International Civil Aviation Organization

WORKING PAPER

FACILITATION PANEL (FALP)

TENTH MEETING

Montréal, 10-13 September 2018

Agenda Item 3: Amendments to Annex 9

PASSENGER DATA SINGLE WINDOW FACILITY

(Presented by the International Air Transport Association)

SUMMARY

This working paper proposes :
1. To elevate the creation of a Passenger Data Single Window facility to a Standard for States requesting passenger data; and
2. That a unique Passenger Data Single Window be established for all data categories.

As a result of the increased use of passenger data by States, enhanced provisions related to Advance Passenger Information (API) and Passenger Name Record (PNR) were introduced in the amendment 26 of Annex 9 - *Facilitation* under the Chapter 9. Passenger Data Exchange System.

The implementation of passenger data exchange systems will continue to grow significantly with States aiming at complying with their international obligations. It is critical that States create a Passenger Data Single Window facility for the data transmitted by airlines to enable a more orderly deployment of passenger data systems, and for this transmission to generate efficiency, economic and cooperation benefits for both airlines and States.

Action by the FAL Panel:

The FAL Panel is invited to consider the proposals described in this paper to amend Annex 9, as set out in the Appendix.

1.   **INTRODUCTION**

1.1   Annex 9, Chapter 9. Passenger Data Exchange Systems was introduced with amendment 26. It contains enhanced provisions related to passenger data. Effective as of 23 October 2017, the establishment of API systems became a Standard and the introduction of interactive API (iAPI) became a Recommended Practice. The alignment of PNR data requirements and handling with the guidelines contained in Doc 9944 and other recognized guidance materials also became a Standard. The

implementation rate of passenger data exchange systems will continue to increase as a result of this amendment.

1.2   Furthermore, the United Nations Security Council resolution (UNSCR) 2178 (2014) that called upon States to require airlines operating in their territories to provide advance passenger information to the appropriate national authorities has sparked an increase in the requests from governments for API. The UNSCR 2396 (2017) is more stringent in mandating States to require airlines to provide API and PNR.

1.3   Today, airlines increasingly face the issue of having to provide similar data to multiple agencies (police, customs, immigration, national security, etc.) within one jurisdiction. This fragmented approach is not only counter-productive in terms of border control and law enforcement, but it also duplicates the resource usage for all stakeholders and increases costs for airlines with no added security and facilitation benefits for the receiving State.

1.4   A Passenger Data Single Window is defined in Annex 9 as a facility that allows parties involved in passenger transport by air to lodge standard passenger information (API, interactive API (iAPI) and PNR) through a data entry point to fulfil entry and/or exit regulatory requirements. As similarly underlined in the WP5 presented by the Netherlands, it is necessary that States create such a facility for all data categories not only to meet their national facilitation and security objectives but also to generate greater efficiency, economic and cooperation benefits for both airlines and States.

2.   **DISCUSSION**

2.1   Passenger data required by governments provides the means for a number of national border agencies to fulfil their mandate. A Passenger Data Single Window facility enables airlines to submit passenger data to one government portal, which is thereafter distributed to national agencies with the legal remit to receive and use this data. The data transmission and its management become even more efficient and effective when only one Single Window is established for all data categories.

2.2   A Passenger Data Single Window also enhances economic benefits by reducing the occurrence of errors, making a better use of technology, simplifying programming requirements and avoiding maintenance of parallel systems. Transmitting the data to only one national focal point alleviates the costs burdened by airlines and contributes to making air transportation affordable to the greatest number of travellers.

2.3   The Passenger Data Single Window also simplifies relationship management between one government and the numerous airlines that operate in its territory and intensifies coordination and cooperation between national agencies.

2.4   Recognizing the benefits of a Passenger Data Single Window, States are increasingly implementing such a facility including but not limited to Australia, Canada, the United States and the European Union that has recently mandated all its Member States to establish a Passenger Information Unit.

2.5   Enhanced efficiency and security gains can be achieved when the iAPI system, the Passenger Data Single Window facility and the Electronic Travel System (ETS) database are interacting. In this integrated system, the unique but multi-faceted response from the government to the airline is provided in a timely fashion and confirms that each traveller has been pre-cleared and is authorized to travel.

3.   **RECOMMENDATIONS**

3.1   The FAL Panel is invited to consider the proposal to amend Annex 9 as set out in the Appendix.

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APPENDIX

Amend Annex 9 as follows:

CHAPTER 1.   DEFINITIONS AND GENERAL PRINCIPLES

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***Passenger Data Single Window*.** A facility that allows parties involved in passenger transport by air to lodge standardized passenger information (i.e. API, iAPI and/or PNR) through a single data entry point to fulfil all regulatory requirements relating to the entry and/or exit of passengers that may be imposed by various agencies of the Contracting State.

Note.— The Passenger Data Single Window facility to support API/iAPI transmissions does not necessarily need to be the same facility used to support PNR data exchange, but is desirable.

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CHAPTER 9.   PASSENGER DATA EXCHANGE SYSTEM

A.   General

9.1 Contracting States requiring the exchange of Advance Passenger Information (API), interactive API (iAPI) and/or Passenger Name Record (PNR) data from aircraft operators ~~should~~ shall create a Passenger Data Single Window facility ~~for each data category~~ that allows parties involved to lodge standardized information with a common data transmission entry point ~~for each category~~ to fulfill all related passenger and crew data requirements for that jurisdiction.

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