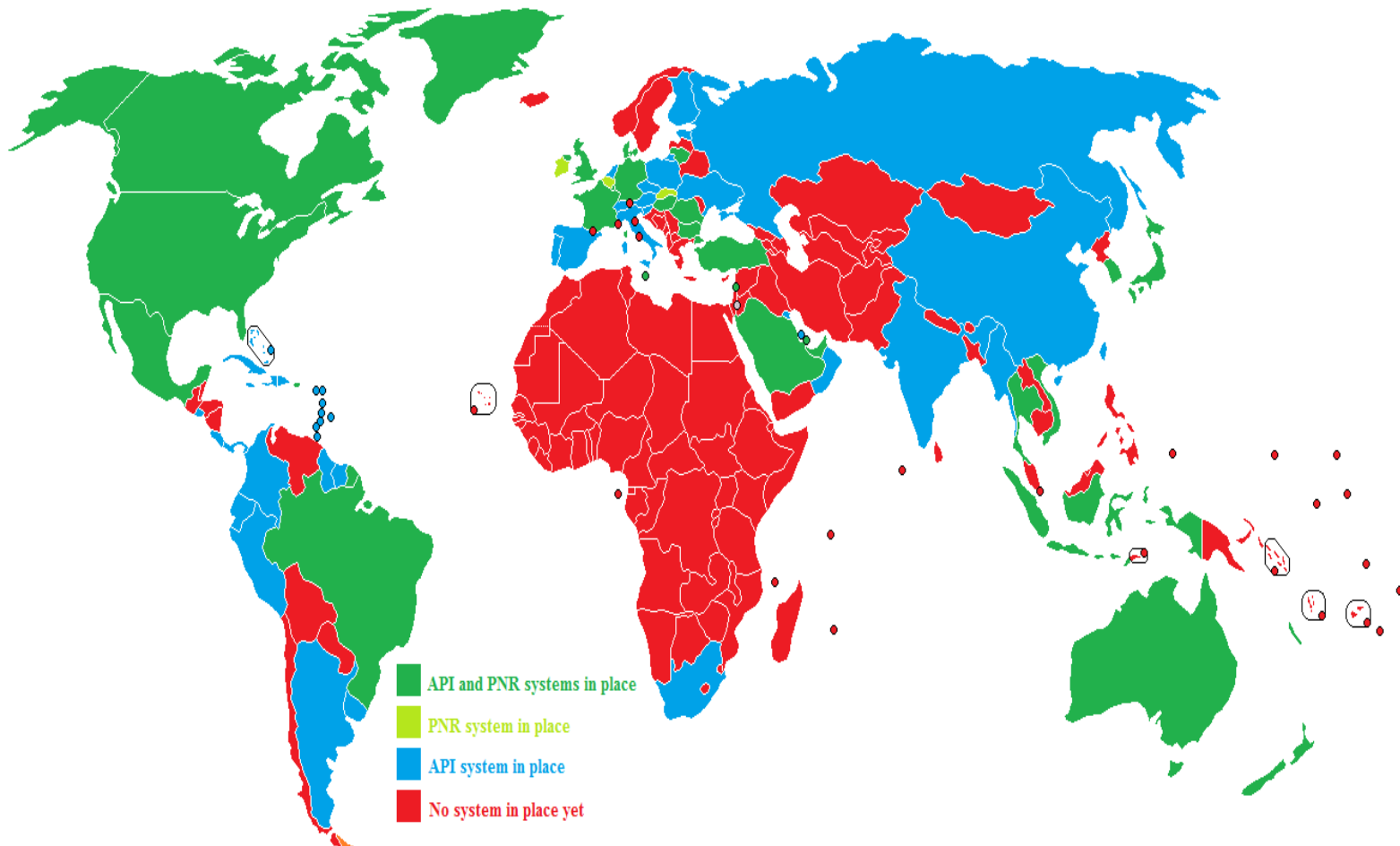


## Overview of the use of Advance Passenger Information (API) and Passenger Name Record (PNR) in the OSCE Area

21 January 2019



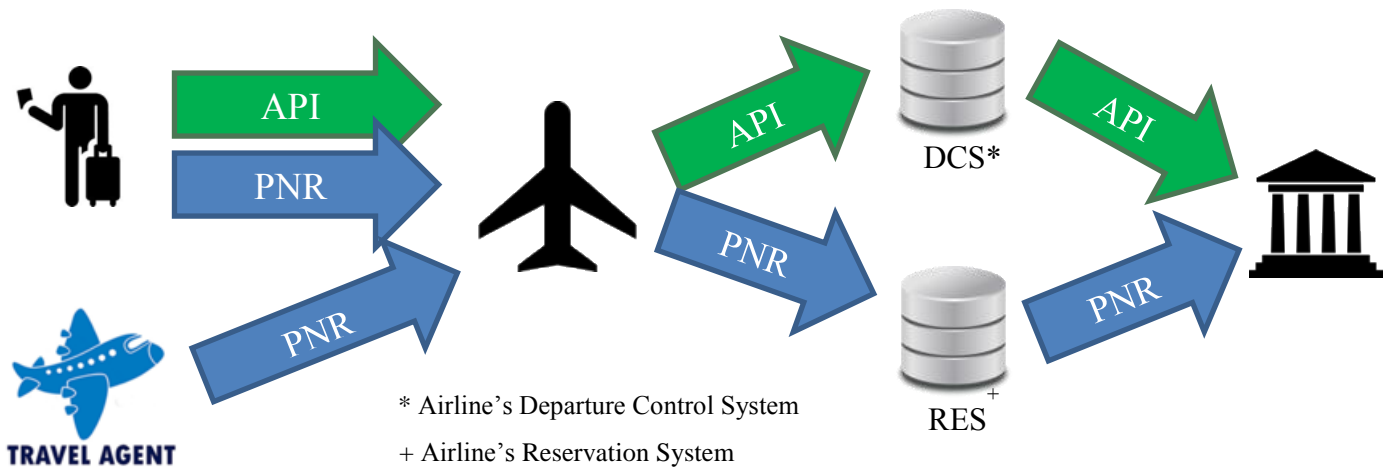
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*This document aims at highlighting the use of Advance Passenger Information (API) and Passenger Name Record (PNR) systems among OSCE participating States and Partners for Co-operation in line with OSCE Ministerial Council Decision 6/16 on Enhancing the Use of API and United Nations Security Council Resolution 2396. It also outlines the support the OSCE Transnational Threats Department (TNTD) offers through national workshops and follow-up consultations in exploring the functions and benefits of API and PNR in combatting terrorism and transnational crime, in determining the technical assistance needs of participating States, and in identifying potential donor assistance for capacity building.*

# 1. Overview of passenger data: what are API, PNR and iAPI?

API and PNR are both types of passenger data collected by airlines. When an API or a PNR system are in place, details of passengers are transmitted by airlines to law enforcement authorities before a flight's departure or arrival at the airport of destination.

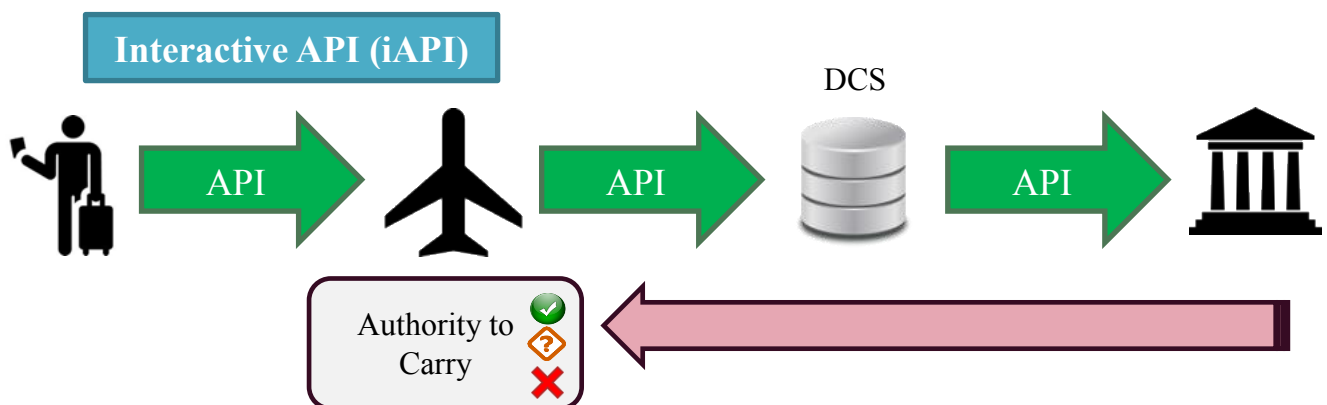


## API and PNR data are not quite the same

<p>API is the biographic information contained in the Machine Readable Zone of a passenger's travel document submitted during check-in.</p>	<p>API is based on a government-issued travel document and thus it is verified data.</p>	<p>API is useful for matching against watch-lists and risk profiles and detecting whether inadmissible persons are attempting to travel.</p>
<p>PNR is the data provided when booking a flight, including contact details and payment information.</p>	<p>PNR is manually input by the traveller or the travel agent and not verified.</p>	<p>PNR can help to identify suspicious travel patterns and hidden connections between known threats and their unknown associates by examining specific data elements, such as credit card numbers.</p>

In addition, API systems can be divided in two distinct categories: non-interactive batch-style API systems and interactive API (iAPI) systems. In a batch-style API system, information from passengers are collected during the check-in process and then communicated together in a single message.

An iAPI system allows for a two-way communication in near real-time. The airlines transmit the API message on a per-person basis to the requesting authorities at the time of check-in, while law enforcement agencies have the opportunity to decide whether a certain person is allowed or not to board a plane by issuing a board/no-board message.



**Pros of iAPI**

**Cons of iAPI**

1. Governments can prevent the arrival of inadmissible persons

2. Airlines do not have to cover costs of detention and return

1. iAPI systems are far more complex than batch style systems

2. Higher development, implementation and operational costs

To learn more about the different types of passenger data exchange systems, please watch the [online videos](#) included in the International Air Transport Association's (IATA) Passenger Data Toolkit.

**2. What is the current status of API and PNR implementation across the OSCE area?**

In December 2017, the United Nations (UN) Security Council unanimously adopted [Resolution 2396](#). Building upon previous Resolutions [2178](#) (2014) and [2309](#) (2016), it calls upon Member States to collect API and PNR information. Because 2396 was adopted under Chapter VII of the UN Charter, **compliance with this obligation is mandatory for all Member States.**



Full implementation of Resolution 2396 represents a massive undertaking. To date, **only 48%** of OSCE participating States have set up an API system, while **just 31%** collect PNR data.

There are numerous reasons that explain the low incidence of API and PNR use, such as: (i) the technical capacity and skills needed to use them, (ii) the costs of purchasing, maintaining and operating these solutions; and (iii) the legal changes required to ensure data privacy.

**3. What types of support does the OSCE offer to participating States in relation to API and PNR?**

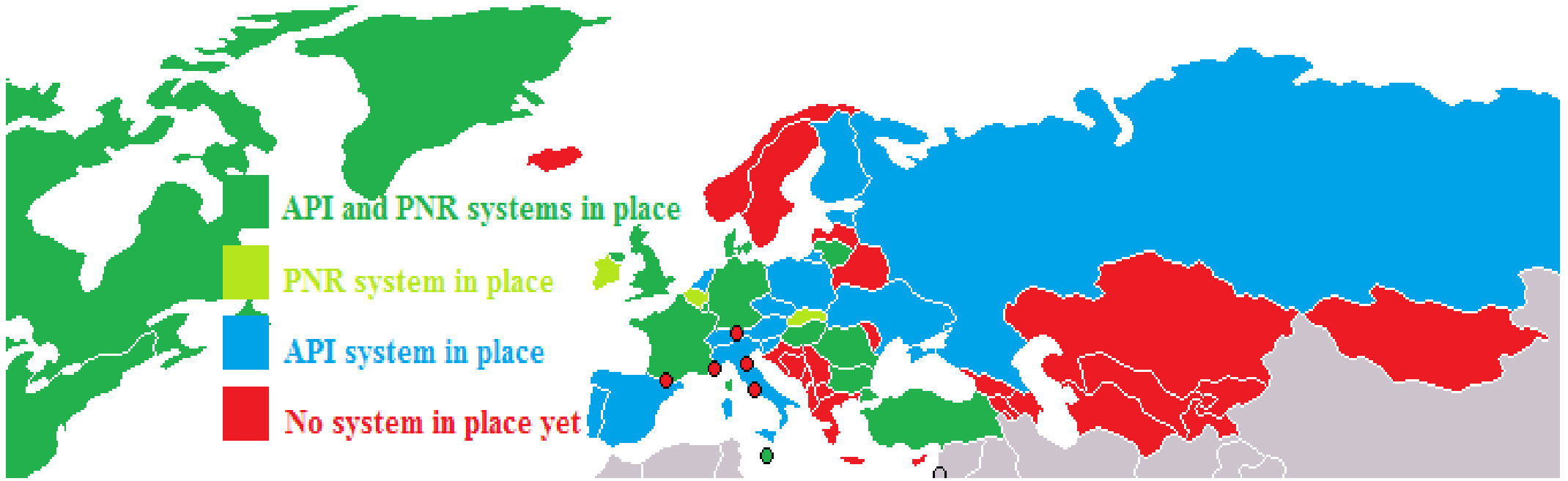
In relation to API and PNR, the OSCE Transnational Threats Department (TNTD) has been organizing Workshops on Establishing a Passenger Data Exchange System across the OSCE area. To date, TNTD has travelled to [Belgrade](#), [Podgorica](#), [Tirana](#), [Skopje](#), [Prishtinë/Priština](#), [Bishkek](#), [Tbilisi](#), [Tashkent](#), [Ashgabat](#) and [Chisinau](#) to work with local authorities to prepare tailored Roadmaps outlining the main steps that they need to follow to implement API and PNR systems.



These workshops are being followed-up with consultations aimed at supporting local authorities in implementing the Action Plans. This includes the review of national legislation and the drafting of a new API/PNR law or an amendment to the existing laws (if needed), the discussion of and the agreement on the objectives of the country's passenger data exchange programme, as well as the analysis of the different options available for participating States to establish connectivity between airline and government systems for the transmission of passenger data.



**States interested in requesting the above-mentioned OSCE support or in providing donor funding should contact Mr. Simon Deignan ([Simon.Deignan@osce.org](mailto:Simon.Deignan@osce.org), Office: +43 1 514 36 6186) for further information on this subject.**



Sources: IATA API/PNR World Tracker and consultations with participating States