

**61ST CONFERENCE OF
DIRECTORS GENERAL OF CIVIL AVIATION
ASIA AND PACIFIC REGION**

*Kuala Lumpur, Malaysia
7 – 11 September 2026*

**AGENDA ITEM 5: AVIATION SECURITY AND
FACILITATION**

**PROMOTING HARMONIZED TRANSMISSION OF
PASSENGER DATA TO SUPPORT BORDER, AVIATION
SECURITY, AND PASSENGER FACILITATION**

Presented by the International Air Transport Association (IATA)

SUMMARY

Advance Passenger Information (API), interactive API (iAPI), and Passenger Name Record (PNR) systems have become critical tools for border management, aviation security, and passenger facilitation. As more States implement passenger data programs to meet national security objectives and international obligations, airlines are increasingly encountering requirements that diverge from internationally agreed standards. These include requests for duplicate passenger information, non-standard data elements and/or processes, multiple transmission channels, and continued requirements for passenger manifests despite the electronic transmission of API data. Such requirements increase operational costs, create unnecessary complexity, weaken interoperability, and may expose passenger data to greater cybersecurity and privacy risks. This paper calls on States to align passenger data requirements with ICAO Annex 9 Standards and Recommended Practices (SARPs), promote the implementation of Passenger Data Single Window solutions, and reduce duplicative transmission requirements in support of secure, efficient, and modern border management systems across the Asia-Pacific region.

PROMOTING HARMONIZED TRANSMISSION OF PASSENGER DATA TO SUPPORT BORDER, AVIATION SECURITY, AND PASSENGER FACILITATION

1. INTRODUCTION

1.1 Passenger data systems, including API, iAPI, and PNR, play an increasingly important role in supporting border and aviation security, border management, and the facilitation of legitimate passengers.

1.2 Since 1993, ICAO, the World Customs Organization (WCO), and IATA have jointly developed and maintained an international framework governing the collection, transmission, and processing of passenger data. This framework provides a common set of standards, technical specifications, implementation guidance, and best practices that facilitate the efficient exchange of information between aircraft operators and government authorities.

1.3 The international framework supports States in fulfilling their security objectives while minimizing unnecessary burdens on airlines and passengers. It also facilitates interoperability across jurisdictions and enables the automation and digitalization of passenger processing.

1.4 As passenger traffic continues to grow across the Asia-Pacific region, the need for harmonized and interoperable passenger data programs is becoming increasingly important. Such programs contribute to secure borders, efficient processing of travelers, and the development of seamless travel initiatives.

2. DISCUSSION

2.1 ICAO Annex 9 establishes a clear framework for the transmission of passenger information and requires States to align their national programs with internationally agreed standards and implementation guidance.

2.2 This comes with benefits for the States. In fact, when national passenger data programs follow the international framework, States' national security is strengthened, and borders are protected.

2.3 Alignment with international standards also supports automation, digital identity initiatives, and broader efforts to streamline the passenger journey.

2.4 Despite these benefits, airlines continue to experience a growing number of national requirements that deviate from the international framework. Examples include:

- a) Requests for passenger information which may not be available to airlines or are subject to data privacy regulations including requests for passenger information by entities that do not have a legal mandate to receive such data; and

- b) Duplicate transmission obligations to multiple agencies within the state requiring the same passenger data; and
- c) Transmission mechanisms such as emails, spreadsheets, web portals, or paper submissions.

2.5 Divergent requirements also reduce interoperability, complicated implementation projects for states, and ultimately increase costs for both governments and industry while limiting the benefits that standardized passenger data programs are intended to deliver.

3. ACTION BY THE CONFERENCE

3.1 The Conference is invited to

- a) recognize the importance of internationally harmonized passenger data requirements in supporting aviation security, facilitation, and seamless travel;
- b) encourage States to align national passenger data programs with ICAO Annex 9 Standards and Recommended Practices and the associated WCO/IATA/ICAO implementation framework;
- c) encourage the use of secure, standardized, and interoperable data transmission channels to reduce cybersecurity and privacy risks associated with duplicate reporting requirements;
- d) support the implementation of Passenger Data Single Window solutions to improve efficiency, interoperability, and data protection; and
- e) encourage consultation and cooperation between States and industry when developing or modifying passenger data programs.

— END —