



Home Office

**Border &
Immigration Agency**

e-Borders:

**Friends of Presidency Group meeting
Brussels**

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Friends of Presidency group: PNR

- **History and setting up of PNR system: e-Borders and Project Semaphore**
- **PNR data collection**
- **Use of API and PNR: watchlists, risk criteria etc**
- **Storing and sharing PNR**
- **Results of PNR systems**

e-Borders and Project Semaphore

- **e-Borders work started in UK in 1990s**
 - Recognised the need to facilitate travel and maintain secure borders
 - Mass migration has created an exponential growth in world travel
 - UK's position on world stage leaves it open to a range of serious risks
- **Project Semaphore Nov 2004 – March 2008**
- **Full e-Borders roll out over next ten years**

To help create an integrated and secure border for the 21st century, using new technology to manage more people, more quickly and more securely through our borders



Strategic aims of e-Borders

“An integrated, secure border for the 21st Century”

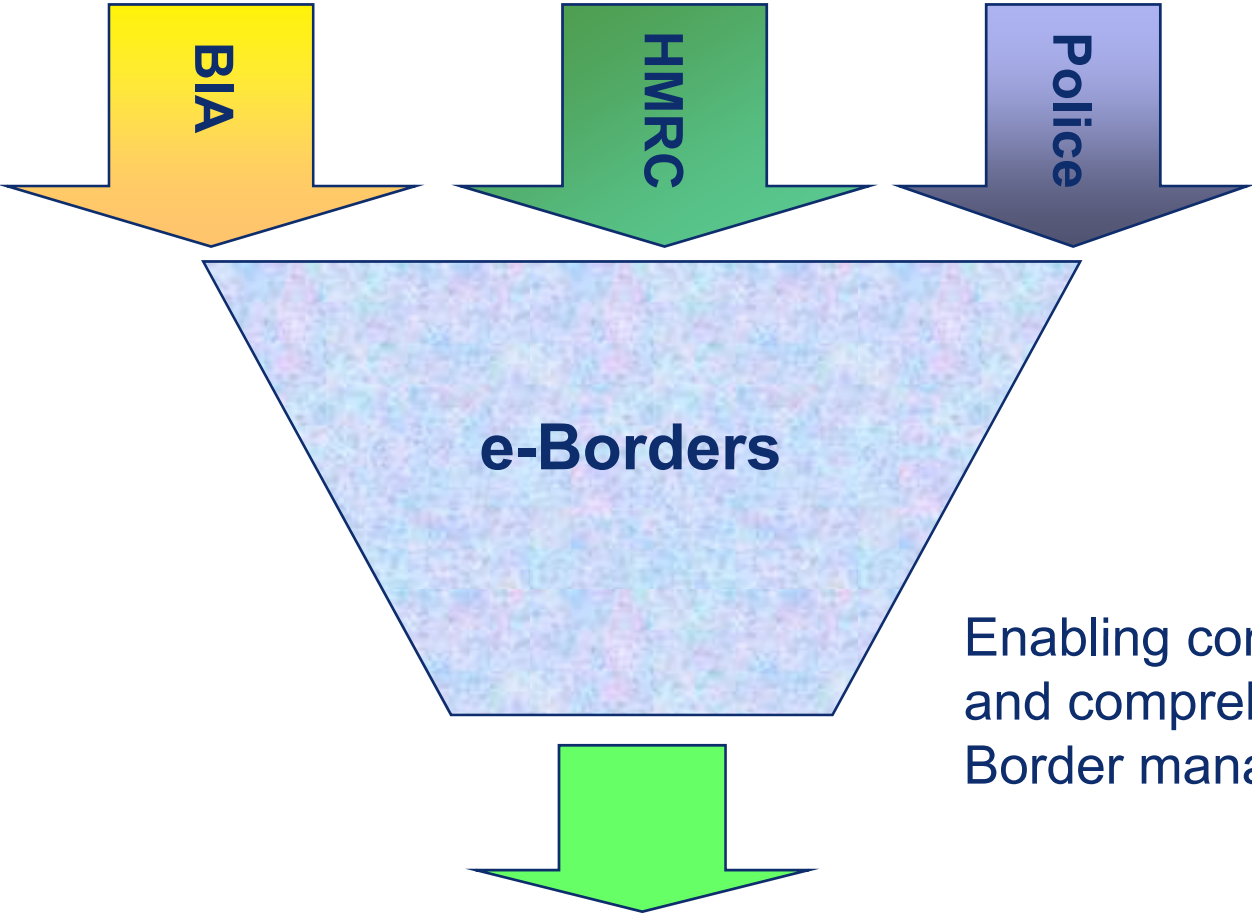
- Enhance the security of the UK by identifying individuals who present a risk
- Support more efficient management of core agency resources utilised on UK border control
- Enhance the operational effectiveness of UK border control operations



Council Committee on
Terrorism and Allied matters



e-Borders will integrate agency activity



Enabling consistent and comprehensive Border management

e-Borders solution overview

A Visas issued overseas

- Watchlisting of visa applicants
- E-borders travel history used to assist visa decisions

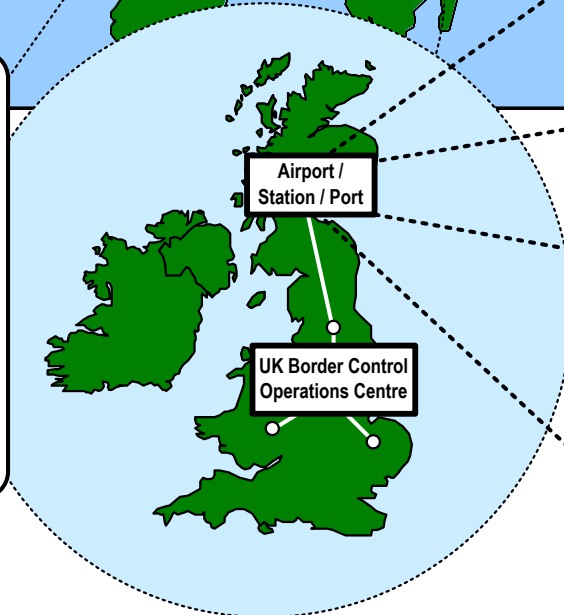


D Leaving the UK

- Carriers will send details of passengers as they check in.
- Border Agency Officers will establish targeted embarkation checks in response to risk assessment against this data.

B Departure from overseas

- Carriers submit details to UK Border Control before departure
- Authority to Carry will be refused to unwelcome passengers
- Passenger subject to Watchlist checks prior to their arrival in the UK



C Arrival at the UK border

New systems will enable Border Agency Officers to:

- Biometrically verify identity of arriving Passengers
- Intervene in response to Alerts
- Grant/refuse leave to enter

Project Semaphore

- **Semaphore - 39 month project November 2004 – March 2008**
- **Prototype for e-Borders**
- **Initial scope 6 million passenger movements per annum**
- **Provided a working model on:**
 - Joint agency business processes**
 - Testing data sharing capability**
 - Technical model for supplier community**
 - Single window for data presentation for carriers**

Joint Border Operations Centre (JBOC)

- **Operational hub of Project Semaphore**
- **Multi-agency operations centre – BIA, HMRC, Police, SOCA, UKvisas**
- **Opened 10 January 2005**
- **Captures inbound and outbound passenger information (API/PNR)**
- **Risk-based assessment and analysis of information**
- **Alerts issued to border agencies**
- **Provides a joined-up border protection capability and new opportunities for the legal sharing of information and intelligence**

e-Borders progress to date

- **Project Semaphore**

- Demonstrated successful cross agency working
- Established collaborative approach with carriers rather than imposition
- 103 carriers on 182 routes covering over 30m passenger movements pa
- Over 20,000 alerts generated with over 1,700 arrests

- **Industry engagement**

- Trials and pilots with Semaphore
- Concerns on costs, benefits and operational impacts included in RIA
- Influence on e-Borders design (OPI, International standardisation, level field)

- **Government response to industry concerns**

- Support for OPI and single data submission window
- Announcement of unified Border force leading to single primary checkpoint

- **Autumn 07 Contract awarded to Trusted Borders**
- **March 2008**
 - Data capture legislation commences
- **2008-2010 Carrier roll out**
 - April 2008 = 30m passenger and crew movements captured pa
 - April 2009 = 100m “
 - December 2009 = 60% “
 - December 2010 = 95% “
- **2009 e-BOC launch**
 - And completion of Semaphore transfer
- **2011-2013 Port roll out**

Core features of full e-Borders system

- **API Data Capture and Movement Database**

Capture of data for all international passengers and crew
Inbound and Outbound (air, sea, rail)

Data contained within the machine readable zone of the travel document.
That is: Document type, issuing state, full name, travel document number, nationality, date of birth, gender, expiry date of travel document.

- **PNR data capture : compatible with international messaging standards**

Up to 100 million passengers
Profiling on PNR/API

- **Central e-BOC (e-Borders Operations Centre)**

- Watch listing for all Partner Agencies

- **Automated Alert Distribution to Agencies at Ports**

- Identification and decision support for Immigration Officers

Summary of routine data requirements from carriers

- **Two categories of data**

- Mandatory data provision
 - Travel Document Information -crew and passenger (TDI)
 - Service data
- To the extent known by the carrier
 - Other Passenger Information (OPI or PNR)

- **Timing**

- Main obligations fall between 24 and 48 hrs prior to departure, at check-in and on departure

- **Form and Manner**

- Electronically and in a particular form via one of a number of specified technical interfaces

- **Subject to code of practice**

- Immigration, Asylum and Nationality Act 2006 Section 37(2)

Aspects of collecting PNR

- Little structure to PNR
- Some carriers will have lots, some little, some none
- PNR is not standardised
- Not just air - e-Borders refers to OPI (other passenger information) as e-Borders covers all modes of transport
- UK captures PNR up to 24 hours in advance; going forward up to 48 hours in advance. 24 hours essential as many persons of interest travel at short notice

Aspects of collecting PNR

- There will be around 300 million passenger movements in/out of UK by 2014
- PNR capture is capped at 100 million records from up to 100 carriers
- UK recognises a need with PNR to focus on risk
- Also recognise PNR is not available on all journeys
- UK will get to 100 million PNR records over 5 years (20 million increase each year)
- At present under Semaphore we capture PNR data from 7 air carriers covering 42 arrival/departure points

Aspects of collecting PNR

- **e-Borders provides a range of interfaces for carriers to provide PNR**
- **We favour push and this is done where already deployed through GDS (e.g. Amadeus)**
- **We use intermediaries e.g. SITA. SITA pulls PNR from carriers and pushes it to e-Borders in a structured package**
- **We also screen-scrape – pulling PNR from a limited number of carriers. Relevant carriers favour this on cost grounds**

The use of API and PNR data - API

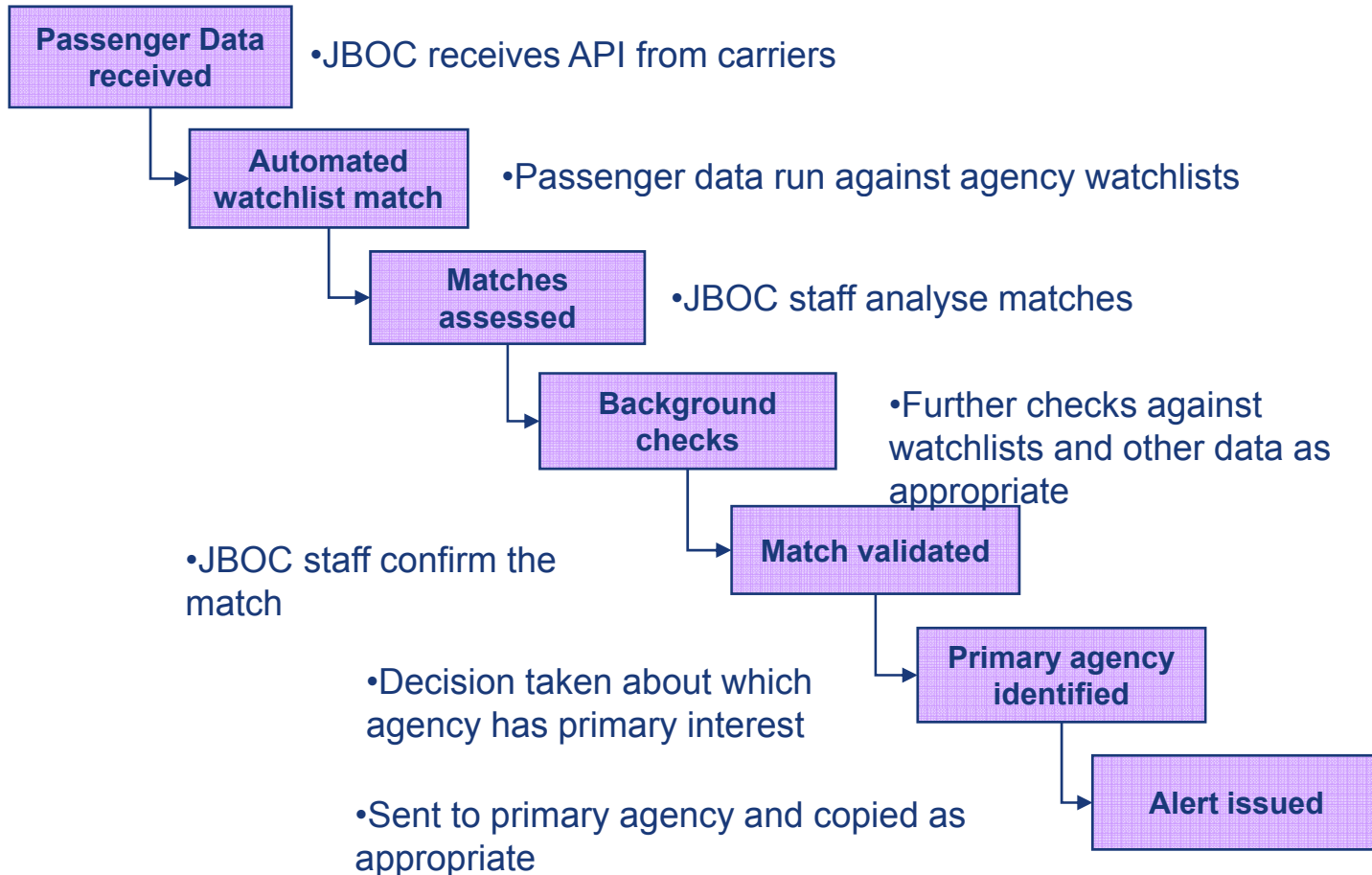
- API provides biographical identity information
- API is compared against watchlists to identify known persons of interest before they arrive/depart the UK
- API collection and storage supports immigration control by recording arrival and departure details, enabling government to monitor compliance.
- API is also used to identify travel movements post-event
- API will be captured on all routes in/out on all transport modes

The use of API and PNR - API

JBOC is helping transform border agency business processes

- **Travel history data routinely available**
- **Advance checking against watchlists to identify persons of interest (including transit passengers)**
- **Police and HMRC able to carry out interventions with information not previously available**
- **Alerting border agencies in advance of arrival/departure leads to effective interventions**
- **Opportunities to risk assess flights/ships etc increases border agency responsiveness**

JBOC watchlist alert process



The use of API and PNR data - PNR

- PNR is information held by carriers relating to travel bookings
- PNR is used by border agencies to identify patterns and trends of behaviour and for information which can be used to support intelligence work
- One aspect of analysis is profiling or targeting. PNR is checked against profiles of behavioural patterns which indicate risk activity. Profiles are run to identify behaviour, not to identify individuals, and are based on evidence and intelligence.
- PNR is also used to enrich API and other information

The use of API and PNR data - PNR

- The use of PNR to assist law enforcement is not new
- Customs officers in the UK have used PNR for at least 30 years for targeting work and for evidential purposes
- Expertise has developed such that basic profiles account for a significant proportion of customs successes, particularly in narcotics but also other areas of illegal activity e.g. paedophilia
- Use of PNR is not limited to work within e-Borders
- Customs and immigration officers analyse PNR at selected targeting hubs around the UK

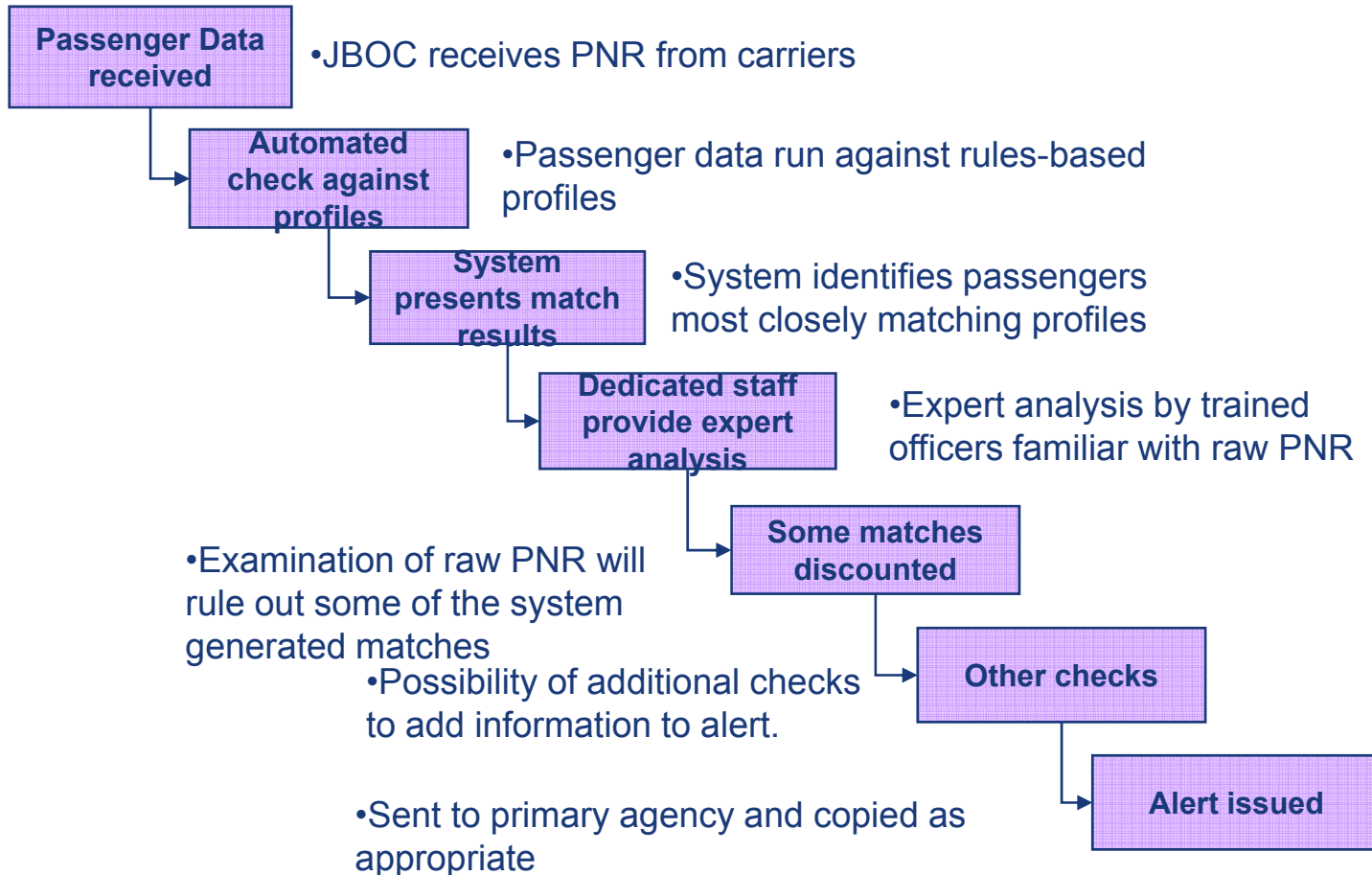
The use of API and PNR data - PNR

- **Joint working between immigration and customs officers has shown that some risk indicators are the same for people and commodity smuggling**
- **Disruption to smuggling activities is a core part of border security work; the profits of such illegal activity feed organised crime and terrorist activities**
- **Use of PNR alongside API and other intelligence allows us to focus more effectively on those passengers appearing to pose a higher risk – leading to fewer random stops**

The use of API and PNR data - PNR

- PNR is of value to the UK's Security and Intelligence Agencies in supporting their efforts to counter terrorism.
- PNR supports our capabilities but is not a sole source of material in that context.
- The UK does not profile terrorists using PNR. In that respect we believe we are different to other governments who do use profiling techniques, although we do remain open to re-assessment based on the utilities that others employ.

JBOC profile alert process



Aspects of storing and sharing PNR data

- **Travel-related data will be held on the e-Borders system for five years. Also provision for access on a case by case basis for a further five years.**
- **e-Borders acts as a single window for carriers to provide data to government.**
- **It is not intended to limit the use of PNR to the e-Borders Operations Centre. It would not be practical or appropriate for all agencies to conduct all of their analytical work within the eBOC. Domestically PNR captured will be shared where it is appropriate and lawful to do so.**

Aspects of storing and sharing PNR data

- **PNR data for the vast majority of travellers is never manually accessed**
- **Confident our use of PNR data is proportionate and complies with robust data protection safeguards**
- **For cross-border sharing; the UK likewise acts in accordance with data protection law**

The results of PNR systems

A profile has been established in order to anticipate the arrival of individuals seeking to abuse the transit without visa (TWOV) concession.

One such passenger was intercepted at the point of transit. A fraudulently obtained British passport was found in the lining of her handbag. The passenger was arrested for possession of a fraudulently obtained document and her companion was arrested for aiding and abetting. This intervention and prosecution would not have been possible without PNR data.

In another case, a baggage search of a passenger fitting the same profile resulted in the seizure of 2kgs cocaine found in the struts of a bag.

The results of PNR systems

Using PNR to identify potential offenders:

- In a recent case, a profile-based alert led to the arrest and prosecution of two individuals in possession of £17,641 cash plus 3kg of cocaine.
- In the absence of this kind of rules-based targeting using PNR data, it is unlikely that these individuals would have been identified at the border for further interventions.

The results of PNR systems

Airline Passenger Information (API) enrichment example

- In November 2007, two suspected people-trafficking facilitators were identified at the border as a result of a watchlist check using API data.
- They produced a copy of an itinerary but it was suspected they had travelled by a different route and were attempting to conceal their link with the individuals they had facilitated.
- Shortly afterwards, four passengers were stopped at border control with false documents.
- By checking the PNR data, it was possible to demonstrate that all six passengers had in fact travelled together.
- Without the ability to investigate the individuals via their PNR data, we would have been unable to connect the suspected facilitators with the four falsely documented passengers.

The results of PNR systems

Profiling by one of the agencies identified three individuals who had booked long haul round trip tickets from Heathrow involving only a two day stay at their destination. The alert resulted in arrests by police and the confiscation of a credit card machine from one of the passengers.

Agency profiling resulted in five bookings of interest being passed to the Border & Immigration Agency relating to passengers travelling on documents of a different nationality to their own. Each of the five passengers was denied boarding to the UK.

The results of PNR systems

Instances when PNR has been used to eliminate subject from enquiries:

PNR profiling identified a potential suspect; however further examination of his booking details revealed that the passenger was suffering from a spinal injury and was being escorted by a nurse. In this way the PNR information enabled the passenger to be eliminated from the profile match.

Similar eliminations are made based on comments in the remarks section such as: “Please treat passenger with sensitivity – death in family” or “Wheelchair requested – broken leg”