

OSCE-wide Seminar on Passenger Data Exchange 28-29 September 2017, Hofburg, Vienna

CONCEPT NOTE

The value of passenger data exchange systems, in particular through Advance Passenger Information (API), was clearly recognized at the UN-level in Resolutions [2178](#) and [2309](#), which focus on preventing the movement of foreign terrorist fighters and aviation security respectively.

In the OSCE Ministerial Council (MC) in Hamburg, participating States [committed](#) to establishing national advance passenger information (API) systems in accordance with international standards, and tasked OSCE Executive Structures to support States in these efforts. Since then, the OSCE has been a partner among a coalition of international organizations who have been raising-awareness and seeking to build capacity on API. In addition, the OSCE Transnational Threats Department (TNTD) has conducted national workshops to develop Roadmaps for implementation in both [Serbia](#) and [Montenegro](#), and also distributed an [Overview](#) of the Use of API in the OSCE Area as a reference tool for participating States.

The primary goal of this seminar is to support participating States in implementing MC Decision 6/16 on Enhancing the Use of Advance Passenger Information. In that Decision, participating States committed to:

1. Establish national API systems in accordance with the provisions contained in ICAO's Annex 9 to the Convention on International Civil Aviation (the Chicago Convention) and aligned with the WCO/IATA/ICAO Guidelines on API, including those on privacy and data protection, in order to effectively collect passenger and/or crew data from airlines operating in their territories;
2. Consider establishing at the national level an interactive system to exchange API data (iAPI) in order to prevent the movement of foreign terrorist fighters in line with UN Security Council resolutions 2178 (2014) and 2309 (2016);
3. Adhere to ICAO Document 9082 "ICAO's Policies on Charges for Airports and Air Navigation Services" in the context of establishing an API system, recognizing that States are responsible for ensuring the implementation of adequate security measures at airports;
4. Collaborate with all relevant national stakeholders in the implementation of national-level API systems and consider establishing one authority to receive, on behalf of all other authorities, all forms of passenger data through one single window data entry point;
5. Increase the added value of API data by seeking to establish automated cross-checking of this data against relevant national, regional and international watch lists, in particular Interpol databases and UN Sanctions Lists;
6. Provide assistance to support other requesting participating States in establishing an API system.

Therefore, this OSCE-wide Seminar will seek to address these commitments across four main topics:

1. Why exchange passenger data, what is API, how does a passenger data exchange system actually work?

2. National experiences in establishing passenger data exchange systems – lessons learned and good practices;
3. Establishment of a comprehensive national legal framework for passenger data transfer and collaboration with airlines and other participating States;
4. Overview of available systems and connectivity to watch-lists and databases.

Expected Results	
For States not yet with an API system	For States already with an API system
1. Obtain information on the benefits of an API system, and how to establish one in line with international standards	1. Share best practices in implementing an API system
2. Utilise the lessons learned of neighbouring States and build networks for future information exchange	2. Acquire information on more advanced data exchange tools such as interactive API and/or Passenger Name Record
3. Examine the possibilities offered by commercial IT service providers	3. Make contacts with IT service providers offering additional analytical capabilities
4. Initiate connections with potential donor organizations and States	4. Improve existing interactions with airlines

Additionally, participants will be provided with a factsheet of [international standards](#) and [guidelines](#) that should be followed when implementing a passenger data exchange system.

Target Audience	
For States not yet with an API system	For States already with an API system
<ul style="list-style-type: none"> • Decision-makers who will be involved in the establishment of a national API system (Immigration / Customs / Border Security / IT Development) 	<ul style="list-style-type: none"> • Officials who were involved in the establishment of the existing system (Immigration/Borders/IT) • Representatives from the national targeting centre (PIU)
<ul style="list-style-type: none"> • National civil registry / travel document issuance / identity management authorities for the Launch of the OSCE Compendium on Good Practices in Identity Management 	

The suggested level of participants for this event is expert-level of officials who either will be or have been involved in the establishment of a national API system. Representatives from national targeting centres and/or passenger information units are also invited to participate. It is expected that participants will be able to engage in discussion and debate on good practices and lessons learnt in implementing an API system.

Additionally, since the OSCE Compendium on Good Practices in Identity Management will be launched as part of the seminar on 29 September, national civil registry / travel document issuance / identity management authorities are also invited.

TNTD will also invite experts from the UN, ICAO, IOM, Interpol, IATA, the European Union, and others, as well as airlines and IT service providers engaged in implementing API systems.

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INDICATIVE AGENDA**

Opening Session – Why exchange passenger data, what is API, how does a passenger data exchange system actually work?

This session will introduce the seminar, set the scene for the coming days, and will seek to clearly demonstrate the operational aspects of a passenger data exchange system.

Speakers: UNCCT, IATA

Session 1 - National experiences in establishing passenger data exchange systems – lessons learned and good practices

OSCE participating States have pledged to provide assistance to support other requesting participating States in establishing an API system. Many States have already successfully implemented an API system, while others are now in the process of planning and/or establishing one. This session will feature presentations on recent national experiences and will allow for an exchange on good practices to follow and potential pitfalls to avoid.

Speakers: Participating States who have already implemented an API system – see [map](#)

Session 2 – Establishment of a comprehensive national legal framework for passenger data transfer and collaboration with airlines and other participating States

An essential requirement for the implementation of a passenger data exchange programme is the adoption of legislation allowing national authorities to collect and mandate that airlines transmit passenger data. This legal framework also needs to comply with international standards and include data privacy provisions. Often, one of the barriers to airlines in transmitting this data is the data protection laws in a particular country and whether this legislation is in line with the legal framework in other States. In this context, close collaboration with airline operators and other States is necessary for the effective implementation of an API programme.

Speakers: International airlines active in the OSCE area, EU Commission, ICAO

Session 3 – Overview of available systems and connectivity to watch-lists & databases

On its own, passenger data is just data. The added-value of it is to establish automated cross-checking of this data against relevant national, regional and international watch lists, in particular Interpol databases and UN Sanctions Lists. Some States have developed their own IT systems capabilities to do this; others have relied upon commercial IT service providers, while some States donate the necessary software to support other requesting States. This session will discuss the various options available to States establishing an API system.

Speakers: eu-LISA, INTERPOL, IT service providers, States offering software to others

Special Session – Launch of the Compendium on Good Practices in Identity Management in the OSCE Area

Despite the fact that border controls are tightening, and that we have highly secure passports with biometric chips, the processes to acquire a genuine passport remain open to abuse by criminal and terrorist groups. Identity deceptions are particularly prevalent when there are disconnects between passport and civil registry identity management systems - with civil registry systems often being the weaker link. Therefore, the OSCE is launching a Compendium on Good Practices in Identity Management in order to increase awareness among state authorities of possible gaps in their systems, and to provide guidance on how the travel document issuance process can be made more secure. This publication has been developed by ODIHR's Migration and Freedom of Movement Unit and the OSCE Secretariat's Transnational Threats Department.

Speakers: ODIHR, ICAO, EU Estonian Presidency