Twelfth North American, Central American and Caribbean Directors of Civil Aviation Meeting (NACC/DCA/12)

Placencia, Stann Creek District, Belize, 9-11 July 2024

Agenda Item 3: **Aviation Security (AVSEC) and Facilitation (FAL)**

RECOGNITION OF THE TENTH ANNIVERSARY OF UNITED NATIONS SECURITY COUNCIL RESOLUTION 2178 AND THE IMPORTANCE OF CONTINUED PROGRESSION IN PASSENGER NAME RECORD IMPLEMENTATION TO COUNTER TERRORIST TRAVEL

(Presented by United States)

EXECUTIVE SUMMARY	
Upon the tenth anniversary of the passage of United Nations Security Council Resolution (UNSCR) 2178, this paper recognizes the progress ICAO Member States have made to implement Passenger Name Recognition (PNR) and Advance Passenger Information (API) Standards and Recommended Practices (SARPs) and draws attention to the importance of continued progress in this area for the purpose of countering terrorist travel worldwide.	
Action:	This paper calls on NACC Member States and territories to fully implement ICAO PNR and API SARPs.
Strategic Objectives:	• Security & Facilitation
References:	• FALP13-WP6 • IATA API-PNR World Tracker

1. Introduction

1.1 In commemoration of the tenth anniversary of UNSCR 2178, this paper emphasizes the importance of PNR implementation and highlights the benefits of implementing ICAO Standards and Recommended Practices related to the use of PNR and API.

2. Discussion

2.1 UNSCR 2178 recognizes terrorism as a serious threat to international peace, emphasizes information sharing and cooperation among States, and is an important landmark in aviation security. This was bolstered by UNSCR 2396, which, among other things, calls on States to share PNR with relevant or concerned Member States to detect foreign terrorist fighters (FTFs) returning to their countries of origin or nationality, or who are traveling or relocating to a third country, and to develop and share information

related to watchlists or databases of known and suspected terrorists, including FTFs. As noted in FALP13-WP6, when UNSCR 2178 was adopted in 2014, approximately 51 States had implemented an API system. When UNSCR 2396 was adopted in 2017, approximately 12 States had implemented a PNR system. According to information held by the International Air Transport Association (IATA) and made available on its API-PNR World Tracker,[1] there are currently 97 States with API requirements in force and 64 States with PNR requirements in force.

2.2   The near doubling of States implementing PNR over the past ten years and the significant increase in States implementing API is notable and demonstrates progress toward securing our global community in countering terrorist travel. However, today we still face threats from terrorists, migrant smugglers and other transnational criminal organizations that seek to exploit gaps in our air transport system to pursue illicit activities, endangering the safety and security of air travellers and crew. Less than half of ICAO Member States use PNR currently, and as result, many countries are unaware of potential high-risk travellers and unknowingly serve as transit and destination points for terrorists and other transnational criminals.

2.3   Out of the 41 Member States and territories in the NACC region, 32 implement API, 7 implement PNR, and only 7 implement both API and PNR. The lack of PNR implementation in the region leaves Member States and territories, and the wider global community, vulnerable to terrorism and organized crime through the exploitation of the civil aviation system.

2.4   As we commemorate the tenth anniversary of UNSCR 2178, ICAO NACC Member States and territories are reminded of our commitment to aviation security and traveller facilitation and that international information-sharing and cooperation is critical. The more States that collect, analyse and share PNR and API data, the more likely our respective governments will be able to detect terrorists and criminals, including migrant smugglers, attempting to use complex travel routing techniques to avoid detection. Ensuring these obligations are met will also enable such vulnerabilities to be identified and effectively mitigated, and thereby protect against the exploitation of the civil aviation system and safeguard the traveling public.

2.5   Member States and territories are encouraged to seek assistance in establishing and implementing API and PNR systems to fulfil their obligations. The following technical assistance and capacity building resources are available to States and will ensure their API/PNR program development is in compliance with the relevant ICAO SARPs.

2.6   The United Nations Office of Counter-Terrorism (UNOCT) Countering Terrorist Travel Programme supports Member States' use of travel information to detect, prevent, investigate and prosecute suspected terrorists, while respecting high safeguards for data protection and international human rights laws. The United Nations provides its *goTravel* software, which is capable of analysing travel data based on context-specific risks, to help detect and deter potential terrorists and criminals as they move across borders. Prior to providing them with *goTravel*, the programme supports national authorities to develop the necessary legislative framework and national expertise via training and certification to operationalize it lawfully and effectively.

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[1] Customer Experience & Facilitation - API-PNR World Tracker - By Country (sharepoint.com)

2.7   UNODC's Terrorism Prevention Branch is another resource for guidance on the use of API and PNR, biometrics, and other data for border security, to meet obligations under UNSCR 2396.

2.8   Lastly, the United States, through the U.S. Customs and Border Protection of the Department of Homeland Security, has and will continue to share its comprehensive API and PNR system and technology – the Automated Targeting System-Global (ATS-G) – and its expertise, including with those countries who may choose a different software solution, such as UNOCT's *goTravel*.

3.   Action by the Meeting

3.1   The Meeting is invited to note the importance of the full and effective implementation of PNR and API requirements, and to encourage all NACC Member States and territories to establish, without further delay, robust PNR and API systems in accordance with ICAO SARPs and UNSCRs 2178 and 2396, and avail themselves of the available assistance as necessary. By adhering to these SARPs, NACC Member States and territories will contribute significantly to detecting and deterring terrorist travel and preventing serious crime, ensuring safer skies and homelands for all.

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