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International Organization for Migration (IOM)

The UN Migration Agency

Strengthening Interoperable Borders: IOM's Technical Assistance in Implementing Passenger Data Systems (API/PNR)

15th ICAO TRIP Symposium and Exhibition

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IOM at a glance



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- The UN Migration Agency
- Focus on project and programme implementation
- Solid capacity to implement large-scale technical assistance projects round the world
- Scale of programming: 2,277 projects with total operational expenditure USD 1,552 Million (2018)
- Worldwide presence:
 - offices in over 150 States and 393 field locations
 - almost 11,000 IOM staff
- Demonstrated ability to deliver results in developing, fragile and security-phased countries
- IOM's border management assistance portfolio: total current budget USD 220 Million and 205 projects



Why IOM works on API/PNR

- API/PNR are integral part of IOM border control management technical assistance
- Vendor-driven environment: demonstrated need for IOM and other int'l organisations to act as an independent, impartial 'honest broker' in assisting Member States to identify their needs and sustainable good-value solutions
- IOM's capacity to manage procurement tenders and implement complex infrastructure projects that go beyond advocacy, training, workshops and technical consultations
- API/PNR are an inherent component of cooperation frameworks IOM already has in place with other key API/PNR players (WCO, IATA, ICAO and others)
- API is a focus area in the IOM Action Plan for ICAO TRIP Implementation Assistance for the 2018-2020 triennium
- Shortage of user-friendly, comprehensive guidance material for API/PNR implementation
- Ability to fundraise: trust and ongoing working dialogue between IOM and donor programmes
- Visibility, new programming opportunities, relevance to IOM's mandate and strategic objectives





IOM Support to ICAO TRIP Strategy Implementation



- IOM-ICAO MoU in November 2016
- Focus on technical assistance projects in supporting States in ICAO TRIP Strategy implementation
- IOM Action Plan for ICAO TRIP Implementation Assistance for the 2018-2020 triennium
- A major focus area: passenger data (**API and PNR**) implementation assistance



Why API/PNR matters to Member States

- Political momentum: UN SC Resolutions, especially 2396 (2017) and 2178 (2014)
- International regulatory framework: ICAO Standards and Recommended Practices in Annex 9 – *Facilitation*
- Good governance of borders: States increasingly see value of API/PNR and risk management to strengthen both border security and facilitation



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Current IOM projects



- **Western Balkans - Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Montenegro and Serbia:** legal and IT assessments, regional technical consultations; validation workshops on assessment results, forming and facilitating national API working groups – close cooperation with OSCE
- **Ukraine:** technical consultations, developing APIS procurement, improving API data analytics
- **Georgia:** API legislation, API working group, technical consultations, workshops, RFI and tender management, analytics
- **Armenia, Azerbaijan, Turkey:** API/PNR training for government authorities
- **Turkmenistan:** API/PNR legal assessment; API training co-funded and coorganized with OSCE. A new regional project in **Central Asia**
- Trainings and assessments in **Djibouti** and **Rwanda**. Ongoing consultations with other African Union Member States

Donors





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Close cooperation and coordination with partners



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Main areas of API/PNR assistance

1. AWARENESS RAISING
2. TECHNICAL ASSESSMENT
3. LEGAL ASSESSMENT
4. STAKEHOLDER LIAISON
5. PROCUREMENT TENDER





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Challenges and lessons learned

- Knowledge of API/PNR in countries is often quite limited, even after repeated awareness raising and technical workshops
- Lack of capacities at the national level (conceptual, IT, data analytics)
- Misconceptions about API/PNR, need to be dispelled. Misconceptions can cause more difficulties than lack of knowledge
- Inter-agency cooperation: key to success and a major challenge. Especially, in reaching consensus about a lead agency and Single Window. Tensions and lack of trust between stakeholders quite common – and may need time and effort to build a working relationship
- Sustainability of API/PNR technical assistance: a major challenge is monthly data service fees if a private sector service provider is used. More an issue to airlines than government agencies but still important to ensure continuity and sustainability of API/PNR systems. The systems will be sustainable only if service fees are budgeted and paid as per contract.



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Challenges and lessons learned (contd.)

- The foundation of success in API/PNR implementation is a solid needs assessment – and reaching consensus between stakeholders about the way forward – and articulating it into a written implementation plan. A common mistake is to jump straight into a procurement tender or any particular service and product without articulating needs and doing extensive consultations.
- Lack of effective privacy and data protection at the national level. Privacy and data protection is primarily about legislation – but not only. Also includes managing the media, public opinion, human rights NGOs, having a mechanism to address grievances by the public, etc





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Challenges and lessons learned (contd.)

- API/PNR implementation remains primarily a vendor-driven environment. Vendors are motivated by profits and may be tempted to offer unnecessary, excessive, incompatible or overpriced products or services. It helps a lot if you can rely on a 'honest broker' – an impartial int'l organization, consultancy or technical expert - in assisting a State in identifying their needs, ensuring compliance with international specifications and procuring sustainable good-value solutions.
- Lack of available national budget and dependence on donor funding or free systems that may come with strings attached





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Challenges and lessons learned (contd.)

- Data quality is a recurring theme in the usefulness of API/PNR systems. Garbage in, garbage out.
- An important part of an API/PNR procurement tender is having an exit strategy when using data services. Ignoring this can lead to instances where users are locked into a contractual relationship with a service provider and unable to switch to another vendor that offers a better or more relevant service.
- A good working relationship with carriers is vital. It does not happen on its own and requires investment and effort: having dedicated airline liaison officers, structured communication channels, regular meetings. Poor relations between national government agencies and air carriers can serial an otherwise successful API/PNR implementation.





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