

Follow-on questionnaire regarding Customs use on Passenger Name Record (PNR)

## 1. Background

2015 SCCP1 endorsed promotion of Customs use on PNR by sharing information of member economies' work on PNR. The preliminary survey was conducted and the result "Snapshot of Passenger Name Record (PNR) Collected by APEC Customs" (2015/SOM3/SCCP/010) was presented to 2015 SCCP2.

In April 2016, SCCP agreed "Introduction and Implementation of Passenger Name Record" as a new SCCP CAP. An "Indicator for implementation" for this CAP is: "to update the information on Customs use of PNR by the economies and to update the strength and weakness in/for the use of PNR" (Lead economy: Japan).

In order to serve for this purpose, the attached questionnaire has been prepared. It is designed to follow-on the 2015 preliminary survey, taking into account the structure and substances of the WCO Guidance on PNR adopted in July 2016.

The attached questionnaire is in fact being used for ASEM Customs framework (Asia Europe Meeting: 51 members). Accordingly, change in the questionnaire template is not advisable. With this template, APEC economies who are also ASEM members<sup>1</sup> do not need to make duplicative efforts; your inputs to the ASEM survey will be recycled in SCCP survey.

## 2. PNR in APEC

PNR has drew APEC Leaders/Minister's' attention, and it has been addressed by several different APEC sub-fora.

In the 2015 AMM Joint Ministerial Statement, Ministers "support economies' efforts to implement the Advance Passenger Information and Passenger Name Record (API/PNR) programs to secure and facilitate legitimate travel within the region." In the 2016 AELM Declaration, Leaders welcome the efforts and activities that APEC members have undertaken to prevent foreign terrorist fighter travel through advance passenger risk analysis and other measures".

Business Mobility Group (BMG) adopted "Lessons Learned from API and PNR" in 2015. Counter Terrorism Working Group (CTWG) adopted PNR in its Strategic Plan for 2013-2017 as well as in the 2016 Work Plan. It organized a regional workshop on API/PNR in August 2015 and is planning to organize an advance workshop in August 2016. Travel Facilitation Initiative (TFI), as a cross-subfora initiative of BMG, CTWG, SCCP, TPT (tourism), TPTWG (transport), is being revised and "PNR" will be added explicitly to one of the TFI Pillars.

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<sup>1</sup> Australia, Brunei Darussalam, China, Indonesia, Japan, Korea, Malaysia, New Zealand, Philippines, Russia, Singapore, Thailand, and Vietnam

### 3. SCCP Follow-on questionnaire regarding Customs use on PNR

For pragmatic reasons, this survey understands the term PNR as follow:

*“PNR is the generic name given to a record generated by airline operators or their authorized agents for each flight booked by, or on behalf of, a passenger. PNR is created from data supplied by the passenger concerning all segments of a journey. ...*

*PNR are also used by border control agencies for counter-terrorism and transnational crime prevention and interdiction purposes. ...*

*In addition to emphasizing the importance of API, the Security Council encouraged the use of PNR systems. ”<sup>2</sup>*

The questionnaire structure is as follow:

- Customs control over passengers/ luggage
- Section 1: Passenger Name Record (PNR)
  - (1) Legal framework
  - (2) Institutional aspects
  - (3) Procedural aspects
  - (4) ICT (Information and Communication Technologies) aspects
  - (5) Resource management aspects
  - (6) Partnership aspects
- Section 2: Gaps, Needs and Priorities
- Section 3: Lessons learned

### 4. Suggested way forward

The Lead economy seeks SCCP consent to the questionnaire template and the survey. It suggests that the inputs to the questionnaire be returned to the Lead economy ([mof.apec@mof.go.jp](mailto:mof.apec@mof.go.jp)) by preferably September 30, 2016.

The results will be reported to the SCCP and shared with PNR-related APEC sub-fora.

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<sup>2</sup> Letter dated May 26, 2015 from the Chair of the UN Counter-Terrorism Committee to the President of the UN Security Council