion, leading to security, safety and control challenges for border agency staffs. In general, the presence of such commercial service providers should be limited at BCPs.

## BCP Traffic Flow Management

Traffic flow management starts with clear signposting in all relevant languages. Road signs should begin at the main road junctions before the crossing point. These signs should include:

- On the approach to a BCP, signposts should be located at different distances, and a final signpost telling drivers which lane they should enter;
- Signs indicating maximum allowable speed;
- Signs indicating required traveler documents, as well as allowances, provisions and legal requirements;
- Primary lane management indicator signs: green and red lanes, 'safe passage' lanes, diplomat lanes, fast-track lanes for valid members of low-risk diligence programs or TIR Carnet trucks;
- HAZCHEM signs (a warning plate system often used for vehicles transporting hazardous substances) and signs for fuel truck lanes;
- "No public access" signs.

PNA border authorities must calculate the space needed to secure parking for commercial and passenger vehicles undergoing inspection procedures, quarantine areas and commercial parking (if commercial areas are present at the BCP). Customs and other border agency staff and managers should park in a dedicated area that should be fenced and controlled.

Vehicle and passenger processing at BCPs depends on the BCP design. Lane design is a major factor in transportation facilitation and security at borders. Modern best practices for reducing vehicle waiting times in designing the BCP with some lanes dedicated to passenger cars and busses, lanes for commercial traffic (red and green lanes), lanes for special traffic, such as the 'safe passage' vehicles and travelers, or diplomatic vehicles and personnel, and, where needed, special lanes for oversized or HAZCHEM cargo. The structure of the primary lanes control could be different but herringbone (angled) design is one of the most efficient because it allows the control of different vehicles at the same time, without obstructing the regular traffic flow. The size of commercial vehicles and buses, especially tourist buses, must be calculated and herringbone bays are built accordingly (for instance for the BCPs with Jordan and Israel where touristic traffic is regular).

Secondary lanes should be designed to consent the moving of passengers and commercial vehicles in those specific lanes for detailed inspection, without blocking the traffic flow in the primary lane area. Detailed inspections should be conducted in buildings where trained Customs and other border officials can subject the vehicles, trucks and cargo to physical inspection. Based on the results of the inspection or in case of incomplete documentation, vehicles and passengers access should be forbidden and they should be returned to the place of origin. To do so, a U-turn lane must be provided for rejected vehicles. Commercial vehicle lanes must be given special consideration, such as:

- Number of primary inspection lanes, each with a booth;
- Automated control gates for each primary inspection lane at each booth;
- Width and length of primary inspection lanes;
- Green and red lanes;
- Vehicle turning circles;
- Herringbone-type vehicle parking;
- Number and location of multi-lingual signs;
- Exterior lighting;
- Location and number of security cameras;



- If possible, install BCP management control office where vehicle lane usage can be monitored and vehicles rerouted to vacant lanes, with staff being moved to busy lanes or to secondary vehicle inspection when necessary.

Passengers' vehicles lanes should include:

A pedestrian footway should enhance operation security and prevent pedestrian wandering around the border station and the traffic lanes.

## Buildings and Infrastructure for Road Border Crossing Points

The types of buildings, areas and facilities needed, are determined according to the categorization attributed to the BCP and by the tasks undertaken in each one. The EU IBM concept indicates the sharing of facilities as an important factor for enhancing coordination and cooperation among border services.

Building layouts should consider the possibility of sharing certain facilities, such as:

- Public waiting areas;
- Places for public and staff interface, i.e., booths and/or offices;
- Areas for customs brokers and freight forwarding agents;
- Offices for Customs staff;
- Offices for border guard/police/immigration staff;
- Offices for senior management of the BCP;
- Meeting rooms;
- Toilet facilities;
- Kitchen facilities;
- Canteens;
- Changing and locker facilities;
- Detention and police cells;
- Police interview rooms;
- Interrogation or second-line document inspection offices;
- IT and communication offices (may be separate for all the services);
- Training rooms for personnel.

Administrative buildings supporting export-import processing, take place in the traffic lanes. No private company services should be located inside border crossing points' administrative buildings. Cash collected from customs should be safely stored; thus banking facilities should be at close proximity to the Customs clearing and duty payment office, which also facilitates rapid payments. Best practices suggest electronic payments as a more secure format of payment. In this case, administrative buildings must be designed to enable such payment typology.

In particular, a bus facility should be built in BCPs receiving high volume of touristic traffic, or passengers traveling by bus. The principle of checking a bus/coach load is that all luggage is emptied, and taken to an inspection hall, into which all passengers are admitted at one end, subject to passport control (immigration officer), and to Customs control (along an examination bench). A small cubicle for body search should be provided, and an x-ray machine is an option. Bus and coach processing requires a different maneuver space than that of cars, hence it would be better to locate the building away from the car processing area.

Lastly, the borders area, where all buildings, facilities and procedures are located and executed, should be protected by perimeter fencing, lighting that does not create shadow areas, security CCTV system monitored 24/7, gates and gate protection measures (i.e., blast protection) as well as protected booths for first lane border officers.

## 6. Coordination and Cooperation

There is a number of practical tools designed to improve cooperation and coordination both domestically and internationally. The creation of a "Single Window" is something that is supported by the majority of



border management models. The World Customs Organization (WCO) defines a Single Window as follows: "An intelligent facility that allows parties involved in trade and transport to lodge standardized information and documents with a single entry point to fulfill all import, export and transit related regulatory requirements". According to the UNECE a "Single Window" can be described as "a system that allows traders to lodge information with a single body to fulfil all import or export-related regulatory requirements." In practice this means that a Single Window offers one "entrance" (of a physical or electronic nature) for the handling of all procedures, data and requirements related to the release and clearance of an international trade transaction. The whole process is overseen by one agency which coordinates with other agencies and takes the lead of combined controls. For border security and management agencies, putting a Single Window facility in place allows for expedited and simplified information flows between trade and government agencies.

Another internationally recognized standard for enhancing cooperation and coordination among border agencies, besides the fast-track and the single-window, is the one-stop BCP, or one-stop-shop. The standard practice for the one-stop BCP is having offices of both States located in close proximity, within a control zone in which each State authority conducts controls in accordance with the respective laws, where immigration and import/export formalities are handled as a 'joint' transaction between the two countries, performing inspections and searches of cargo and vehicles in the presence of officers from both countries. This will contribute to a more expedient movement of goods and travelers together with a more efficient use of government resources. The fact that border authorities of two countries work side-by-side increases overall efficiency through the sharing of intelligence and better use of available resources (joint use of infrastructure, scanners, personnel and the like). In addition, communication tends to be easier, and waiting times and costs are significantly reduced.

For more information regarding facilitation procedures, please refer to the conditions set by UNECE and WCO.

## 7. Security Challenges

Recent years have seen a variety of new risks evolving in the field of migration, trade and transport. Criminal sophistication coupled with technological innovation results in technology-enabled crime, which has been identified in a wide spectrum of activities. New technologies enable organized crime groups to effectively operate across international borders and to move people and goods over large distances and between countries.

According to a paper published by the Geneva Centre for the Democratic Control of Armed Forces (DCAF), threats to security can be classified into five general categories:

- "Normal" criminal acts that involve the crossing of borders (e.g., car thefts on one side of a border and "chop shops" on the other side);
- Technical violations (e.g., lack of proper papers; irregular or illegal migrants in search of work);
- Transnational organized crime (of various forms and types: smuggling of cars; illegal trade in small arms and light weapons; narcotics and other commodities; trafficking in human beings; illegal transfer of nuclear materials; illegal transnational disposal of dangerous materials such as radioactive or other forms of waste);
- Terrorist threats;
- Threats to the integrity of border management (corruption and abuse of power).

At border crossing points, physical inspection and/or non-intrusive inspection methods (X-ray or gamma ray scanners) may reveal drugs, explosive materials, or nuclear and chemical weapons. However, carrying out inspections only at border crossing points may be insufficient. Security measures are not only relevant when a shipment arrives at a border; they are also important at loading points and along the entire supply chain. Activities such as dangerous items being loaded into containers along the supply chain will not be detected if the agencies concerned, including border guard/border police, immigration, anti-narcotics and anti-trafficking teams, work in isolation without access to all the available information and intelligence. To respond to such risks, Customs and other controlling agencies need security management approaches in addition to detection and intervention methods. Border controls rely on the



relevant border security and management agencies being presented with information and declarations by traders, carriers, agents and all other supply chain intermediaries. Logistical assets, such as trains, trucks, ships as well as basic infrastructure, are often owned by private sector entities. In order to secure borders, it is thus important to develop some form of cooperation among all supply chain stakeholders.

## 8. Border Management and Gender

Border crossing points operations have different impact on men and women. Gender perspectives have to be integrated into border management policies and procedures. Border security, immigration and customs services are the primary actors in managing what goods and people move across borders. When governments incorporate a gender perspective into border management, they become more effective by virtue of improving the prevention and detection of human trafficking and smuggling, of strengthening the protection and promotion of human rights, of creating more gender-balanced and representative border management institutions, and of enhancing local ownership, oversight and collaboration. PNA should integrate women, gender experts and representatives from women's organizations in the assessment, design, implementation, monitoring and evaluation of border management reform processes, therefore developing institutional mechanisms to ensure the integration of gender issues at all stages of border management and operations (including recruitment, training and advancement of female personnel), and considering gender issues when designing and constructing border post facilities, reserving dedicated space for accommodating female officials.

## 9. Immigration and Customs Procedures

Immigration and customs procedures are defined in the agreements and protocols signed between the Palestinians National Authority and the State of Israel. In particular, immigration and customs procedures for border crossings already operating within the Palestinian territory, are clearly defined within the following documents:

- The Palestinian-Israeli Interim Agreement on the West Bank & the Gaza Strip (1995) – Annex I – Protocol Concerning Withdrawal of Israeli Military Forces and Security Arrangements
- The Palestinian-Israeli Interim Agreement on the West Bank & the Gaza Strip (1995) – Annex V – Protocol on Economic Relations
- Protocol Concerning Safe Passage between the West Bank and the Gaza Strip (1999)
- The Sharm el-Sheikh Memorandum on Implementation Timeline of Outstanding Commitments of Agreements Signed and the Resumption of Permanent Status Negotiations (1999)
- Agreement on Movement and Access (2005)

## 10. Conclusions and Final Recommendations

Besides the obligations of controlling illegal activities, modern management of borders, whether airports or seaports or land borders, demands an increasing amount of expertise. The knowledge required cannot be found within one single agency. Cooperation and coordination are key words in modern border management standards. Cooperation among various actors, government bodies and the private sector is essential and should extend to neighboring countries, not only to interdict illegal movements but specially to facilitate legal crossing of people and goods.

To enhance the understanding of border security and management, the PNA should engage in the development of a national strategy on integrated border management, using the directives outlined in the European Union IBM concept as a backbone structure. Cooperation, coordination and exchange of



information within agencies, among national and international agencies are the three pillars of the holistic border management strategy.

A correct integration of human capacity and technology will promote high operational standards. Development of basic and specialized training curriculum for border officials is mandatory. Procurement of information systems for collecting data, such as pre-arrival information, criminal backgrounds, flagged people and items (such as documents and vehicles), and the capacity of analyzing these data is fundamental for developing risk assessment models and operating ad-hoc intervention. Secure construction layouts and the installation of security and screening technology will enhance, together with an improved professionalism of the border and security officials, will reduce the risks of terrorist threats, and increase the PNA border management and security standards.



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