Manifest

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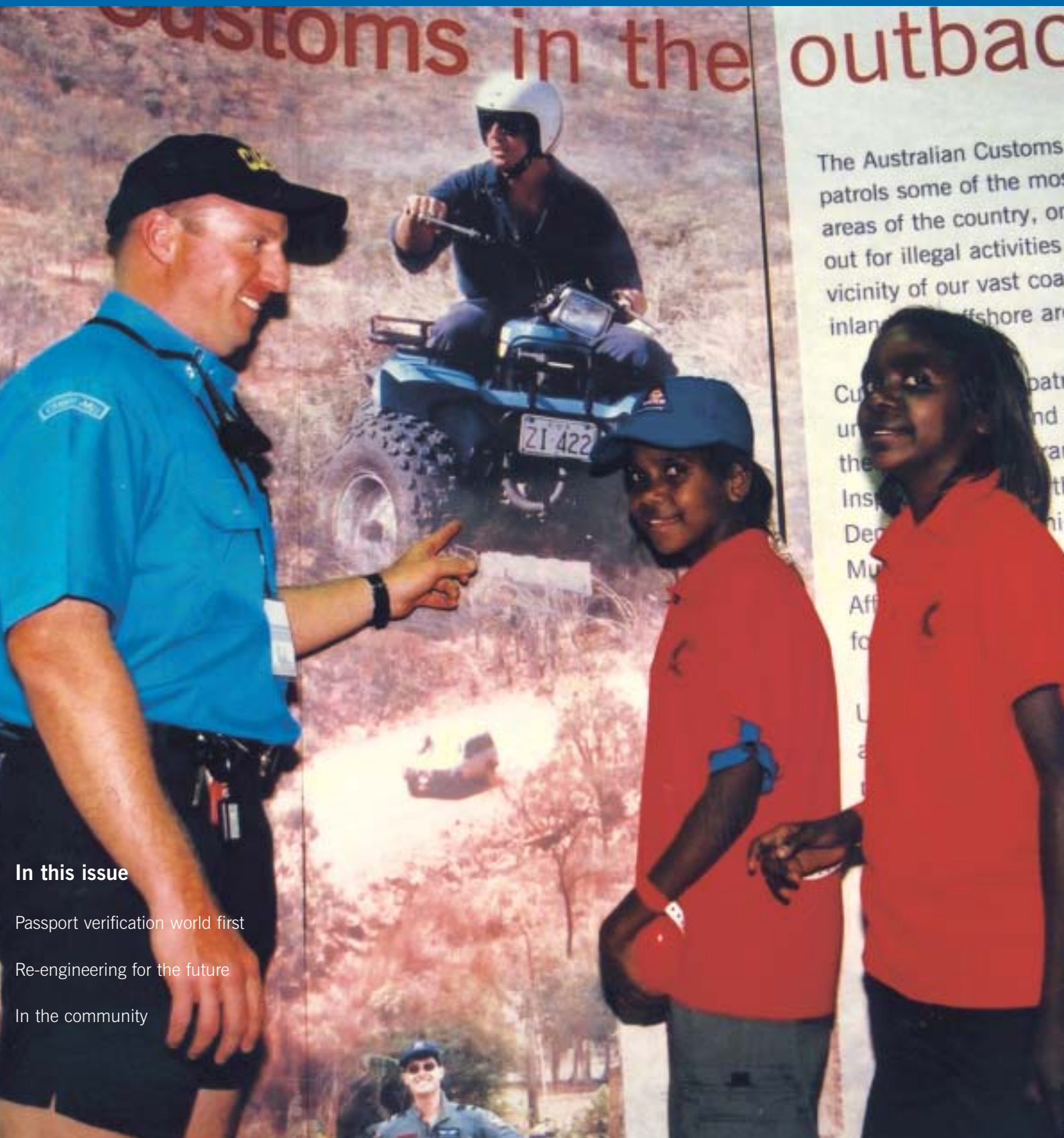

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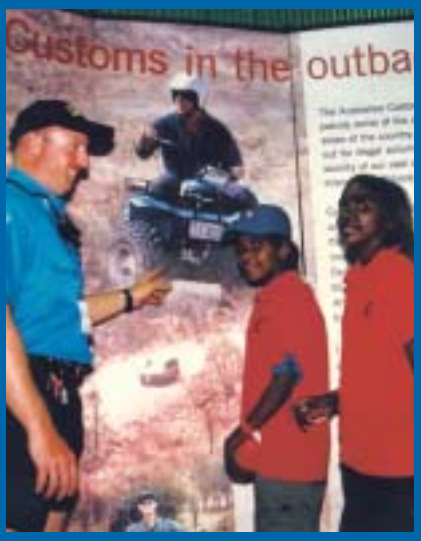

On the cover: Customs officer Anthony Coote from Broome, Western Australia, talks to students from Looma District High School at the Customs careers display during the Kununurra Croc Festival.

Photo: Lisa Sweetapple

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From the CEO

Lionel Woodward
Chief Executive Officer
Australian Customs Service

A strong focus in this edition of *Manifest* is on management of cargo and of the organisation itself.

The Cargo Management Re-engineering Project and Business Re-engineering Project have seen the most significant changes to Customs in years.

A new organisation structure, designed to facilitate the alignment of Customs new cargo-management processes with the business processes involved in the movement of international cargo, was instituted on 1 October. As we prepare to enter phase two of CMR, this new structure will provide the framework within which new work practices will be developed.

Another article in this edition deals with the question of how Customs intends to measure the success of new container x-ray facilities being established in Melbourne, Sydney, Brisbane and Fremantle. Interesting questions have been raised such as how Customs can effectively plan to manage an unknown quantity - the number of suspect cargo containers that will be identified by the new container x-ray facilities.

Management of passenger processing is also under the spotlight this issue. Coping with increasing numbers of arrivals while applying more stringent security at the border are carefully considered. One article reviews Customs pilot of photo-matching technology to perform face to passport checks at airports which emphasise Customs dedication to the investigation of emerging technologies. Other articles present Customs commitment to continued improvement of border management with the acquisition of portable narcotic detection equipment and the global evaluation of x-ray technology.

Customs commitment to protecting our borders, even in remote areas, is outlined in articles on the Kimberleys and the Great Australian Bight.

Assistance given by Customs to the military and the survival of the birds that as eggs were seized at the border display the close cooperation Customs has with other agencies such as Defence and Environment Australia.

This edition of Manifest also covers Customs representation internationally in Thailand and our important role in the Manchester Commonwealth Games.

The impact that the cargo container has had on the world is outlined in a fascinating article; consider the world today, including how it would affect Customs, without this unassuming invention.

An historical tribute to Sir Frederick Galleghan, also know as 'Black Jack', who was a Customs officer and veteran of both world wars, rounds out the edition.

Passport verification world first

Qantas crew member Bill Eagleton registering for the SmartGate system at Sydney airport.

In a world first pilot, to begin later this year, photo-matching technology will be used by Australian Customs to verify that a passport holder's image matches the individual presenting the document at the border.

The pilot uses Qantas aircrew arriving at Sydney Kingsford Smith Airport.

The automated SmartGate system replaces manual image-verification and immigration checks conducted by Customs officers. The process is expected to take less than ten seconds.

Customs worked closely with Qantas to prepare for the pilot and received strong support from staff and crew who volunteered to participate.

Just as humans recognise people by looking at their faces, computers can also identify a face by analysing a still or video image. The SmartGate system uses mathematical formulas to measure the unique characteristics of an individual's face and match it to a photo of that person.

Crew who choose not to participate will continue to be processed manually. All crew, processed either manually or by SmartGate, will continue to be subject to existing customs, immigration and quarantine requirements and must continue to declare any matters of potential interest.

After extensively testing various photo-matching systems, Customs is piloting Cognitec System's FaceVACS software.

The FaceVACS system is highly accurate and performs consistently across a range of variables including ethnicity, aging, image quality and changes in facial appearance such as expression, glasses and facial hair.

Customs began investigating new

SmartGate

ways to streamline passenger processing because of expected increases in passenger numbers and volumes. In 2000-2001, there were approximately 17.9 million passenger movements in and out of Australia and the Tourism Forecast Council predicts passenger numbers will double over the next ten years. This increase in numbers will be compounded by the introduction of the A380 Airbus aircraft that will carry 25 per cent more passengers then a Boeing 747.

Customs recognises that innovative processing methods are needed to cater for the increase in passenger numbers since existing airport infrastructures are already maximised.

Automated border crossing systems using hand geometry and fingerprint biometrics have been operating for some years in parts of the world and iris-recognition systems have recently been trialled at London's Heathrow and Amsterdam's Schiphol Airports.

Customs decided to pilot photo-matching because it is less intrusive than other biometrics and will better suit Australia's environment. The adoption of photo matching is consistent with the International Civil Aviation Organisation's recommendation of face recognition as the preferred biometric for operation internationally. As well, photographs are already an essential part of identity verification and international travel.

Biometric technology, such as photo-matching, will streamline transactions and reduce congestion while maintaining a high level of security. Border security and identity-verification procedures have been a focus of work in Australian and international border agencies since 11 September 2001.

The United States has already passed legislation requiring, among other things, that visas and foreign passports (for visa-waiver countries) include machine-readable biometric data by 26 October 2004. Australian Customs and partner agencies Passports Australia and the Department of Immigration and Multicultural and Indigenous Affairs are well placed to suggest strategies to assist Australians meet these new requirements.

As with all Customs initiatives, the pilot is being conducted in accordance with the Information Privacy Principles set out in the *Privacy Act 1988*. Customs is continuing a program of cooperation and consultation with the Office of the Federal Privacy Commissioner.

The results of the pilot will be evaluated and feedback will be sought from crew members. If the pilot is successful, photo-matching technology will be rolled out to other airports in 2003 before potentially being expanded for use by all Australian passport holders.

Narcotic detection

now portable

top: A swab sampler being used to pick up the possible presence of narcotic particles.

middle: The swab is removed from the sampler for testing.

bottom: The swab is then inserted into the hand-held trace-detection instrument for analysis.

To boost operational preparedness for narcotic detection in the marine and aviation environments, Customs has begun evaluating hand-held versions of trace-detection instruments.

Customs has been using narcotic trace-detection instruments for several years.

Customs has 52 ionscan units in operation at international airports, seaports and postal facilities around Australia, including on Christmas Island.

An ionscan machine can detect up to 45 different substances and is able to expose traces of narcotics with only billionths of a gram of the substance present. It is credited with many significant drug seizures since its deployment but its main drawback is its size.

While transportable, it weighs 22kg and measures 40cm x 34cm x 32cm. This weight and bulk is nearly doubled when in its carry case. It therefore is primarily designed for land use, not portable enough for deployment on ships and aircraft.

But Customs is evaluating two hand-held instruments. Both weigh around 3kg and are the size of a shoebox.

Field trials have been conducted on prototypes and results and comments provided to the manufacturers. Further trials are planned.

Measuring up

By Catherine McDonald

top left: The Melbourne container x-ray examination hall and offices under construction. The 20,000 square metre site is only 2.5km from the waterfront.

top right: Project Manager for the Melbourne container x-ray facility Mick Hardiman and Project Manager for the Nuc Tech installation team, Yan Larry, at the site of the Melbourne facility. Nuc Tech specialists from China visited the site for six weeks during the installation of the THSCAN MB1215 x-ray machine.

Customs is facing a unique conundrum as it develops systems to measure the success of its new container x-ray facilities in Brisbane, Sydney, Melbourne and Fremantle.

Just how much smuggling will the new facilities detect, and how will this affect the movement of legitimate cargo across the border?

Customs won't know exactly how many extra incidences of attempted smuggling it will have to investigate until the facilities are fully operational.

Each facility will screen 60 to 100 containers a day. It is estimated that an average of one in ten of these containers will be selected for further examination, based on detected anomalies.

The location of container x-ray facilities at Australia's major ports, in an effort to effectively combat the movement of illicit drugs and prohibited imports such as handguns into Australia, is critical.

The facilities will change Customs operations on wharves. The capacity to detect smuggled goods in containers will improve, as will the detection of imports and exports not complying with Customs requirements such as misreported consignments, revenue evasion or large-scale fraud.

The new facilities offer a 20-fold increase in inspections of containers by limiting the physical handling of the goods through not having to unpack containers. It will take ten minutes that in the past took hours or even days - offering rapid, safe and non-intrusive verification of a container's contents.

By targeting Melbourne, Sydney, Brisbane and Fremantle, Customs will have introduced an examination capability at ports representing over 90 per cent of the total container volume into and out of Australia. The outcome can only be positive for the community but Customs has is in place performance measures to gauge success.

Customs is committed to determining the impact of the new facilities beginning with an extensive post-implementation review undertaken during each facility's three-month rollout. It will assess performance in terms of the efficiency of the logistics processes, detections, impact on industry and the facilitation of trade and safe-handling practices.

Customs performance-measurement process will be dynamic: results will feed into targeting activities creating a continuous improvement cycle.

Construction report

Facilities will be operational in Sydney and Melbourne first. Capital funding of $9.3m and $2.8m a year operational costs was allocated to Customs for increased search capacity and purchase of x-ray technology as part of the Federal Government's Tough on Drugs initiative in the May 1999 Budget.

The container x-ray scanning hall stands 12.5m high and is 43m deep: in Melbourne the facilities have been built on silt so 25m pylons were sunk into the ground to stabilise the structure.

Construction is near completion in Melbourne. The infrastructure is substantial: the facility spreads over two hectares of the Port of Melbourne, accommodating an x-ray scanning hall and examination hall.

The site within the port environment was chosen for its proximity to container traffic flow. Customs consulted industry to find a transport model with least impact on the logistics chain. A managed transport operation is to be used where one contractor, operating in conjunction with stevedores and Customs, will transport containers between the container terminals and the examination facility.

The managed transport model ensures that the much-needed increase in sea cargo inspections will have minimal impact on the supply chain and be delivered at least cost.

In Sydney, construction began in the first week of August 2002. This facility is expected to be operational about mid-January 2003.

The Federal Budget last year included $218.1 million for a Protecting Our Borders commitment, of which $39.8 million over four years was designated to funding the facilities at Brisbane and Fremantle.

The Brisbane site was launched by the Minister for Justice and Customs, Senator Chris Ellison, in June at Fisherman Islands. The groundwork has been completed and construction of the scanning hall started. Brisbane is expected to be operational from early March 2003. The technology for the container x-ray for the Fremantle facility is still under tender.

Specification report

Customs first three container x-ray systems were bought from Chinese manufacturer Tsinghua Tongfang Nuclear Technology Co. Ltd, now called Nuc Tech.

The THSCAN MB1215 relocatable container x-ray can:

- scan ten 40-foot containers an hour
- penetrate 260mm thick steel
- detect 1.5mm metal wire behind 100mm of steel

Health and safety report

The container x-ray facilities are designed to meet the stringent radiation-safety standards imposed by the Australian Radiation Protection and Nuclear Safety Agency (ARPANSA) and the World Health Organization (WHO) safety standards. Personal-safety issues are of paramount importance to Customs.

Mechanisms have been built into the system to ensure that a person will not be exposed to radiation during the x-ray scanning process.

- Occupants inside the scanning hall must exit before the process begins.
- The driver must enter a waiting room that is locked to protect against accidental entry into the facility while the x-ray scan is taking place.
- A key must be inserted and turned to the correct position by the responsible operator in order for the beam to be initiated and maintained.
- If any door is opened the beam is terminated.
- Motion detectors automatically bring the x-ray system to a standstill if motion is detected in the scanning hall while the x-ray system is in operation.
- Emergency stopping buttons ensure the x-ray can be stopped at any time.
- Shutdown occurs in less than 0.1 seconds.
- Communication systems including intercoms, telephones, loudspeakers and closed-circuit TV monitors ensure continual communication with, and vision of, the examination facility.
- The walls and doors of the facility are constructed to provide the requisite shielding.
- The shielding is designed for a defined maximum radiation workload.
- If the output rate is exceeded, the x-ray turns off.
- The reinforced concrete walls are 500mm thick and extend to a height of 5.5 metres above floor level.
- The entry and exit portals are provided with radiation-shielding doors.

Each scan requires only a very low dose of radiation, comparable with that received during an extended air flight.

This is because the accelerator is shielded to minimise leakage radiation and the beam geometry is such that scatter is only a fraction of the primary beam.

X-ray acquisition

Customs has more than 60 x-ray units in operation, offering flexible size and penetration capabilities to suit different densities and packaging. However, a worldwide evaluation of x-ray suppliers resulted in an investment in new technology for mail, cargo and baggage examinations; moving away from backscatter machines and toward advanced transmission systems employing the latest in colour-image processing.

Customs is also introducing dedicated mobile baggage-examination x-rays at a number of airports that combine an electric cart with a purpose-built trailer on which is mounted state-of-the-art x-ray technology.

Pallet-sized x-ray systems have been commissioned for Sydney and Melbourne to complement the sea container examination facilities and offer a significant enhancement to inspection capabilities.

Customs is adding to the number of x-ray systems in airfreight depots as part of a commitment to lifting the rate of air cargo examination for handguns and other contraband.

And in a joint initiative between Customs and the Australian Quarantine and Inspection Service, ten new x-ray systems integrating proven x-ray technology with a purpose-built shelter mounted on a van will be operating at our borders.

top: A pallet x-ray system being used to screen air and sea cargo.

bottom: Cabinet x-ray machines used to screen postal and air cargo items - similar units are used at airports to screen passenger luggage.

Modernising cargo management

By Louise Patroni

The way industry reports the movement of cargo to Australian Customs is changing. The Cargo Management Re-engineering (CMR) Project is improving Customs control over high-risk goods at the border while at the same time providing industry with more flexibility in reporting cargo movements. At the heart of CMR is the replacement of Customs IT systems with an integrated system geared to meeting e-business needs.

Phase one of the CMR project was introduced last July and the next four phases will be introduced between November 2002 and March 2004. Throughout these implementation phases, it is vital that importers and exporters review their software packages because they might need to update or amend software to interact with Customs new system.

Phase two

Customs is now preparing to implement Phase two of the CMR Project. Phase two will involve the trialling and rolling-out of the Integrated Cargo System (ICS) infrastructure - the software that will support the new reporting system - from late 2002 into 2003.

The trial will involve only air cargo companies who are document special reporters dealing in high-volume/low-value (HVLV) goods.

"Phase two will begin with one company, DHL, and, following evaluation, Customs will look to rollout the ICS to other document special reporters," Customs CMR Transition National Manager Steve Holloway said.

The trial will involve special reporters conveying details of individual document consignments to Customs through the new system's interactive screens, rather than maintaining that information in their own HVLV dedicated systems. This new level of reporting will ensure that Customs can more effectively identify individual risk items, thereby allowing speedier processing of low-risk goods.

Phase two will enable Customs to test also the computer sub-systems needed to support the ICS, including:

- a new communications gateway, Customs Connect Facility
- elements of import cargo reporting
- client identification and the ability for clients to amend their reports.

At the same time, the trial period will allow document special reporters to assess:

- that messages are received and sent correctly

- the receipt of status
- the impact of receiving status at the house level on operations.

"The Phase two trial is an important stepping stone in the CMR rollout as it will test the new Customs gateway and public key infrastructure requirements," Mr Holloway said. "Customs will be collaborating closely with DHL and other industry representatives to ensure that the lessons learnt during the trial are shared with others."

In addition to ensuring that their software is compatible, companies taking part in Phase two should be starting to:

- review current systems as they might need to update message standards or introduce new systems
- introduce the updated air cargo report message
- assess business practices to ensure compliance with legislative requirements
- look at the impact on their staff to ensure they understand the changes and, where necessary, initiate plans to train staff.

Throughout this trial period, document special reporters must continue to use Air Cargo Automation to make submaster-type abbreviated HVLV reports in order to comply with Customs Act current requirements.

Phase three and beyond

To use the new software, all users will have to register their details in advance of the changeover for importers and exporters. The registration facility for exports (Phase three) will be available in mid 2003. Customs will open the client registration facility for importers two months before the cutover date.

Exporters will start reporting and providing export declarations via the ICS in Phase four in November 2003. The changes applying to imports (Phase five) begin in March 2004. Customs will publicise these enrolment dates in the leadup to the system changeovers.

"It is important that industry understands that Phases four and five - exports and imports respectively - will each involve a 'clean cutover' from current IT systems to the ICS," Mr Holloway said.

"EXIT, COMPILE, ACA and SCA will be turned off from the nominated date and clients will have to use the new Integrated Cargo System. Importers and exporters must be prepared to report, using the new systems, on the changeover day."

Some changes that come into place for exporters and importers in Phases four and five include:

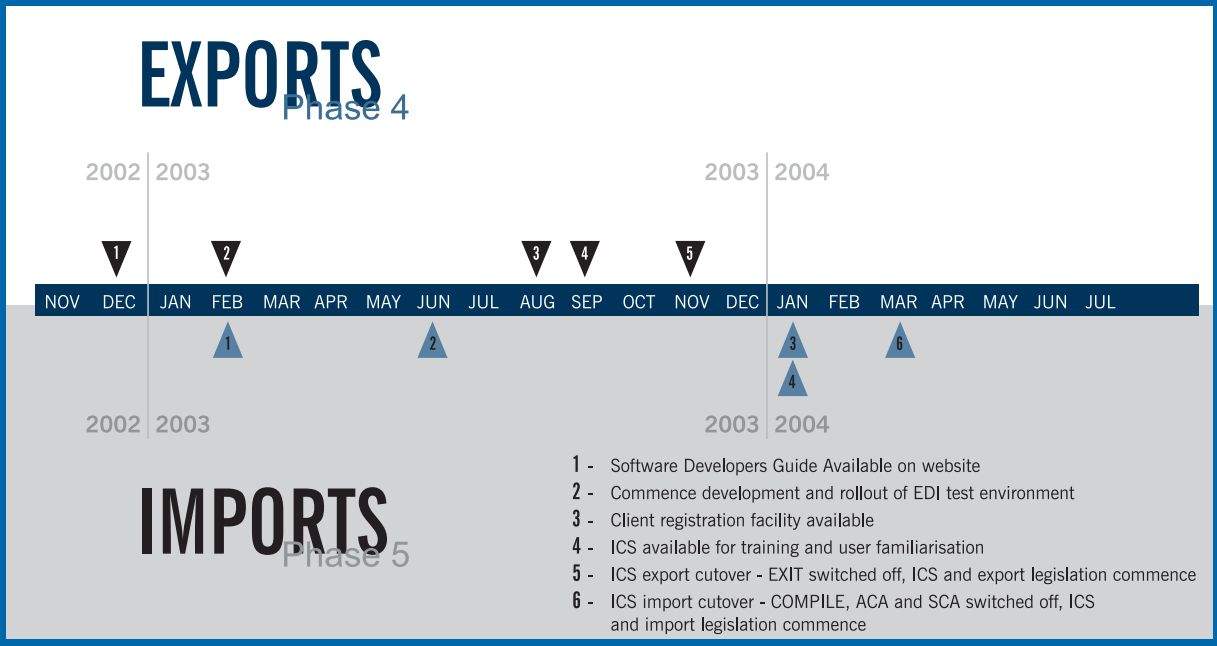
Importers

- all air and sea cargo will be reported electronically by cargo reporters before arrival in Australia
- 'early report/early status' will allow cargo at wharves, airports and depots to move to markets faster by establishing the status of cargo before arrival
- self-assessed clearance declarations will replace the customs revenue screening and release of low value goods imported by sea and air.

Exporters

- better access to Customs information through Internet reporting. Exporting firms will have the option also of dialling in to create and lodge an export entry over the Internet
- Customs will require warehouse and depot operators to electronically report the release of prescribed goods for export, such as tobacco and spirits. This will enable Customs to track the movement of high-risk underbond goods through to their exportation, effectively mirroring the import controls on the same goods
- the introduction of status reporting at cargo terminals will make it vital for all goods to have an authority to deal before they are delivered to a place of export.

Anyone interested in receiving updates on the CMR project can now register by emailing cmr@customs.gov.au. Further information on CMR and ICS is also available at www.customs.gov.au.



Customs new organisation structure re-engineered business processes

Customs has a new organisational structure to support its new cargo-management practices.

The new structure, designed as part of the Business Re-engineering Project, ensures that Customs business processes align with the new cargo-management processes.

The new structure removes the distinction between border and commercial business areas. Border managed physical functions such as movement, reporting and security of cargo. Commercial managed import and export transactions and revenue collection and the overseeing of regulatory requirements regarding prohibited imports and exports.

Now Customs has an organisation-wide approach to both business lines with the emergence of three new divisions: Cargo and Trade; Border Compliance and Enforcement; and Border Intelligence and Passengers.

The Cargo and Trade Division in Central Office brings responsibility for all cargo policy together, while the cargo functional groups in regions are responsible for facilitating the clearance process for legitimate trade.

Border Compliance and Enforcement is responsible for compliance assurance programs covering the movement, reporting and clearance of cargo, and the payment of relevant duties and taxes. It also focuses on deliberate non-compliance and illegal activity through detection of prohibited goods, investigation of illegal activity and prosecution action.

Customs risk identification and intelligence functions are coordinated in Border Intelligence and Passengers Division for smarter operational capacity. This area is responsible for identifying, analysing and disseminating information on threats to Customs. It will provide information to Border Compliance and Enforcement to support decision-making about operational response activity.

The functional responsibilities of each division and branch are grouped into a structure that links Central Office and the Regions to promote commonality and consistency across Australia.

Customs will continue to operate under a matrix-management system. Central Office senior executive staff will remain responsible for setting policy and standards, coordinating national operations and delivering outputs. Senior executive staff in the Regions are responsible for administering these policies and standards and for managing regional operations including the delivery of services.

Previous inconsistencies between work areas had led to some duplication of effort. The new structure integrates Customs core functions for maximum efficiency.

Opposite page: Customs new organisation chart outlining the new structure that came into force on 1 October.

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JOURNAL OF THE AUSTRALIAN CUSTOMS SERVICE VOLUME 5 No 2 NOVEMBER 2002
Manifest

Classifying export goods accurately

By Nadine Brohan

Customs has two more initiatives to help exporters improve the accuracy of goods classification - the Australian Harmonized Export Commodity Classification (AHECC) Guide and the AHECC Advisory Service. Both are directly linked to Customs *Information for Exporters* campaign and *Project 8*.

The Information for Exporters campaign assists Australian businesses to provide accurate export entry information to Customs. Project 8 is directly linked with this campaign and illustrates eight fields on export entries that require particular care as identified by Customs, permit-issuing authorities and the Australian Bureau of Statistics.

One of the eight fields within Project 8 is the AHECC code. To assist industry improve compliance in respect of this field, Customs has developed the AHECC Guide and AHECC Advisory Service.

AHECC Guide

The AHECC Guide is a CD-based learning tool developed for export industry personnel with no knowledge of goods classification. It progresses through five levels of classification skill, providing users with a basic knowledge of how to classify goods for export. The program takes approximately five hours to complete but it can be completed over a number of sessions using a bookmarking facility.

Free copies are available from the Customs Information Centre - 1300 363 263 or information@customs.gov.au.

The AHECC Advisory Service

This service was developed for clients who require assistance with the classification of goods for export.

Clients may complete an advice request proforma available on the Customs Internet at www.customs.gov.au. They may then

Customs Compliance Continuum

CLIENT CATEGORIES—BEHAVIOURS AND MOTIVATION

Self regulation	Assisted self regulation	Directed regulation	Enforced regulation
• Informed self assessment • Management is compliance orientated • Includes accredited clients	• Not yet compliant • Attempting compliance • Developing internal control systems	• Resistance to compliance • Lack of compliance • Limited / poor systems	• Deliberate non compliance • Criminal intent • Illegal activity

CUSTOMS OPERATIONAL RESPONSE

• Education and training • Maximum pre-arrival / departure clearance • Minimum real time pre-clearance intervention • Some compliance verification: - x-ray - checks of documents and goods • Sanctions may be imposed	• Education and training • Some real time pre-clearance intervention • Some post clearance checking • Compliance verification: - x-ray - checks of documents and goods • Sanctions may be imposed	• Pre and post clearance intervention • Post clearance comprehensive audit • Pre-clearance major examination • Sanctions may be imposed	• Pre and post clearance intervention • Comprehensive audits • Cargo searches (may be covert) • Surveillance • Investigation by multi disciplined teams • Sanctions imposed

RISK

Low — *High*

email it to aheccadvice@customs.gov.au or fax it to a dedicated fax number listed on the form. Alternatively, they may call the Customs Information Centre on 1300 326 263 and ask to have the proforma faxed or sent to them.

Please refer to Australian Customs Notice (ACN) No. 2002/27, which provides a comprehensive outline of the services available. This ACN may be accessed via the Customs website at www.customs.gov.au.

Why is accurate classification so important?

Customs uses this information to assess risks surrounding outbound cargo and to maintain Customs border controls. It is also critical that export entry information, including AHECC codes, is accurate because it provides essential information on Australia's trading status within the global environment. This data is a valuable decision-making tool for businesses competing in export markets, as well as for government in relation to industry and trade policy.

How will accurate classification directly assist exporting businesses?

Accurately classifying goods for export facilitates the improvement of exports management by assisting in the smooth operation of the exports-regulation process.

Customs encourages self-regulation by importers and exporters. Where companies are non-compliant, the response is determined by the Customs Compliance Continuum (previous page).

Obtain assistance from Customs to get you on track for the future. Contact the Customs Information Centre on 1300 363 263, visit the website at www.customs.gov.au or email information@customs.gov.au.

AHECC Guide practice exercises

A key feature of the AHECC Guide is the use of practical exercises. These include easily identifiable illustrations of products and mock invoices.

What is Project 8?

It is most important that accurate information be declared on both manifests and export entries. Project 8 identifies and encourages industry to complete a selection of eight export entry fields with particular care. One of the eight identified fields is the AHECC code.

Easy navigation

Navigation within the AHECC Guide is designed to be simple and easy to follow. There are clearly labelled diagrams throughout as well as handy hints to follow.

Do you have an AHECC manual?

In order to complete the AHECC Guide, you require a current version of the AHECC. A copy can be obtained by accessing the Australian Bureau of Statistics website www.abs.gov.au then select Themes, International Trade and then scroll down to AHECC link.

The birds that survived

By Catherine McDonald

top: One of the seized eggs during incubation.

inset: At approximately one month, the species is still unable to be identified.

Tied in stockings around the waist of the man were 34 eggs - another attempt to illegally export Australian wildlife. The rescue of these eggs by Customs at the border meant the opportunity of life in their native land.

Although criminal activities are designed in secret, they are often tracked through cause and effect. Wildlife trade is different. It is one of the hardest of all criminal activities to detect because it is victimless in human terms; the animals suffer cruelly, while serious damage is done to our natural environment.

Money was the motive in the case of the man caught with the eggs. Wildlife collectors pay high prices for our native wildlife because of it is so unique.

It was on a Sunday late last year. A man, booked on a flight to Thailand, presented Customs at Sydney's international airport with the correct documentation (tickets and outgoing passenger card) to leave the country.

A Customs officer selected the man to undergo a frisk search. Initially he refused. He was questioned and within a short period of time admitted to carrying a quantity of bird eggs concealed on his body. He had intended to take them to Bangkok where he claimed he would be paid $5000.

The smuggler was searched, revealing most eggs were concealed within stockings tied about his midriff. One was found concealed in his underpants. The man was arrested.

Customs officers then made a makeshift incubator, consisting of an insulated container, hot water bottles

and cotton wool to mother the eggs until they could be handed over to professionals at Sydney's Taronga Zoo for care.

The staff of the zoo cared for the eggs and the chicks that hatched for a week, repairing cracks with nail polish, moving hatched chicks to the brooder and then feeding the baby birds every two hours.

The hatched chicks and remaining unhatched eggs were then transported to the care of a registered breeder for rearing. These featherless chicks could not be identified for months; the breeder and his family pondered exactly what type of birds they were caring for. Eighteen were found to be rose-breasted galahs. The remaining three were Major Mitchell cockatoos.

Raised by humans, these birds have now gone to homes throughout Australia. Had they been sold overseas - if they survived the journey - the potential value of all the birds that hatched was nearly A$100,000: the selling price at the time for a Major Mitchell cockatoo at A$10,000+ while a galah could bring A$3800.

The maximum penalty for this offence is $110,000 or imprisonment for ten years, or both. In this case, the smuggler pleaded guilty in June this year and was given a fine of $2100 and a 15-month suspended sentence on the condition that, should he commit another offence within this period, he would be sent to jail for 15 months.

Customs takes wildlife crime very seriously and works cooperatively with other Federal and State agencies including Environment Australia, Australian Quarantine and Inspection Service and State and Territory parks and wildlife authorities in detecting and preventing native flora and fauna from being smuggled out of Australia.

The *Environment Protection and Biodiversity Conservation Act 1999* is the means by which Australia protects both its own and international flora and fauna from wildlife trade. It reads:

For the purposes of the Act, a regulated native specimen is a specimen that:

(a) is, or is derived from, a native animal or a native plant; and

(b) is not included in the list referred to as the List of Exempt Native Specimens, which are those specimens which can be exported from Australia without a permit.

For each specimen included in the list, there is a notation that states whether the inclusion of the specimen in the list is subject to restrictions or conditions and, if so, the nature of those restrictions or conditions.

A permit cannot be issued for the export of a native bird unless the Minister is satisfied that the proposed export would be an eligible non-commercial purpose.

Two of the birds that survived, a Major Mitchell cockatoo (left) and a rose-breasted galah.

Patrolling the Great Australian Bight

Australian Customs, responsible for Australia's civil maritime surveillance program, is conducting air and sea patrols of the Great Australian Bight for illegal activities placing particular emphasis on environmental protection of the region.

Customs National Marine Unit and Coastwatch are tasked on behalf of Commonwealth government departments, agencies and authorities such as Environment Australia or the Australian Fisheries Management Authority to assist in their missions.

Each operation in the Bight by Customs vessels or Customs Coastwatch aircraft is multi-tasked and assists a wide range of clients. However, the primary focus during a patrol can change, depending on the region. In one area, the focus might be on illegal fishing and in another area it might be on protecting calving whales.

Coastwatch concentrates on environment-protection flights in winter. This is when protection of calving whales is vital. A marine mammal protection zone has been set up next to the coast, protecting calving whales from interference from vessels. Entry into this area is closed to all vessels from 1 May to 31 October each year.

The State Manager of the Great Australian Bight marine protected areas, Ross Belcher, recently joined a Coastwatch patrol, flying from Esperance, Western Australia, to Adelaide, South Australia, as part of a planned surveillance operation.

"These whales have to be protected from being accidentally run over by vessels, caught in nets or hurt by floating debris," he said.

"Coastwatch helps us by reporting any vessel in the prohibited areas or reporting any natural events such as the locations of whales, large schools of fish or sharks.

"Customs also assists in the protection of the commercial species of fish in these waters, and helps to preserve the seabed from damage by trawling. Vessels can traverse in the trawling zone at any time but it is closed to all bottom trawling throughout the year."

Coastwatch and the RAAF will be regularly patrolling the area closed to all bottom trawling to ensure compliance with the prohibition on trawling.

"We don't have a lot of information about the occurrences in these waters, so we will be using any information Customs can provide," Mr Belcher said.

The Coastwatch Dash 8s are equipped with sophisticated electronic technology to conduct coastal and maritime surveillance. Infra-red sensors and high-definition cameras slaved to the radar allow for taskings to be conducted at times when fishing at night in prohibited areas is considered a significant risk to the marine park.

Commonwealth and/or State governments manage the Bight's marine protected areas. It is these areas that Coastwatch plans to provide regular surveillance throughout the year.

Lending a hand to the military

top: Leon Pennington (bottom right), from the Joint Ammunition Logistics Organisation, and two other Defence personnel were escorted by Customs marine officers to Bear Sandy Island for the controlled detonation of the bomb. Researchers were evacuated by tender.

bottom: Uncovered on Bear Sandy Island, the object of approximately one metre in length and 30cm in diameter was identified as WWII aircraft bomb.

bottom right: Detonation of the bomb.

When a deadly relic from World War II was unearthed near Darwin, Customs was ready to assist the military ensure it caused no harm.

Air raids on Darwin Harbour and the surrounding areas lasted almost two years during World War II. Unexploded bombs dropped during these extensive attacks are still being uncovered and need to be disposed of.

At 4pm on 25 July this year, the Australian Defence Forces at Larrakeyah were alerted to a report of an object, its description consistent with that of a WWII aircraft bomb, found on Bear Sandy Island, 65km south-west of Darwin.

Scientists working on the island had reported the object to police.

The object was described as an item of approximately one metre in length with a diameter of approximately 30cm. It had what appeared to be fins at one end and a nose cone of a different metal on the other. The item also had lifting lugs and was covered in oysters.

Bear Sandy Island, at the mouth of Bynoe Harbour, is now a haven for sea turtles. But the island is dented with craters left from previous bomb detonations and also is said to hide the relics of a plane downed during the war.

This rusty relic potentially endangered lives and needed to be examined by bomb disposal experts. Customs was contacted to give assistance.

Customs mission was to transport qualified personnel to the island, to see that render-safe procedures were carried out and, if required, to assist with the destruction of the bomb.

The Customs Marine Unit needed to transport grade one hazardous substances, that is explosive material and electronic detonators, that the Army explosives specialists required to carry out the task.

Navigation Regulations and Marine Orders were strictly adhered to. Port Authority permission was sought for the loading of the materials. Customs Marine Unit ensured the cargo was stowed securely for safe transportation in consultation with the Australian Maritime Safety Authority.

All arrangements were in place by 10am the next day and Customs unloaded the Army experts off at the destination by early afternoon on 26 July.

An assessment was made for a controlled detonation. Shrapnel posed a risk so Customs evacuated the island and maintained a tight patrol over the area to make sure no one would be injured. The 200kg bomb was exploded at 2.30pm, sending shrapnel 60m. It was the third unexploded WWII bomb found in three weeks.

Thailand land of smiles

By Bob Martin, Senior Australian Customs Representative, Thailand

I have been in Thailand for almost 2½ years - and my time to return to Australia is rapidly approaching. My wife and I have thoroughly enjoyed our time here and will leave with some sadness - particularly leaving friends we have made in the Thai community.

Thailand is often referred to as "the land of smiles" and that has certainly been our experience.

I have had the chance to see much of Thailand and to meet many of the 6000 or more Royal Thai Customs officers. While the dichotomy of facilitation versus border control is often a common discussion point, Thai Customs faces many scenarios not found in Australia. Land borders, for example, such as the borders between Thailand and Myanmar, pose problems for Customs that are beyond our experience.

Friends I have made within the ranks of Thai Customs will be sadly missed. It has been those people who have made our stay in their country so worthwhile.

In particular, some officers of the Narcotics Suppression Sub Division have become close work associates and even closer friends. In a work sense, they have been responsible for identifying a number of matters that have been of considerable benefit to Australian Customs corporate objectives. As friends, they have introduced my family and me to a new range of cultural experiences that will never be forgotten. And I know we have introduced them to different experiences - in one case, a once in a lifetime chance to dine on fine Australian roast lamb.

A memorable occasion was an invitation for my wife and me to attend a family gathering at a national park for a weekend to observe the phenomenon of meteor showers. Lying flat on our

backs in the outdoors, covered with blankets (it does get cold in the mountains) at 2am watching this wondrous sight while competing vocally with our Thai friends as to how many sightings we had made was an unforgettable experience.

A more recent experience began some months ago when my Thai Customs friends started a fundraising project for a small village some 250km north of Bangkok. I was asked to become involved and did so readily. The project's intention was to raise funds to renovate the village temple and to help the many young village children.

The Narcotics Suppression Sub Division Officers raised a considerable amount of money and gathered a substantial quantity of gifts for the children. The gifts ranged from toys to more practical items such as clothing and school stationery items. My efforts consisted merely of donating some funds and buying (on advice from a Thai Customs officer friend) a quantity of blankets for use by the village residents.

The efforts of the project team were much appreciated by the villagers. My wife and I and one colleague were privileged to be the only non-Thais invited to attend this special Saturday.

It would be fair to say however, that the blankets were more appreciated by the elderly women of the village than by the children.

My wife and I plan to have further involvement with this village in the future. Our current plans include working with my Thai Customs friends to install some concrete flooring for the local school.

A young boy who has received his gifts is attempting to "wai" (honour) the donors. The "wai" is done by clasping the hands together, in a position similar to praying, and simultaneously bowing. The lower you bow, the more you honour the recipient. But as the young boy shows, getting the "wai" performed correctly when you have your arms full can be a bit of a struggle.

Commitment to the Commonwealth Games

As Ian Thorpe, Cathy Freeman and nearly 260 other victorious Commonwealth Games athletes, officials and VIPs alighted from their chartered plane into the crisp Melbourne winter morning, they were greeted with a warm-hearted welcome from the small, yet vociferous, congregation of local school children, media and specially invited fans.

Fans included the Prime Minister and sports and government officials among its ranks. Then, after most of the athletes had done the quick round of interviews with the media and signed autographs for the fans, they were transported to prepare for a triumphant civic reception in the city's heart and to sponsor commitments.

top: The Wunala Dreaming after landing: returning home with more than 250 Australian athletes, who were greeted by the Prime Minister in the Qantas maintenance bay at Melbourne Airport.

bottom: Customs officer Mark Wilmot, on a flight to Australia from Manchester, with Australian weightlifter Yourik Sarkisi, the owner of the medals.

But for this to happen, and have the athletes reach Australian soil, get off the plane and be immediately embraced by family, friends and supporters, there had to be a major coordination effort by Australian Customs to ensure that every member of the Commonwealth Games team was processed before the flight, and to ensure that no members of the team posed a threat to Customs laws.

To facilitate pre-processing, and ensure there was no undue delay between the athletes and their civic duties, Customs staff began organising the athletes' return six months before the event, and developed a plan that rivalled the best laid of military operations.

The process started with representatives of the Australian Commonwealth Games Committee and Qantas making a request to Customs, the Department of Immigration, Multicultural and Indigenous Affairs and Australian Quarantine for pre-clearances. To work towards this end, Customs Officer Ray Hallett and an AQIS colleague undertook a preliminary planning trip in May, and from this the beginning of a pre-processing strategy was hatched.

After several months of detailed planning and inter-departmental liaison, a pre-clearance team consisting of Customs Officers Mark Wilmot, Jenny Miller and Linda Lui left for Manchester. They arrived at Manchester Airport on 2 August and were given a warm welcome by their British colleagues. After formalities, they were taken to inspect, and become familiar with, the area in which they would be undertaking the pre-clearance operations.

On 3 August, Mark Wilmot, with representatives from AQIS and Qantas, visited the athletes' village to discuss the departure arrangements with the Commonwealth Games Committee Chief and the team leaders of the various sports disciplines. At this meeting,

Customs and AQIS representatives distributed brochures to be given to the athletes that outlined procedures and the legal responsibilities for passengers.

On 5 August the Customs pre-clearance team were transported by bus to Manchester Airport and were shown by British Customs officers the border control infrastructure of Manchester Airport - including a viewing of their holding cells, urine and saliva sampling units and the special toilet they have for use by suspected internal couriers.

Later that afternoon the Customs pre-clearance team were taken to the special area where they would carry out the pre-clearance of the Australian Commonwealth Games contingent. The specially organised pre-processing area consisted of three parts:

1. The first was where the athletes would affect check-in formalities at the British Airways counters. Here they were issued with baggage tags and boarding passes. However, the athletes kept their luggage with them.
2. They then moved down to the next area, which we had set up for Immigration formalities, and had their Inwards Primary Cards checked and coded. The passenger list had been input under "expected movement" in Melbourne so each person was ticked off the list as they moved through this area.
3. The athletes then presented themselves for x-ray clearance of their hold luggage.

The Customs pre-processing team consisted of Jenny Miller carrying out the primary work, Linda Lui checking permits and declared goods and Mark Wilmot - who moved between both of these tasks as the need arose. From a quarantine perspective, the attending AQIS officer stood behind the x-ray machine and gave instructions to search any baggage deemed necessary.

The pre-processing team were very fortunate, and appreciative of the fact, that several British Customs Customs officers made themselves available at the x-ray point to be on hand to assess any British Customs matters, and also attend to value-added tax (VAT) refunds as necessary. They also made themselves available to assist in queuing and marshalling as needed.

As it transpired, there were only two instances of baggage that needed to be checked by Customs on arrival at Melbourne Airport, and these were both athletes from the shooting team. The first had packed his documents in with his rifle. As all firearms were checked by British Customs at Bisley (where their competition took place), bonded and taken directly to the hold of the plane the pre-processing team were unable to check his accompanying documentation.

The other instance was another shooting team member who had purchased two new rifles in England, were inspected upon arrival at Melbourne Airport and held pending a safety check. A team doctor also declared a small amount of Diazepam, which she was happy to leave with British Customs.

The specially chartered flight arrived at Singapore on 6 August, and Qantas ground staff had alerted Singapore security that the pre-processing team would require x-ray images of reboarding passengers. This went without a hitch, and the security officers from Singapore were very helpful with any assistance.

The flight arrived on schedule at Melbourne Airport in the early hours of 7 August and the feeling on board the flight was quite emotional, with everybody saying how good it felt to be home.

What the athletes probably didn't consider as they landed was the amount of effort that went into the pre-processing the charter flight by Customs staff, and the cooperation that occurred between all concerned parties. All Immigration formalities were completed by the time the pre-processing team left Manchester, and the team arrived on schedule and in an orderly fashion. They had been briefed well by their respective team managers and this allowed for very efficient processing.

Only a few items of a quarantinable nature were declared. Of particular note was that all the members of the rugby union team had to have their shoes cleaned thoroughly and out ready for inspection by AQIS officers before their departure because of the possible presence of Foot and Mouth disease which had decimated domestic farmers in recent years. The feedback received from team members and officials was overwhelmingly complimentary. The assistance provided to the pre-processing team by British-based airport personnel was outstanding, and largely attributed to the smooth success of the operation.

Customs officer Ross Hannah (right) with Leanne Ryland and John Dourlay next to a mobile radio station in the Tullamarine maintenance hanger - to broadcast live the return of the athletes to Melbourne.

Customs in the Kimberleys

By Lisa Sweetapple

It was cold, dark and early. My breath resembled the fog that surrounded me. It was 5.20am on a Saturday morning and I was on my way to Canberra airport.

My destination was Broome, a town on the north west coast of Western Australia, where I was to meet three other Customs officers and join them on a journey through the outback from Broome to Kununurra. The 2000km trip, half of which would be on graded gravel roads, would take us six days. Developed in the 1960s to service the construction of the Ord River irrigation scheme, Kununurra today has a population of about 5000 people.

We were going there to participate in a Croc Festival, an event staged in remote locations around Australia to promote education, health, employment, sport and the arts to indigenous primary and high school students. Along the way we were incorporating a remote area patrol.

Arriving in Perth, I met George Grace, regional manager of Customs border operations Western Australia. As we flew from Perth to Broome, I watched the changing countryside below. The further we got from Perth the flatter the land. The earth changed from brown to a rich red. Trees seemed to shrink and become hardy little shrubs that could survive in such dry, harsh conditions. We flew over the Indian Ocean on the approach to Broome. The water was the sapphire blue of travel brochures.

The heat hit me as I stepped off the plane in Broome and with each breath my lungs filled with hot air. I wanted to swap my long pants and jacket for shorts and a t-shirt, quickly.

Meeting us at the airport was Paul McCoy, Customs District Manager for the Kimberley region. It's a big task when your job covers more than 420,000 square kilometres. We saw the Customs

top: The author found this student very interested to learn about the community participation program Customs Watch.

right: At the Kununurra Croc Festival careers expo students listened to Customs officers talking about drug, wildlife and flora smuggling.

Coastwatch hangar that houses four planes; it was empty. All the planes were on patrol. It reassured me to know that they were out surveying the ocean and the coastline.

The Customs office in Broome opened my eyes to what working in a district office entails. The 11-storey central office in Canberra seems like a skyscraper compared with Broome's small brown brick building housing ten officers.

That afternoon, George showed me the site near the jetty for the new Customs House. It makes sense to relocate from town to the jetty, as that is where officers regularly board ships and work with Quarantine and the Port Authority who are already located there.

Near the main beach stands the Broome museum, which until 1979 was the original Customs House. It is quaint. Before sunset we drove to the lighthouse on Gantheaume Point and looked back on Broome's famous Cable beach. It is amazing how such a view can take your breath away. Overlooking the Broome coastline two Coastwatch planes were seen returning, silhouetted by the beautiful Western Australia sunset.

At dinner we met all the Broome office staff - seven Border officers and three Coastwatch officers, and their families. Terry Slater, the fourth member to be travelling to Kununurra with George, Paul and me, also attended.

Watching the sun set into the ocean (a strange sight for someone from the east), Paul said it was essential for a small office to work as a team and encourage not only working relationships but social as well.

Next morning we were on our way at 6am. The road trip, incorporating the remote patrol into our travels to and from Kununurra, had begun. We took the highway to Kununurra and returned via a gravel road, ensuring we visited small communities and areas not accessible in the wet season.

Customs officers travel on remote patrols to familiarise themselves with the area and to build an information database using local knowledge. Officers from Broome travel throughout the Kimberley region and make use of the Customs National Marine Unit vessels and Coastwatch aircraft to cover locations inaccessible by road.

The patrols begin at the start of the dry season. Time taken to complete a patrol depends on a variety of issues including distance, road conditions, reason for the patrol and weather conditions. Patrols can take one to two days or up to ten days for a long-distance patrol.

Remote patrols require officers to become familiar with a global-positioning system, maps and compass to plot things such as settlements, airstrips, roads and tracks.

"We have developed a very pro-active Customs Watch program here in

top right: Customs officer Terry Slater shares a joke with students from Looma District High School at the Customs careers display in Kununurra.

above: Breathtakingly beautiful. Lake Argyle, 72km from Kununurra, holds in excess of 1000 square kilometres of water.

the Kimberley," said Paul. "Officers visit active supporters of the program and are always willing to foster new supporters. The patrols enable officers to meet the people who live and work in the region and make them aware of community programs such as Customs Watch."

Just outside Derby we stopped at the Boab prison tree. This unique tree was used a century ago as a temporary prison for Aboriginals. "Blackbirders" was the name given to men who tracked down and kidnapped Aborigines to work in the booming pearling industry. The hollowed-out tree could apparently hold up to 20 men. I shuddered to think how hot, stuffy and thick the air would have been inside.

We turned off the bitumen highway onto the Gibb River road. Considering it was getting close to the end of the dry season, the road was in reasonably good condition, so Terry told me.

We stopped at Windjana Gorge, a narrow canyon cut by the Lennard River through the Napier Range. This is the best place in Australia to see freshwater crocodiles - we saw about 30. Terry assured us that this was where we would see plenty of barramundi. He kept yelling, "Quick, here they are" but we seemed to just miss them each time. Dry season meant the water was low and I tried to imagine how different the gorge would look full of water. The rock faces are breathtakingly beautiful, all different shades of orange, yellow, red, brown and black. There was more beauty as the sun caught the cliffs at different angles.

top right: The wet season would see this river crossing on a side road off the Gibb River road inaccessible due to dangerous amounts of water.

bottom left: Students perform their self-choreographed dance routines at the Nhulunbuy and Weipa Croc Festivals.

It was starting to really heat up. A short drive up the road we came to Tunnel Creek, which flows through the Napier Range. At 750m long, the dry season is the only safe time to walk through the tunnel to see the stalactites and stalagmites. Except for a cave-in 150m into the tunnel, it was pitch black and we needed torches. Under Terry's instruction, George and I took our walking boots off at the tunnel entrance. Paul decided to keep his shoes on, something that I later wished I had done.

As we stepped into the knee-deep water we drew a quick breath, surprised by the icy temperature. The cold water and the darkness reassured me that there weren't any crocodiles calling the tunnel home. I would not advise anyone to walk through the tunnel with bare feet. Apart from sand, there is gravel and rocks and George's toe came off second best.

With our tired and sore feet safely back in their shoes, we continued along the Gibb River road to Fitzroy crossing where we stopped for lunch. I was either extremely hungry or I had the best meat pie in the world. Arriving at Halls Creek after a long day, we had dinner and an early night because sunrise would signal time to get on the road. As we left our hotel grounds it was sad to see the number of empty beer cans scattered around the streets. The theme for the Croc Festivals is to 'Respect yourself, respect your culture' and promotes a 100 per cent alcohol- and-drug-free event. I understood why it was important to convey the message to children at an early age.

Keen to get to Kununurra and check all the details for the Croc Festival, we started the 350km drive along the highway. The land looked barren and dry, and yet after our stops yesterday I knew that just behind a hill could be a beautiful gorge, river or water hole.

Because of the size of properties, fencing of paddocks is not common practice and "cattle caution" signs are a

regular sight along Western Australian roads. Livestock is one reason that travelling at night is not recommended. We saw lots of cattle and horses on our travels, and at one stage we had to stop as a mob of horses crossed the road and one ventured right up to the car.

As we got closer to Kununurra, the landscape began to change, the trees got taller, hills started appearing and the presence of water was apparent. In Kununurra we met Tony Coote, a Customs officer from Broome, who had been on an operation with Norforce, a unit of the Australian Army, for ten days in the bush and was in Kununurra to assist with the Croc Festival.

After coordinating Croc Festival arrangements for the following day, we went to Ivanhoe Crossing, which formed part of the original road from Kununurra to Wyndham. When Diversion dam was built, the crossing was permanently flooded creating a popular fishing and picnic area. There have been sightings of saltwater crocodiles jumping up the river chasing barramundi.

Next stop Lake Argyle, 72km from Kununurra. The huge expanse of water is the storage area for the Ord irrigation scheme. A 318m dam wall forms the barrier that holds in excess of 1000 square kilometres of water. The Aboriginal meaning for Kununurra is 'big waters'.

Tuesday was the first full day of the Croc Festival. Children had travelled long distances, some for up to two days, to attend the event. Indigenous Festivals Australia produces the festivals and ensures that children and teachers experience as much as they can with each day action-packed and full of activities. The days are long - six activities are scheduled between 9am and 4pm and then the evening's performances begin at 6.30pm.

The Croc Festivals, for the benefit of young people in rural and remote Australia, began with one festival in Weipa in 1998 and have grown to seven festivals in 2002. Held over two or three days, the festivals offer primary and high school students the opportunity to perform on stage and participate in activities that include a sports clinic, goal-setting workshop, careers expo, health expo and an arts workshop.

Customs sponsored the Croc Festivals as part of whole-of-government Commonwealth support, attending and participating in four festivals, Weipa, Nhulunbuy, Kununurra and Port Augusta, with displays in the Croc Festival careers expo.

The mercury hovered around 33 degrees and it was a relief that the careers expo was indoors at the Kununurra leisure centre. The children talked keenly with all the officers but were drawn to Terry, an indigenous officer.

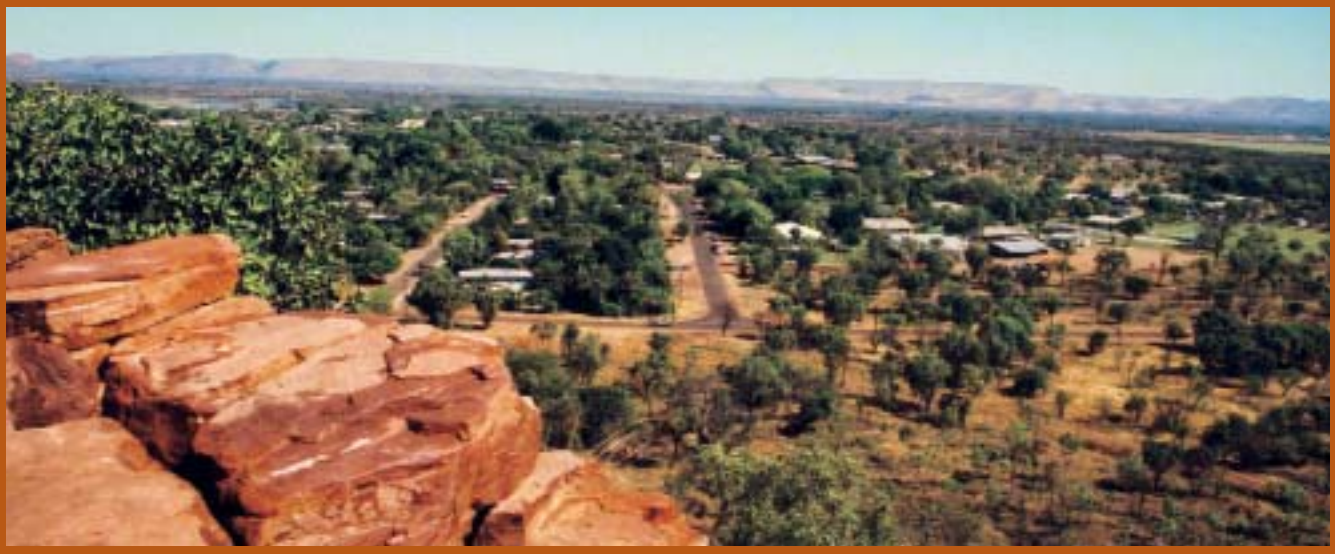
A brochure, Launch your career in Customs, was produced for the festivals. Focussing on indigenous officers working in various roles within Customs, the brochure identified different ways to join the agency. Highlighted were the specific entry programs for Aboriginal and Torres Strait Islanders.

It soon became obvious that the children loved having their photos taken. Students from the Gibb River station particularly wanted their photos taken next to the Customs Year of the Outback display when they recognised an elder from their community in the picture.

Apart from promoting careers in Customs, we also undertook an awareness program of Customs Watch. After talking to the first few schools, I was impressed with the knowledge that they already possessed, not only of Customs but also of Customs Watch, a community-participation program.

The children recognised pictures of the Coastwatch aircraft and the National Marine Unit vessels and some had been on a vessel during an open day in their area. The children talked about illegal fishing, animal smuggling, drugs and people smuggling. A lot knew that, if they saw something suspicious, they should do something about it. It really drew my attention to the important role that Customs officers in remote locations have in educating local communities in how they can help Customs.

It was encouraging to hear the answers that children of any age gave



The township of Kununurra, today with a population of about 5000 people, developed in the 1960s to service the Ord River irrigation scheme.

when asked the question, "What do you know about Customs?"

Their answers included:

- you protect Australia
- Customs protects the borders
- stops drugs from coming into the country
- go out on your boats and stop people trying to come to Australia illegally
- fly over boats and see who they are and what they are doing
- work at airports and look at people's passports.

That afternoon we attended the Croc Festival pre-performance reception where the executive producer, Peter Sjoquist, welcomed sponsors and showed the new goal-setting workshop, highlighting successful indigenous men and women. The display featured a short film on role models including Customs officers from the National Marine Unit demonstrating and discussing their duties performed on the Bay-class vessels, team relationships and management support provided to them.

The school performances began at 6.30pm on an outdoor stage on Kununurra High School grounds. The balmy evening was a perfect setting. For a lot of the students it was their first time on stage. After a traditional Aboriginal welcome from the local community children, the show began.

Some schools had only a few students performing, others had their entire schools. But one thing that showed on every child's face was the excitement, nerves and enthusiasm at performing on stage under lights and being the centre of attention for just a few minutes. The pride on the teachers' faces standing off to the side of the stage was obvious, seeing the hard work, time and energy put in over many months coming to fruition was a wonderful reward.

The festivals strive to create a non-competitive environment and emphasise that the Croc Festivals are designed for children to have fun, learn, participate and mostly just have a go. All participating schools received a framed gold CD participation award. As a sponsor, Customs was invited to present an award. George presented an award to the Kurrurrungka community education centre whose performance theme was a

top: Customs District Manager for the Kimberley region, Paul McCoy, looks over some of the 420,000 square kilometres that his job covers.

bottom: The Gibb River road was in good condition considering it was nearing the end of the dry season.

celebration of gifts and talents free from drugs and alcohol.

At the closing of the performances on the second night, there were fireworks that lit up the sky and reflected in the children's eyes. It was so obvious that, for children attending their first Croc Festival, they were having the time of their lives.

On the second day in Kununurra, George, Paul and Tony travelled to Wyndham to visit local police sergeant Eddie Clouter. As Broome is more than 1000km away, Sergeant Clouter is the acting officer for Customs at the Wyndham port. The Customs duties he performs include ship boarding and random searches of foreign ships arriving and departing the port - about 50-60 per year.

"Regular communication between Customs officers from Broome and Wyndham police strengthens the working relationships and gives both Customs and Western Australia Police Service a better understanding of what's happening in our area," said Paul.

It was time to head back to Broome along the Gibb River road, approximately 650km of gravel. We headed off nice and early as usual. On the way I was told of the types of things that officers look for on remote patrols. Things that could be seen as suspicious include car tracks heading off the road and airsocks that could indicate a runway. It became clear to me why it is so important for Customs officers who look after such large areas to go on remote patrols and build strong relationships with local communities.

As we stopped at petrol stations or towns along the way, usually Paul or Terry would know the locals from earlier patrols. They would have a chat and let them know why we were in the area. It was all about forming relationships.

Along the main road we took side roads to remote stations, including Elquestro station. We could not visit many of the places along the way as they were walk-in access only and took anywhere from two to three hours and we didn't have the time on this trip. Officers from Broome were due to be coming through this area on a remote patrol soon.

We called into Zebedee Springs, a permanent thermal spring where the water temperature is 28 to 32 degrees all year. Beautiful palm trees and cliffs up to 1800 million years old, known as King Leopold sandstone, surround the springs.

Mt Elizabeth Station was our stopover for the night. The station is a regular stopover for officers of remote patrols. Located on the Gibb River road between Derby and Kununurra, the 295,000ha cattle station runs over 6000 head of cattle and offers station stay accommodation.

Friday morning we headed off on the last leg of our journey. We called into Derby to look at the port, an area where the Broome officers often go to process ships. Because of the huge tides, resulting in low water levels at the wharf, vessels cannot come alongside, but have to anchor approximately 20 nautical miles out in King Sound. Officers boarding the ships have to travel out on the pilot boat so, including the four-hour return trip to Derby, clearing a ship generally requires an overnight stay.

Arriving back in Broome, I felt like I was returning home from a really long road trip. Once again I saw a Coastwatch plane coming in and things just seemed to fit into the picture.

The following day, as I sat at the airport ready to fly home, I was exhausted. It was Saturday again, only a week had passed and yet I had travelled, by both plane and car, thousands of kilometres.

Sunday morning I stepped off the plane at Canberra Airport. I took that same quick breath that I took at Tunnel Creek, except this was just my thermostat adjusting to a normal foggy, minus five winter's morning in Canberra.

Customs Watch is a program that encourages members of the community to report unusual or suspicious land, sea or air activities to Customs. Information may lead to the prevention of drug, wildlife or flora smuggling.

The box that changed the world

The first international shipping container arrived in Australia in 1969, bringing with it a new era in transport logistics - and ways to smuggle cargo. With Customs introducing new x-ray plants to scan whole containers, Ben Hickey looks at the impact the humble shipping container has had on world trade.

If we accept that the sailing ships of the Dutch and English East Indies companies pioneered long-distance maritime trade in the 1600s, and the engine revolutionised its speed of distribution in the 1900s, then it was a humble box in the 1960s that re-engineered the way we handle cargo.

For centuries, we transported conventional cargo in sacks, bags and cases.

Unloading a ship was a slow process. As recently as 40 years ago, it could take two weeks to achieve a turnaround, waterside workers using combinations of ropes, hooks and slings to move the cargo. Pallets and forklifts made things quicker, but it was still labour-intensive.

In hindsight, it is puzzling that this archaic form of cargo handling lasted so long. We invented flying machines before the container became commonplace. We engineered skyscrapers and built an atomic bomb before the container achieved widespread acceptance. We put people in space before we could agree on standardised dimensions for a shipping container.

The revolution called the container is a humble contraption. It is essentially a box that:

- encloses cargo
- is a uniform size
- allows for rapid movement by machine handling
- allows for easy stacking
- is strong and protective
- is weatherproof
- can be moved easily between ship, railway and road transport
- reduces rehandling
- reduces cost
- speeds transport.

It seems simple enough but, until the world agreed on need and a uniform size, it had few supporters.

That's not to say some shippers didn't see possibilities. In fact, the idea has been around since the 1830s when containers were used in pre-railway tramways of England, Silesia and America to transport ores, limestones and coals. In Australia, containers of different shapes and sizes started appearing in the late 1940s, and became more common in the 1950s when used for coastal shipping and interstate transport.

The marine containers we see today are usually traced to Malcolm Mclean, a North American truck operator, who hit on the idea of containers while watching goods being hoisted on to ships at a dock where he and his truck were waiting their turn to deliver goods. Mclean bought steamship companies in the 1950s and started experimenting with containers that could be loaded into 'cells' in a ship's hold.

However, the world could not agree until 1966 on a common size. That was the year the International Standard Organization reached agreement on containers of an eight-foot square external end area, with lengths in 10-foot multiples, and incorporating

standard fastening and lifting points. In short, it was a one-size-fits-all solution, which has become known as TEU (twenty-foot equivalent unit).

It was that agreement that unleashed an avalanche of containers on the world. Today there are an estimated seven million containers in the world and an estimated 7200 container ships. Containers became the forerunner to superships which transported more boxes and more quickly; the superships required bigger wharf areas and ports were upgraded or built anew to turn cargo around faster; the ports required updated transport logistics to move and pack the containers.

The container pushed maritime development into a never-ending process of change. It was like painting the Sydney Harbour Bridge: once you got to the end you needed to start again. Once faster handling was available, bigger ships could be used which required faster handling and better land transport.

For example, in the Port of Sydney the tonnage of cargo doubled in the first three years of containerisation once the first container ship, Encounter Bay, arrived in 1969. From zero containers, there were 735,000 containers landed in 1992-3. Last year there were more than one million shipped through Sydney.

For Customs, the era of superships and cargo containers presented practical challenges in the traditional roles of protecting the border and prevention of smuggling. More cargo, more goods and enclosed containers meant more ways to conceal goods that might be dutiable or prohibited.

Coping with the larger volume has required varying combinations of manpower challenges, logistics challenges and process challenges over the decades since containerisation.

Customs overcame these challenges with upgrades of staff skills, use of computer technologies to assist manual approval of import entries, risk-management and intelligence-gathering skills, and new border technologies such as detector dogs.

But checking containers is a slow process: at times it can take up to eight person days to pack and unpack a container. Customs has sometimes been criticised for not inspecting enough containers (although critics overlook that those containers inspected have been screened and targeted for inspection because they are perceived as high risk).

However, technology is about to overhaul this inspection process with the introduction of container x-ray facilities in Sydney, Melbourne, Brisbane and Fremantle that will increase inspection rates by up to 100 containers a day per port.

The bigger ships also provide more areas to conceal goods. Customs is improving its ship-search techniques to ensure better protection against ship smuggling with its Border Search Training Centre that provides staff consistent, skilled and professional approaches to searches.

The container as a means to move cargo might have been slow to take off but its impact has been substantial in speeding the exchange of traded goods between countries, in reducing the cost of trade between countries, and indeed in making the world a smaller place. If only the pioneers of maritime trade back in the 1600s could see the progress in the trading world they created so long ago.

top: Unloading passenger baggage in Sydney in the mid 1950s.

bottom: A container ship enters Sydney in 2002.

Case study: the effect of containerisation on Sydney

By Peter Chinn, who worked for Customs for 40 years, including on the Sydney waterfront from 1959 to 1964. His earlier years were spent as an assistant wharf examining officer, later advancing to wharf examining officer in charge of wharves at Woolloomooloo and Pyrmont

Handling of containerised cargo revolutionised shipping. In Sydney, for example, special terminals were built at Glebe Island and White Bay (and later at Port Botany) with cranes for offloading/loading containers.

Containers gradually rendered redundant virtually all the existing wharves in the port as containerised cargo replaced the old methods of cargo handling.

Container terminals required large areas for the stacking of containers pending removal and, in Sydney, depots were established at areas such as Rozelle, Waterloo, Villawood and Chullora. These were lower-rent areas, well away from the waterfront where Customs and maritime activities had traditionally been located, but connected with the ports by rail. At times, Customs had staff permanently established at these container depots.

With the exception of bulk cargoes such as coal, wheat and ores, the cargo handling process before containers was labour-intensive, slow and inefficient.

Teams of waterside workers would descend into the holds of a ship to physically move individual packages on to a rope sling (rather like a large rope net).

When full, the corners would be attached to the hook of the ship's crane which would then haul the load out of the hold. Once on the wharf, another team of waterside waters would unload the contents.

Wharfies would trundle most crates/cases on a two-wheeled barrow into the wharf shed where cargo was checked in by tally-clerks and stacked.

Under the old system, Customs had permanent offices at about 40 wharves in the port of Sydney. Each was under the charge of a Wharf Examining Officer who was responsible for ensuring all cargo imported by a vessel at his wharf was properly accounted for in accordance with Customs requirements.

He would receive the manifest for the ship from the ship's owners/agents and would acquit deliveries by Customs entries or other acceptable documentation. The officer would also collect duty from crew and passengers as well as clear passenger's effects.

With the coming of containerization, a major procedural and organisational change came into effect. Authorisation for delivery of cargo (and accounting for cargo) was centralised in a branch at the Customs House where importers and agents attended, instead of at a wharf office. Nearly all wharf offices were closed and the Sydney waterfront was divided up into four or five geographical areas, each under the control of an inspector with a staff of examining officers and assistant examining officers who carried out examinations and other Customs control tasks at wharves.

This system represented a more effective and efficient use of resources. Around the same time, another radical change came into effect: documentary control. This involved officers visiting shipping company premises to examine records to verify compliance with all Customs requirements.

Over the intervening years, enhancements have been made to our controls of import and export cargo while at the same time meeting - and anticipating - the requirements of the importing and exporting communities.

Australian Customs has always been attuned to change and has a proud record in successfully meeting all challenges.

Fast efficient fumigant extraction

top right: Safety equipment used as a precaution against the absorption of toxic vapours encountered in fumigated cargo containers.

above: New equipment for removal of toxic vapours facilitates the inspection process.

Customs trials of a faster and more effective fumigant extraction system for containers are having encouraging results.

Sea cargo containers shipped internationally are often fumigated with toxic gases to thwart vermin and pathogens for quarantine purposes, and many industrial adhesives and coatings continue to give off toxic formaldehyde for some time after manufacture.

As the first line of defence at the border, Customs officers often must deal with toxic gases and vapours trapped inside sea cargo containers, which they open for inspection.

To protect the health of Customs officers, it is necessary to remove these toxic compounds from the container before the inspection begins.

To now, Customs cargo-examination facilities have relied on passive ventilation and low-intensity forced ventilation of containers.

Passive ventilation takes days to achieve the desired result on one container, and forced ventilation takes many hours.

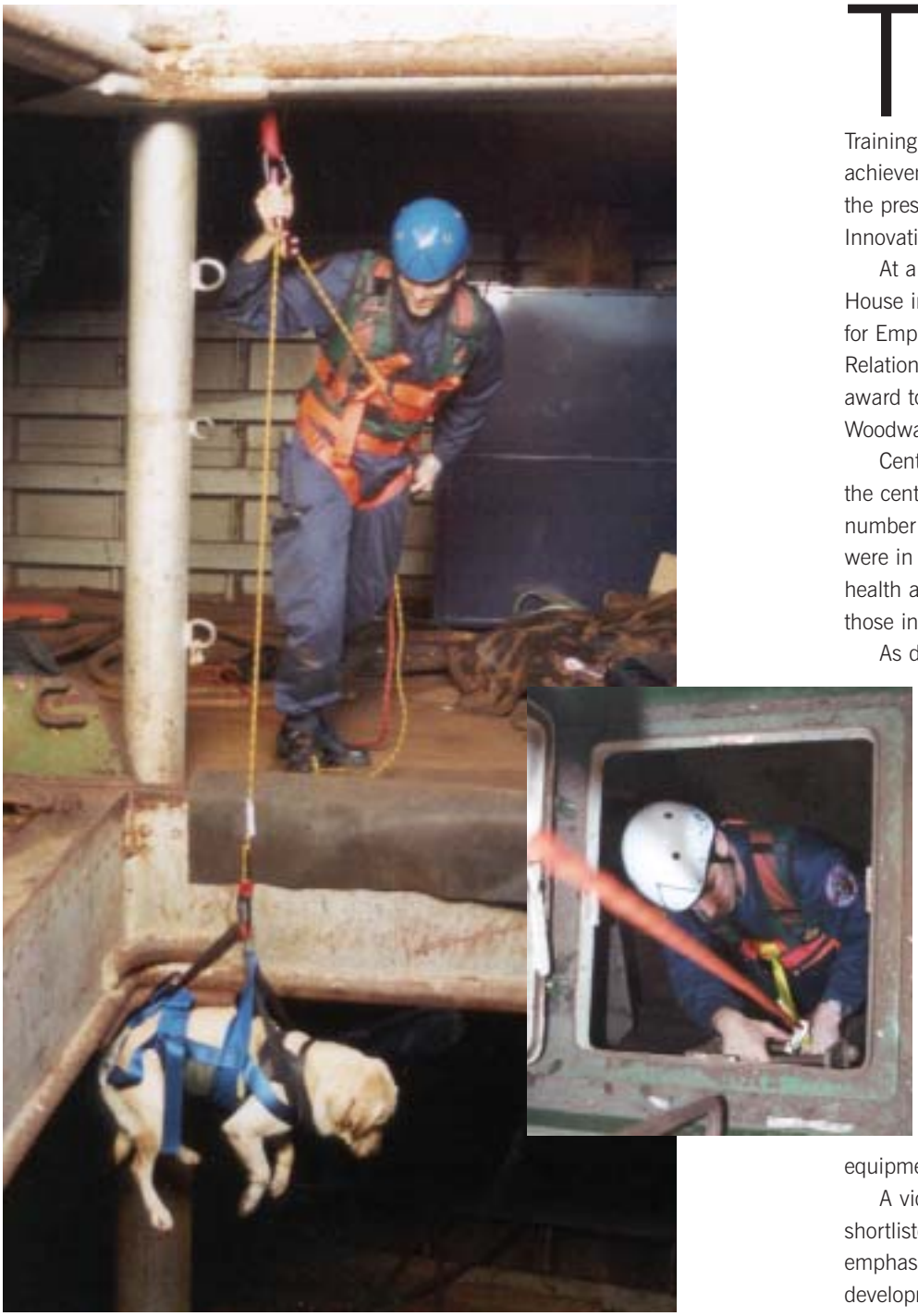
A more effective fumigant extraction system has been found and the prototype trialled in Customs cargo-examination facilities in Sydney and Melbourne. Clearing a container of fumigants generally takes between 30 and 90 minutes depending on how tightly packed the container is and the fumigant concentration.

Designed and manufactured in New South Wales, the system consists of a vacuum pump assembly which is clipped to the opening of the cargo container. The extracted air can be released into the atmosphere directly or passed through a chemical filter for scrubbing the fumigants.

Commonly encountered fumigants in Australia include methyl bromide, ethylene dibromide, ethylene oxide, hydrogen cyanide, phosphene and sulphuryl fluoride.

It is intended that this system will be deployed around the country on completion of the evaluation in Sydney.

Innovation recognised through leading edge training



above: Customs dog handler from Brisbane, Dave Shepherd, using the fall-arrest harness lowers detector dog Storm into the hold of a ship for a training exercise on the maritime and aviation environment awareness course.

inset: Andrew Dawson, a Customs dog handler from Adelaide, demonstrates the fall-arrest harness as he lowers himself into a confined space in the hold of a ship.

The Safety, Rehabilitation and Compensation Commission has publicly recognised Australian Customs Border Search Training Centre in Sydney for its achievements in safety. The centre won the prestigious Workplace Safety Innovative Solutions Award.

At a ceremony at Old Parliament House in Canberra in July, the Minister for Employment and Workplace Relations, Tony Abbott, presented the award to Customs CEO Lionel Woodward.

Centre Manager Frank Malkoun said the centre had identified that a large number of staff throughout Customs were in need of special occupational health and safety training, particularly those in border-related environments.

As development of the training modules and acquisition of equipment began, the centre found the equipment quite basic and lacking the requirements for the sometimes dangerous operational environments that Customs officers work in.

"Due to the potentially hazardous nature of these environments, occupational health and safety has been of paramount importance in the development of training and the procurement of suitable equipment," said Frank.

A video presentation of the shortlisted applicants for the awards emphasised the importance on the development of the centre's fall arrest harness.

After exhaustive testing and research of the industry-standard safety harness, staff at the centre identified potential

hazards and a need for the centre to develop its own equipment.

"The industry standard safety harness has the rope attachment point at the back for fall arrest," Frank said. "We recognised that this would pose major hazards for Customs staff because of the confined spaces our employees enter. With the potential for serious personal injury due to cargo and machinery, we recommended the fall arrest attachment should be connected at the front of the vest."

The length of rope for the harness was another concern. Industry standards are between one and two metres. After testing, staff at the centre determined that 600mm length of rope should be the standard for the fall-arrest harness.

By reducing the length of the rope, the potential for damage to internal organs, whiplash-type injuries and from being swung out of control into machinery or other objects was reduced.

The centre also modified safety harnesses to allow for the large amount of equipment Customs officers must carry while conducting a search

In consultation with local manufacturers, the centre designed, developed and manufactured a number of other innovative devices and programs to be incorporated into training including:

- purpose-built simulators to give Customs employees experience in confined space conditions
- modules on basic climbing techniques, height management and personal protective equipment
- advanced first aid and trauma management modules.

Quality control is an element that the centre prides itself on. It offers a standardised approach to training at one location, ensuring that all procedures and practices related to the search function are conducted in a consistently safe manner.

"The centre certifies employees as competent in all aspects of the training program before they can perform potentially dangerous searches," Frank said. "The students become confident in their ability to identify and deal with potential hazards, skilled in first aid across a range of environments and experience practical operations through simulation.

"The centre is committed to occupational health and safety and will continue to revise best practice search methodologies. This revision includes national and international procedures and staff having regular contact with other jurisdictions. The free exchange of information will ensure that the centre will continue to provide leading-edge training with health and safety issues a priority."

The centre's innovations have resulted in increased demand for training courses within Customs as well as from other government agencies.

The Safety, Rehabilitation and Compensation Commission introduced the safety awards last year as an incentive for Commonwealth agencies to continuously improve injury management and occupational health and safety.

Nominations were invited from all Commonwealth agencies in two categories: workplace safety leadership and workplace safety innovation solutions. The centre's submission was entered into the innovation category.

Workplace Relations Minister Tony Abbott (centre) with Customs CEO Lionel Woodward (third from right) and the Border Search Training Centre team, from left, Ros McQueen, Frank Malkoun, Robyn Carr, Nathan Phillips and Tony Wheatley.

Black Jack

By Peter Chinn

I do not suppose there are many Customs officers today who have heard of "Black Jack" Galleghan but, to the generation who lived or served in the forces through World War II his was almost a household name. I have a somewhat special knowledge of the man who was my father's boss in the Commonwealth Investigation Service in the late 1940s-early 1950s and through having met him several times.

I knew he had been a Customs Officer at Newcastle early in his career but had not thought too much about it until recently when, in the course of my duties as History Officer, while examining some ancient records from the old Newcastle Customs House I came across an operational diary which bore his long-forgotten but distinctive signature. So I pursued some research to learn more about the career of one of our most notable officers.

Frederick Gallagher Galleghan was born in the Newcastle suburb of Jesmond in 1897, the son of a waterside worker, one of whose parents came from the West Indies. Fred was a tall, well-built man of olive complexion whose ancestry was not readily apparent. However, in the earlier half of the century, colour prejudice was rampant and, according to Stan Arneil, Galleghan's biographer, the family had some sensitivity to its West Indian blood. It appears the nickname "Black Jack" was bestowed on Fred by his troops in Malaya and evolved partly from his background but also because he was a strict but respected disciplinarian. Arneil stated that Galleghan was proud to be known as "Black Jack" during the years as a prisoner of war under the Japanese.

Fred completed his secondary education at Cook's Hill High School and, like so many of our officers of yesteryear, joined the Commonwealth Public Service as a telegraph messenger with the Postmaster-General's Department in 1912 on the princely salary of one pound a week. He was an enthusiastic sportsman but also keen on the army, serving in the Cadet Corps. In 1916, at the age of 19, he enlisted in the Australian Imperial Force and served in France with the infantry, attaining the rank of sergeant. He was seriously wounded in action and convalesced in England before returning to the front.

At war's end he returned to Newcastle and resumed his career with the Postmaster-General's Department as

a clerk at several Newcastle suburban post offices and later with the Electrical Engineers Branch of that department until November 1926 when he transferred to the Department of Trade and Customs Newcastle office as a clerk on an annual salary of 258 pounds. Looking at the establishment of the sub-collectorate at that time, Fred's position probably could be equated to the equivalent of today's Band 2.

Promotion between the wars was very slow for a number of reasons: people tended to make the public service a lifetime career and retirement at age 65 was the norm. Furthermore, on the threshold of the Great Depression, there was little or no growth in the public service. I remember one senior officer telling me many years ago that, in those times, it was common to remain on the one grade for ten years or more.

In 1926, Newcastle had a staff of 22, ranging from the Sub-Collector, Alfred Henry Gibson (who held that position from 1917 to 1934), through examining officers, clerks, a locker, a typist, launch crew, searchers and watchmen to the lowly messenger.

Looking at the Newcastle staff list published in the Commonwealth Gazette of 18 November 1927, I recognised the names of three officers who were still in the department as recently as the early 1960s:

- J. F. (Jim) Conlon, the patriarch of the famous Customs family who later moved to Sydney to eventually retire as Senior Inspector, Invoice Room in 1964
- Frank Buxton, who saw out his long career at Newcastle
- Joe Temby, one of the longest-serving preventive officers - the latter two whom I met on my visits to Newcastle in the late 1950s.

Fred Galleghan remained at the same grade during his ten years with Customs at Newcastle. While no records are now available to indicate the positions he occupied, it is likely that he performed a wide range of duties both in the Customs House and on the wharves as an assistant examining officer. Biographer Stan Arneil, a longtime friend and sergeant in his unit throughout the war, dismissed Fred's Customs career in one line in his book, Black Jack, focusing naturally enough on the man as a soldier and later as a senior public servant.

While Fred's Customs career did not reach exalted levels, his career in the Militia (today's Army Reserve) was another story altogether. He joined the Militia on returning from France in 1919 and in, 1932, was promoted to lieutenant-colonel as commanding officer of the 2nd Battalion (City of Newcastle Regiment).

In November 1936, Fred Galleghan decided to seek another career path and was promoted to the position of second-in-charge of the Commonwealth Investigation Branch, Attorney-General's Department, in Sydney. This small unit was the forerunner of ASIO and the Australian Federal Police and was responsible for security matters and the investigation of breaches of the Commonwealth Crimes Act. No doubt Fred's character, ambition and position in the Militia were significant factors in his obtaining this position. Had he continued with Customs, it is more than likely that he would have reached the highest levels in this department on the basis of his subsequent career progression.

Fred's military abilities were evidently well-regarded as he was appointed commanding officer of the 17th Battalion (North Sydney Regiment) in 1937, which position he held until 1940 when he took leave from the public service and transferred to the 2nd Australian Imperial Force (AIF) as commanding officer of the 30th Infantry Battalion (2/30th) of the 8th Division which was posted to Malaya in 1940.

During the brief Malayan campaign before the fall of Singapore in February 1942, the 2/30th Battalion under Galleghan inflicted the first major Allied defeat of Japanese forces through a devastating ambush of a large unit at Gemas in southern Malaya.

With the fall of Singapore and the surrender of Allied Forces - and the escape to Australia of Lieutenant-General Gordon Bennett and other senior 8th Division officers - Lt. Colonel Galleghan was the senior Australian officer of the many thousands of AIF personnel in the notorious Changi jail. Outranked initially by a more senior British officer, Fred had the dubious privilege of being Deputy Commander Allied Prisoners of War in 1942, and subsequently Commander of Changi Prison Camp from 1943 to 1945. During the years of incarceration, Galleghan maintained strict discipline within the camp and was fearless in his dealings with the Japanese. As a result, he was respected by all and engendered a fierce loyalty from his troops.

During his incarceration, Fred was promoted to brigadier but did not become aware of this until he was released. He was awarded the Distinguished Service Order in recognition of his leadership of the 2/30th Battalion during the Malayan campaign.

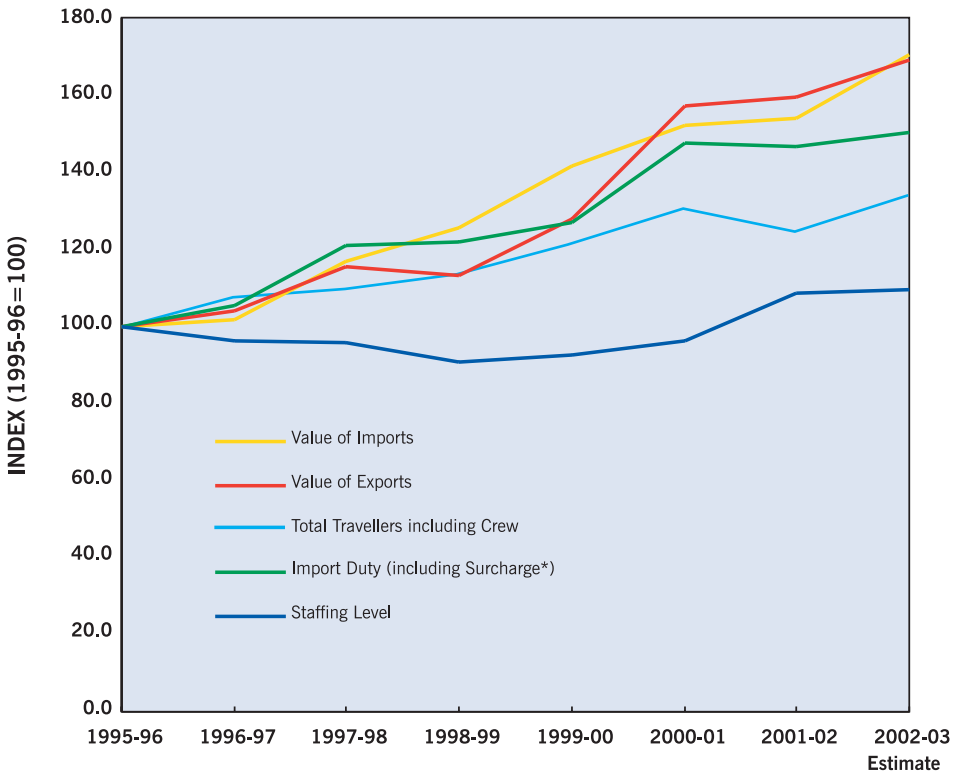
Galleghan rejoined the Commonwealth Investigation Branch in 1945 as Deputy Director for NSW and, in 1947, was appointed Head of the Australian Military Mission in Berlin with the temporary rank of major-general, which position he held until returning to Sydney in 1950 to his former job. Fred retired from the Public Service in 1959.

In retirement, he was very active in Legacy and other ex-servicemen's welfare organisations and, in recognition of his work, Galleghan was knighted in 1969. Sir Frederick Galleghan DSO, KBE, ED, died in April 1971.

Though a Customs officer for only ten of his 47 years in the Commonwealth Public Service, Fred Galleghan is nevertheless part of our history and one can only speculate on the mark that this remarkable man might have made on the Customs had he stayed.

Australian Customs Service Statistics

Key statistics Indexed on 1995-96 Levels



KEY CUSTOMS ACTIVITIES	1998-99	Growth %	1999-00	Growth %	2000-01	Growth %	2001-02	Growth %	2002-03 Estimate	Growth %
Imports										
Value of Imports ($m)	97,611	8	110,077	13	118,317	7	119,680	1	132,607	11
Import Duty including Surcharge* ($m)	3,807	1	3,966	4	4,609	16	4,579	-1	4,690	2
Import Entries ('000)	2,573	2	2,716	6	2,834	4	2,812	-1	2,917	4
Exports										
Value of Exports ($m)	85,992	-2	97,287	13	119,538	23	121,175	1	128,446	6
Export Entries ('000)	1,262	3	1,339	6	1,426	6	1,456	2	1,500	3
International Travellers (Air & Sea)										
Passengers ('000)	15,554	4	16,667	7	17,959	8	17,139	-5	18,424	8
Crew ('000)	1,560	2	1,626	4	1,713	5	1,573	-8	1,685	7
Total Travellers including Crew ('000)	17,114	4	18,292	7	19,672	8	18,711	-5	20,109	7
Size of Customs Service										
Staffing Level *(Full Time Equivalent)*	3,898	-5	3,986	2	4,144	4	4,667	13	4,707	1

* Surcharge under the Safety Net Arrangements between the Commonwealth and State/Territory Governments.

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