



**WORKING PAPER**

**FACILITATION PANEL (FALP)**

**EIGHTH MEETING**

**Montréal, 24-28 November 2014**

**Agenda Item 2: Amendments to Annex 9**

**USE OF THE INTERPOL STOLEN AND LOST TRAVEL DOCUMENTS  
DATABASE AT ENTRY AND DEPARTURE BORDER CONTROLS:  
PROPOSED NEW RECOMMENDED PRACTICE**

(Presented by the Secretariat)

**SUMMARY**

INTERPOL's Stolen and Lost Travel Documents (SLTD) database was created to ascertain the validity of travel documents at border control points. ICAO Assembly Resolutions urge Member States to provide routine and timely submissions of lost and stolen passport data to the SLTD database. The lack of use of the database was highlighted in the days following the disappearance of Malaysia Airlines Flight MH 370, on 7 March 2014. In order to enhance global implementation of the use of the SLTD database, this paper proposes the inclusion of a new Recommended Practice in Annex 9 - *Facilitation*, calling on States to query passports of international travellers against the database.

**Action by the FAL Panel:**

The FAL Panel is invited to consider the proposal described in this paper and recommend that a new Recommended Practice, as set out in the Appendix, be adopted for inclusion in Annex 9.

**1. INTRODUCTION**

1.1 The SLTD database was created in 2002. It enables INTERPOL's National Central Bureaus and other authorized law enforcement entities to ascertain the validity of a travel document in seconds.

1.2 Since 2007, to protect the security and integrity of passports, ICAO Assembly Resolutions have urged those Member States that are not already doing so to provide routine and timely submissions of lost and stolen passport data to INTERPOL's Stolen and Lost Travel Documents (SLTD) database. Additionally, since 2010, the Assembly, in recognizing the need to strengthen aviation security worldwide and in light of the continuing threat to civil aviation, has urged Member States, through the "Declaration on Aviation Security," to enhance international cooperation to counter threats to civil

aviation by, *inter alia*, reporting on a regular basis lost and stolen passports to the database to prevent the use of such travel documents for acts of unlawful interference against civil aviation.

1.3 In 2013, the 38th Session of the Assembly endorsed the ICAO Traveller Identification Programme (ICAO TRIP) Strategy that, in two of its five elements (inspection systems and tools, and interoperable applications), refers to the usage of the SLTD database as part of obtaining an integrated identification system which strengthens Member States' facilitation and aviation security systems.

1.4 On 25 April 2014, during a comprehensive briefing to the UN Counter-Terrorism Committee in New York that drew attention to ICAO's ongoing cooperation with INTERPOL, ICAO's Secretary General recalled the Declaration's encouragement to States to use the SLTD database.

## 2. DISCUSSION

2.1 According to INTERPOL, not all States "systematically search the database to determine whether an individual is using a fraudulent passport".<sup>1</sup>

2.2 Following Malaysia Airlines flight MH 370's disappearance on 7 March 2014, the issue of the lack of use of the database was highlighted. INTERPOL confirmed that at least two passports – one Austrian and one Italian – that had been recorded in its SLTD database had been used by passengers on board the missing flight. The Austrian and Italian passports had been added to the database after their theft in 2012 and 2013, respectively. However, no checks of the stolen passports were made by any State between the time they were entered into the database and the departure of flight MH 370. INTERPOL's Secretary General has expressed the hope that governments would "begin to screen all passengers' passports prior to allowing them to board flights."<sup>2</sup>

2.3 On 10 March 2014, the disappearance of flight MH 370 was addressed by the ICAO Council. In relation to certain security-related aspects to this incident, ICAO's Secretary General recalled ICAO Assembly Resolutions encouraging all States to communicate to INTERPOL all information in relation to lost and stolen passports with the aim of enhancing document security and preventing the use of such travel documents for acts of unlawful interference against civil aviation. The Council was informed that it was in this context that these issues would be the subject of consideration during the forthcoming meeting of the Aviation Security (AVSEC) Panel and in the ICAO FAL Programme.

2.4 During the 25th meeting of the AVSEC Panel (AVSECP/25), held from 17 to 21 March 2014, the Panel was invited to discuss relevant aviation security and facilitation matters, in particular the role of travel documents and border security in the prevention of acts of unlawful interference with civil aviation. The Panel recognized that travel document security issues, as widely reported in the news media following the MH 370 incident, represented a concern. Accordingly, it called for a proactive approach involving close coordination between the AVSEC and Facilitation Panels.

2.5 During the 22nd meeting of the Technical Advisory Group on Machine Readable Travel Documents, held from 21 to 23 May 2014 (TAG/MRTD/22), the value of reporting information on lost, stolen and revoked travel documents to the SLTD database was highlighted. The representative of INTERPOL pointed out that States are encouraged to upload the data to the INTERPOL database system, as well as use the INTERPOL tools offered specifically to border control officials to search data. Subsequently, the TAG/MRTD approved the submission of the proposal for a new Standard on reporting

---

<sup>1</sup> Please see: <http://www.interpol.int/INTERPOL-expertise/Border-management/SLTD-Database>.

<sup>2</sup> Please see: <http://www.interpol.int/News-and-media/News/2014/N2014-038>.

information concerning stolen, lost and revoked travel documents to INTERPOL's SLTD database. This proposal is found in FALP/8-WP/6, *Proposed Amendments to Travel Document Related SARPs*.

2.6 The reporting of information by States is, however, one aspect of the use of the SLTD database. Another corresponding aspect is the access, by States, during border controls on departure and on arrival of flights, to check the database for stolen, lost and revoked travel documents.

2.7 Therefore, in light of the discussions on the SLTD that have taken place recently in various fora (paragraphs 2.1 to 2.4 refer), and in order to enhance the global implementation of the use of the SLTD database in light of ICAO Assembly Resolutions on the matter, the Secretariat is of the opinion that the Standard being proposed in FALP/8-WP/6 should be complemented by a provision in Annex 9 calling for States to check passports against the SLTD database during border control processes.

2.8 It is acknowledged, however, that while entry controls are applied by States across international borders, not all States have exit controls. Consequently, the provision to be incorporated into the Annex would take the form of a recommendation, and not a binding Standard.

2.9 If accepted by the FAL Panel, the Secretariat recommends, in light of paragraph 2.3 above, that the proposal be circulated among the Members of the AVSEC Panel for comment.

2.10 INTERPOL has also developed the "I-Checkit" programme that is aimed at helping the private sector detect persons who use travel documents (that have been reported as lost or stolen) in order to access commercial services, such as booking airline tickets.<sup>3</sup> It might also be useful to develop an Annex 9 provision that would address the use of the SLTD database by aircraft operators. However, as the "I-Checkit" initiative has just begun to be tested, the Secretariat is of the opinion that, for the time being, it might be premature for any such Annex provision to be considered.

### 3. **RECOMMENDATION**

3.1 The Secretariat recommends that a Recommended Practice related to the SLTD database, as set out in the Appendix, be incorporated into Annex 9.

-----

---

<sup>3</sup> Please see: <http://www.interpol.int/INTERPOL-expertise/I-Checkit/Travel-document-screening>.

**APPENDIX**

*Amend* Annex 9 as follows:

**3.XX Recommended Practice.**— *Each Contracting State should query, at entry and departure border control points, the passports of individuals travelling internationally against the INTERPOL Stolen and Lost Travel Documents (SLTD) database.*

— END —