



WORKING PAPER

FACILITATION PANEL (FALP)

FOURTEENTH MEETING

Montréal, 20 to 24 April 2026

Agenda Item 1: Recent Facilitation developments in ICAO

OUTCOMES OF A42 RELATING TO AIR TRANSPORT FACILITATION STRATEGIC MATTERS

(Presented by the Secretariat)

SUMMARY

This paper presents an overview of the outcomes of the Forty-second Session of the ICAO Assembly (A42) pertaining to strategic facilitation matters, based on working papers submitted by the Council, Member States and international organizations¹. It highlights the outcome of the High-level Ministerial Segment of the ICAO Facilitation Conference 2025 in Doha and the adoption of the Doha Declaration on Facilitation of International Air Transport (Doha Declaration), aligned with International Civil Aviation Organization's Strategic Goal: *Aviation Delivers Reliable, Accessible and Seamless Mobility for All*. The Assembly endorsed the reaffirmation of commitments, promotion of the Declaration, and approved incorporation of its clauses into revised Assembly Resolution – *Consolidated statement of continuing ICAO policies related to facilitation* presented in the Appendix.

The paper also highlights the Assembly's approval of developments in the ICAO facilitation programmes, namely Annex 9 — *Facilitation*, the ICAO Traveller Identification Programme (TRIP) Strategy, and the Public Key Directory (PKD), with the adoption of Assembly Resolution A42-17: *Consolidated statement of continuing ICAO policies related to facilitation*. It further highlights the Assembly's approval of actions to strengthen Annex 9 compliance, enhance National Facilitation Programmes, and increase States' engagement, alongside continued ICAO oversight and assistance. Finally, it highlights agreement to pursue longer-term facilitation initiatives, including work on a global facilitation framework and a strategic facilitation plan supported by relevant industry stakeholders.

Action by the FAL Panel:

Actions by the Facilitation Panel are presented in paragraph 3, below.

¹ A42 Facilitation papers are accessible on the Assembly website at [Working Papers by Agenda Item](#)

1. INTRODUCTION

1.1 Facilitation remains a core enabler of an efficient, inclusive, and sustainable global air transport system. Since the last ICAO Assembly, significant progress has been made in advancing facilitation policy, regulatory frameworks, and implementation support under Annex 9 — *Facilitation*, in line with evolving operational, technological, and passenger expectations. These efforts have been further reinforced by high-level political commitment expressed at the ICAO Facilitation Conference 2025 in Doha and the adoption of the Doha Declaration, aligned with the new Strategic Goal of International Civil Aviation Organization: *Aviation Delivers Reliable, Accessible and Seamless Mobility for All*.

1.2 Against this background, this paper brings together key strategic facilitation issues addressed through recent working papers submitted to the 42nd Session of the Assembly (A42). It highlights agreed outcomes on strengthening Annex 9 implementation, advancing ICAO facilitation programmes and tools, and setting priorities for the 2026–2028 triennium. It also captures proposals aimed at enhancing global coordination, long-term planning, and harmonization of facilitation measures, with contributions from States and relevant industry stakeholders, to support efficient, accessible and passenger-focused air travel worldwide.

2. DISCUSSION

2.1 In WP/14, the Council reported on the High-level Ministerial Segment of the ICAO Facilitation Conference (17 April 2025 in Doha), which adopted the Doha Declaration in line with ICAO's new Strategic Goal: *Aviation Delivers Reliable, Accessible and Seamless Mobility for All*. The Assembly was invited to reaffirm commitments, promote the Declaration, and endorse the inclusion of clauses of the Doha Declaration into proposed revisions to Resolutions A41-17 and A41-14. The Assembly endorsed the actions contained in the paper, namely to reaffirm the commitments made in the Doha Declaration on Facilitation of International Air Transport, to note that continued efforts will be made to promote and raise awareness of the Doha Declaration through publications, outreach activities and promoted through global and regional event opportunities; and to support the inclusion of clauses of the Doha Declaration into proposed revisions to Assembly Resolutions A41-17 on the *Consolidated Statement on Continuing ICAO Policies Related to Facilitation* and A41-14 on *Assistance to victims of aviation accidents and their families* to A42 (refer to A42-WP/15 and WP/16).

2.2 In WP/15, the Council outlined developments in ICAO's Facilitation work since the last Assembly, focusing on Annex 9 — *Facilitation*, the ICAO Traveller Identification Programme (TRIP) Strategy, and the ICAO Public Key Directory (PKD). It proposed priorities and outcomes for the 2026-2028 triennium, noted Assembly Resolution A41-17 (2022), and recommended amendments to the newly added Appendix E, *Global Commitment to ensure that aviation delivers, reliable, accessible seamless mobility for all*. The Assembly noted broad support for the paper and endorsed the actions therein and adopted Resolution 12/1 to supersede Assembly Resolution A41-17, now issued as Assembly Resolution A42-17: *Consolidated statement of continuing ICAO policies related to facilitation* (presented in the Appendix of this working paper).

2.3 In WP/319, Senegal highlighted facilitation as vital for efficient and sustainable air transport, noting progress in the implementation of Annex 9 — *Facilitation* Standards and Recommended Practices (SARPs) and the need to address traffic growth. The paper proposed the creation of a Global Facilitation Plan (GFALP), a voluntary self-assessment framework for monitoring SARPs implementation, and the convening of a global Facilitation Conference every three years. The Assembly endorsed action a) contained in the paper, namely, recognize the need to continually improve the efficiency of cross-border movements of aircraft, passengers, crews and cargo, given the global air traffic forecasts for the coming years. A42 decided to refer actions b) and c) to the Council, with the involvement of the relevant technical

bodies, for further study and the development of a proposed way forward. Action b) is requesting that ICAO coordinates a feasibility study and, if deemed necessary, develop a Global Facilitation Plan (GFALP) similar to the GANP, GASP and GAsEP, identifying global priority areas and specific measures to enable the achievement of the established goals. Action c) requested that ICAO consider developing a standardized framework enabling States to provide continuous monitoring (self-assessment) of effective implementation of the Annex 9 SARPs for the stakeholders in their territories. The framework could include, but would not be limited to, a protocol for assessing implementation levels, a digital reporting platform and guidance for their use. Regarding action d) which asked to recognize the need to promote and maintain high-level political commitment and, to this end, requested that ICAO consider organizing an international Facilitation Conference (FALC) at regular intervals (at least one every three years) that would enable its objectives to be met considering available resources, the Assembly did not support this proposal, noting the resource constraints of Member States and ICAO, which render such frequency unfeasible. The Assembly encouraged ICAO to explore alternative means to maintain momentum, including leveraging existing ICAO events and regional platforms, while assessing the feasibility of convening future high-level Facilitation Conferences at longer time intervals.

2.4 In WP/72 (Rev.1), the United Kingdom and the International Air Transport Association (IATA), co-sponsored by Airports Council International (ACI), highlighted the complexity of facilitation under Annex 9 — *Facilitation* and proposed under action a) to task the ICAO Secretariat to support the Facilitation Panel to build a long-term Strategic Facilitation Plan that prioritizes specific SARPs for attention with the aim of increasing compliance with, and harmonized implementation of, these SARPs to prevent unnecessary inconvenience or delays to aircraft, passengers and cargo. Under action b) this paper encouraged States and industry representatives to actively participate in the development of the long-term Strategic Facilitation Plan by contributing to efforts to prioritize facilitation work areas and highlight issues for future focus. The Assembly noted strong support from multiple delegations for a more focused and strategic approach to facilitation work and decided to refer the actions contained in the paper to the Council, with the involvement of the relevant technical bodies, for further study and the development of a proposed way forward.

3. RECOMMENDATIONS

3.1 The Panel is invited to:

- a) consider if ICAO should coordinate a feasibility study, in order to assess the need for the development of a Global Facilitation Plan (GFALP), and, if deemed necessary, support the development of such a Plan, comparable in structure and purpose to the GANP, GASP and GAsEP, identifying global priority areas and specific measures to enable the achievement of agreed facilitation goals;
- b) consider the development of a standardized framework, that would enable States to conduct continuous monitoring and self-assessment of the effective implementation of the Annex 9 SARPs for stakeholders within their territories, including, but not limited to a protocol for assessing implementation levels and a digital reporting platform, and guidance for their use; and
- c) build, in cooperation with the ICAO Secretariat a long-term Strategic Facilitation Plan, prioritizing specific Annex 9 SARPs for focused attention, with the objective of increasing compliance and promoting harmonized implementation, thereby preventing unnecessary inconvenience or delays to aircraft, passengers and cargo.

APPENDIX

Resolution A42-17: Consolidated statement of continuing ICAO policies related to facilitation

Whereas Annex 9 — *Facilitation*, was developed as a means of articulating the obligations of Member States under Articles 22, 23 and 24 of the Convention and standardizing procedures for meeting the legal requirements referred to in Articles 10, 13, 14, 29 and 35;

Whereas implementation of the Standards and Recommended Practices in Annex 9 is essential to facilitate the clearance of aircraft, passengers/crew and their baggage, cargo and mail, as well as manage challenges in border controls and airport processes so as to maintain the efficiency of air transport operations;

Recognizing that the restrictions and public health measures brought by the COVID-19 pandemic have had a serious impact on the aviation industry and that this impact must be taken into account by ICAO and Member States when making decisions on air transport facilitation;

Reaffirming the commitments made in the Ministerial Declaration of the High-level Conference on COVID-19 (HLCC 2021) among others, the need to ensure a safe, secure, and orderly flow of traffic with operational readiness of aviation, and to ensure the long-term resilience of international aviation and incorporate the lessons learned from the current and past pandemics;

Recalling the conclusions and recommendations of the Facilitation stream of the High-level Conference on COVID-19 (HLCC 2021) of October 2021;

Whereas it is essential that Member States continue to pursue the objective of maximizing efficiency and security in such clearance operations; and

Whereas United Nations Security Council resolutions stress the continuing importance of ICAO's work on border control management and security of travel documents in the fight against terrorism.

The Assembly:

1. *Resolves* that the Appendices attached to this resolution and listed below constitute the consolidated statement of continuing ICAO policies related to facilitation, as these policies exist at the close of the 42nd Session of the Assembly:

- Appendix A — Development and implementation of facilitation provisions
- Appendix B — National and international action in ensuring the security and integrity of traveller identification and border controls
- Appendix C — National and international action and cooperation on facilitation matters
- Appendix D — Passenger Data Systems
- Appendix E — Global Commitment to ensure that aviation delivers, reliable, accessible seamless mobility for all

2. *Requests* the Council to keep the consolidated statement related to facilitation under review and advise the Assembly as appropriate when changes are needed to the statement; and

3. *Declares* that this resolution supersedes Resolution A41-17.

APPENDIX A

Development and implementation of facilitation provisions

Whereas the *Convention on the Rights of Persons with Disabilities* and its Optional Protocol, that had been adopted in December 2006 by the United Nations General Assembly, entered into force on 3 May 2008;

Whereas the development of specifications for machine readable travel documents by the Organization has proved effective in the development of systems that expedite the movement of international passengers and crew members through clearance control at airports, while enhancing immigration and other border control authorities compliance programmes;

Whereas the development of a set of standard signs to facilitate the efficient use of airport terminals by travellers and other users has proved effective and beneficial;

Whereas making air travel accessible for all passengers, including persons with disabilities is a key contributor to the achievement of the UN Sustainable Development Goals (SDGs) and aligns with global commitments such as the United Nations Convention on the Rights of Persons with Disabilities (CRPD);

Whereas Machine Readable Travel Documents (MRTDs) strengthen the border control management process and enhance security by improving the integrity of documents which verify the identity of travellers and air crew;

Whereas such MRTDs also enable high-level cooperation among States to strengthen resistance to passport fraud, including the forgery or counterfeiting of passports, the use of valid passports by impostors, the use of expired or revoked passports, and the use of fraudulently obtained passports;

Whereas the use of MRTDs and other passenger information tools can also be employed for security purposes, by strengthening border control management processes and improving the integrity of documents, adding an important layer to the international civil aviation system, in order to detect terrorists and prevent acts of unlawful interference well before the aircraft boarding process;

Whereas the adoption of technology-driven solutions such as electronic data interchange (EDI), blockchain technology, and automated customs procedures by the Organization has proved effective in expediting the movement of international passengers and crew members through clearance control at airports, while enhancing immigration and other border control authorities compliance programmes;

Whereas the 38th Session of the ICAO Assembly in 2013 resolved that Members States should be encouraged to use the electronic filing of differences (EFOD) system that was developed to address the need for a more efficient means of reporting and researching differences to Standards and Recommended Practices and for replacing the existing paper-based mechanism;

Mindful of the Annex 9 — *Facilitation* components that support both border management and border security objectives which are audited under the ICAO Universal Security Audit Programme (USAP);

Recognizing the importance of Facilitation and the need for centralized national facilitation coordination units, regular inter-agency meetings, and stakeholder engagement forums, along with, adequate human and financial resources to support the Facilitation programme's activities and to assist Member States in implementing the Standards and Recommended Practices in Annex 9 — *Facilitation*;

Recalling the Communique of the High-Level Conference on Aviation Security held in Montréal on 29 and 30 November 2018, and the conference's conclusions and recommendations related to border control management.

The Assembly:

1. *Urges* Member States to give special attention to increasing their efforts to implement Annex 9 Standards and Recommended Practices;
2. *Requests* Member States to implement, to the extent practicable, globally and regionally-harmonized, collaborative, and mutually accepted measures that take into consideration different national circumstances and policies, without creating undue economic burdens or compromising the safety and facilitation of civil aviation, to facilitate the recovery and sustainable development of international passenger travel;
3. *Urges* Member States to adopt and implement technology-driven solutions such as electronic data interchange (EDI), digitalization and automated customs procedures to enhance the efficiency and compliance of clearance control processes at airports;
4. *Urges* Member States to give due regard to Doc 9984, *Manual on Access to Air Transport by Persons with Disabilities*, in their implementation of the relevant provisions of Annex 9;
5. *Requests* the Secretary General to develop a work programme on accessibility for passengers with disability in order to reach for a disability-inclusive air transport system;
6. *Requests* the Council to ensure that Annex 9 — *Facilitation*, is current and addresses the contemporary requirements of Member States, as well as their appropriate obligations towards the United Nations Security Council resolutions with respect to border control management and security of travel documents, their obligations towards the *World Health Organization (WHO) International Health Regulations (2005), as amended in 2014, 2022, and 2024*, the handling of and responses to public health emergencies in addition to Member States' requirements relating to the administration of cargo and passengers; and advances in technologies related to such administration;
7. *Requests* the Secretary General to ensure that relevant guidance material is current and responsive to the requirements of Member States;
8. *Requests* the Council to ensure that the provisions of Annex 9 — *Facilitation* relating to border control management, and Annex 17 — *Aviation Security*, are compatible with and complementary to each other;
9. *Urges* Member States to give due regard to existing guidance material and best practices on wayfinding and signage, including Doc 9636, *International Signs to Provide Guidance to Persons at Airports and Marine Terminals*, to the extent it remains applicable;
10. *Urges* Member States to ensure that all relevant agencies and departments that have a role in the implementation of Annex 9 — *Facilitation*, including but not limited to, civil aviation administrations, immigration, customs, health, quarantine, travel document-issuing authorities, air traffic control, law enforcement, postal authorities, border police, and foreign affairs, collaborate and coordinate their efforts through the national air transport facilitation committee or similar arrangements, in order that the Annex 9 Compliance Checklist is comprehensively completed in the electronic filing of differences (EFOD) system;
11. *Urges* the Council to ensure that the Facilitation Programmes is treated as a matter of highest priority and appropriate resources are made available by ICAO and its Member States;
12. *Urges* all Member States to continue to financially support the Organization's facilitation activities with voluntary contributions in the form of human and financial resources beyond those budgeted for under the regular programme; and

13. *Recognizing* the leadership role of ICAO in the area of facilitation activities, requests the Council to ensure the long-term sustainability of the Organization's facilitation programmes, by taking measures to incorporate the funding requirements within the Regular Programme Budget and ensure adequate human resources are available, as soon as possible and to the extent practicable.

APPENDIX B

National and international action in ensuring the integrity of traveller identification and border controls and enhancing security

Whereas Member States recognize the relevance of traveller identification and border control management to the ICAO Strategic Objective of security and facilitation;

Whereas Member States recognize that the ability to uniquely identify individuals requires a holistic and coordinated approach, which links the following five interdependent elements of traveller identification and border control management into a coherent framework:

- a) foundational documents, tools and processes required to ensure evidence of identity;
- b) the design and manufacture of standardized Machine Readable Travel Documents (MRTDs), especially ePassports, that comply with ICAO specifications defined in Doc 9303, *Machine Readable Travel Documents*;
- c) processes and protocols for document issuance by appropriate authorities to authorized holders, and controls to combat theft, tampering and loss;
- d) inspection systems and tools for the efficient and secure reading and verification of MRTDs at borders, including use of the ICAO Public Key Directory (PKD); and
- e) interoperable applications that provide for timely, secure and reliable linkage of MRTDs and their holders to available and relevant data in the course of inspection operations;

Whereas Member States require capacity to uniquely identify individuals and require tools and mechanisms available to establish and confirm the identity of travellers;

Whereas the ICAO Traveller Identification Programme (ICAO TRIP) strategy provides the global framework for achieving the maximum benefits of travel documents and border controls by bringing together the elements of the traveller identification management;

Whereas Member States of the United Nations have resolved, under Resolution 70/1 adopted on 25 September 2015 to adopt a 2030 Agenda for Sustainable Development that includes a set of 17 Sustainable Development Goals (SDGs) supported by 169 targets, the target 16.9 being to provide legal identity for all, including birth registration by 2030;

Whereas the United Nations Security Council, in Resolutions 1373 (2001), 2178 (2014) 2396 (2017), and 2482 (2019) decided that all Member States shall prevent the movement of terrorists or terrorist groups by effective border controls and controls on issuance of identity papers and travel documents, and through measures for preventing counterfeiting, forgery or fraudulent use of identity papers and travel documents;

Whereas the veracity and validity of machine readable travel documents (MRTDs) depends on the readability and protection of these documents, physical securities contributing to them, and electronic securities guaranteeing them;

Whereas the limitation of the number of possible civil status for a person depends on the documentation used to establish identity, confirm citizenship or nationality and assess entitlement of the passport applicant (i.e. breeder documentation);

Whereas the passport is the main official travel document that denotes a person's identity and citizenship and is intended to inform the State of transit or destination that the bearer can return to the State which issued the passport;

Whereas international confidence in the integrity of the passport is essential to the functioning of the international travel system;

Whereas the use of stolen blank passports, by those attempting to enter a country under a false identity, is increasing worldwide;

Whereas reporting promptly accurate information about stolen, lost or revoked travel documents issued by each Member State to the International Criminal Police Organization (INTERPOL) Stolen and Lost Travel Documents (SLTD) database is mandatory as per an Annex 9 — *Facilitation* Standard;

Whereas the security of traveller identification and border controls depends on a robust identification management system and the integrity of the travel document issuance process;

Whereas high-level cooperation among Member States is required in order to strengthen resistance to passport fraud, including forgery or counterfeiting of passports, use of valid passports by impostors, use of expired or revoked passports, and the use of fraudulently obtained passports;

Whereas Member States of the United Nations have resolved, under the Global Counter-Terrorism Strategy adopted on 8 September 2006, to step up efforts and cooperation at every level, as appropriate, to improve the security of manufacturing and issuing identity and travel documents and to prevent and detect their alteration or fraudulent use;

Whereas enhanced and intensified cooperation among Member States is required in order to combat and prevent identification and travel document fraud;

Whereas travel documents for refugees, as provided for in Article 28 of the 1951 Convention Relating to the Status of Refugees, and for stateless persons as provided in the 1954 Convention Relating to the Status of Stateless Persons, shall be issued to refugees or stateless persons lawfully staying on the States' territory, and as such are travel documents foreseen in two international treaties for persons benefitting from an internationally recognized status;

Whereas ICAO has set up the Public Key Directory (PKD) to assist in the authentication of electronic Machine Readable Travel Documents (eMRTDs) including ePassports, thereby strengthening their security and the integrity of border controls;

Whereas Member States request from ICAO programmes, technical assistance and capacity-building support in strengthening their traveller identification and border control management; and

Whereas cooperation on human trafficking matters among Member States and with the various national, regional, international parties and other stakeholders interested in this area, has brought benefits to procedures to combat trafficking in persons.

The Assembly:

1. *Urges* Member States, through their travel document and border control management, to uniquely identify individuals to maximize facilitation and aviation security benefits, including preventing acts of unlawful interference and other threats to civil aviation;
2. *Urges* Member States to implement rigorous processes and tools to safeguard the integrity and security of breeder documentation by notably applying evidence of identity principles, such as ensuring that identity exists and is living, the applicant links to identity and is unique to the system through the provision of confidence of the applicant's "social footprint" and check against agency records or by associating the record with one or more biometrics;
3. *Urges* Member States to intensify their efforts in developing and implementing a robust identification management system and safeguard the security and integrity of the travel document issuance process;
4. *Urges* Member States to intensify their efforts in establishing and implementing a solid verification system of the integrity of electronic Machine Readable Travel Documents (eMRTDs), in particular by authenticating their electronic signatures and verifying their validity;
5. *Requests* the Council to direct the Secretary General to maintain and update the ICAO TRIP Strategy Implementation Roadmap to assist Member States to uniquely identify individuals, and to enhance the security and integrity of their travel documents and border controls;
6. *Requests* Member States to intensify their efforts to safeguard the security and integrity of traveller identification and border controls, and to assist one another in these matters;
7. *Urges* those Member States that have not already done so, to issue machine readable passports in accordance with the specifications of Doc 9303;
8. *Reminds* Member States to ensure that non-machine readable passports are withdrawn from circulation;
9. *Urges* those Member States that have decided to issue eMRTDs to do so in accordance with the specifications of Doc 9303;
10. *Urges* Member States to ensure that when issuing travel documents for refugees and stateless persons, these travel documents are machine readable, in accordance with the specifications of Doc 9303;
11. *Reminds* Member States to establish controls to safeguard against the theft of blank travel documents and the misappropriation of newly issued travel documents;
12. *Urges* those Member States requiring assistance in building effective and efficient traveller identification and border control systems to contact ICAO without delay;
13. *Requests* the Council to ensure that specifications and guidance material contained in Doc 9303, Machine Readable Travel Documents, remain up to date in light of technological advances;
14. *Urges* Member States to reinforce their border control management processes as also required by the relevant United Nations Security Council resolutions, by implementing the related Annex 9 — *Facilitation Standards*.
15. *Calls* upon Member States to implement technological solutions aimed at enhancing security and facilitation of border controls while improving clearance procedures, such as the joint use of Automated Border Control (ABC) gates and the ICAO PKD when authenticating eMRTDs;

16. *Requests* the Council to continue to explore technological solutions aimed at enhancing security and facilitation of border controls while improving clearance procedures;
17. *Requests* the Council to continue the work on further strengthening the integrity of traveller identification and border controls management and enhancing security, and developing guidance material to assist Member States to further those objectives;
18. *Urges* the Council to explore ways of intensifying assistance and capacity-building support to Member States in the traveller identification and border control areas, including a proactive leadership role for ICAO in facilitating and coordinating such assistance in the international community;
19. *Urges* all Member States to join the ICAO PKD, upload relevant information from their own State to the PKD, and to use the information available from all States in the ICAO PKD to authenticate eMRTDs at border controls;
20. *Urges* those Member States that are not already doing so to promptly report accurate information about stolen, lost, and revoked travel documents issued by their State, to INTERPOL for inclusion in their Stolen and Lost Travel Document (SLTD) database;
21. *Calls* upon those Member States that are not already doing so to query, at entry and departure border control points, the travel documents of individuals travelling internationally against the INTERPOL Stolen and Lost Travel Documents (SLTD) database;
22. *Urges* Member States to establish efficient and effective mechanisms in order to implement submissions to, and queries of, the SLTD database.
23. *Urges* all Member States to issue machine-readable passports in accordance with Doc 9303 and to respect the implementation deadlines for the secondary document type indicator;
24. *Encourages* Member States issuing eMRTDs to ensure full compliance with ICAO standards and to incorporate digital travel credentials where feasible;
25. *Urges* all Member States issuing eMRTDs to deprecate Basic Access Control (BAC) and implement Password Authenticated Connection Establishment (PACE), as well as to update their facial image encoding and to prepare inspection systems for decoding the new encoding at border control within the respective timelines;
26. *Urges* Member States to establish among all involved stakeholders an efficient information-sharing and collaboration system in the prevention of human trafficking; and
27. *Requests* the Secretary General to continue to develop relevant guidance material on combatting trafficking in persons in order to support Member States in their implementation of the provisions of Annex 9 — *Facilitation* related to trafficking in persons.

APPENDIX C

National and international action and cooperation on facilitation matters

Whereas there is a need for continuing action by Member States to improve the effectiveness and efficiency of clearance control formalities;

Whereas the establishment and active operation of national air transport facilitation programmes and facilitation committees is a proven means of effecting needed improvements;

Whereas cooperation on facilitation matters among Member States and with the various national, regional, and international parties, and industry interested in facilitation matters has brought benefits to all concerned;

Whereas such cooperation has become vital in the light of the proliferation of non-uniform passenger data systems that adversely affect the viability of the air transport industry, and the increasing requests by border control authorities for transfer of passenger data;

Whereas the threat of worldwide transmission of communicable diseases by means of air transport has increased in past years;

Whereas Annex 9 provides a framework for the facilitation of assistance to aircraft accident victims and their families, notably, Standard 8.43 obliging Member States to establish legislation, regulations and/or policies in support of assistance to aircraft accident victims and their families, and the Recommended Practice for aircraft and airport operators to develop appropriate plans to provide timely and effective assistance to aircraft accident victims and their families; and

Whereas cooperation on wildlife trafficking matters among Member States and with the various national, regional, and international parties, and other stakeholders interested in this area has brought benefits to procedures to combat wildlife trafficking;

The Assembly:

1. *Urges* Member States to establish and utilize national air transport facilitation programmes and facilitation committees and adopt policies of cooperation on a regional basis among neighbouring States and to promote cross-border data-sharing agreements and public-private partnerships;

2. *Urges* Member States to participate in regional and subregional air transport facilitation programmes of other intergovernmental aviation organizations;

3. *Urges* Member States to take all necessary steps, to ensure the development of a National Air Transport Facilitation Programme, and the establishment of facilitation committees or other appropriate means, for:

- a) ensuring timely and effective implementation of Annex 9 — *Facilitation Standards and Recommended Practices*;
- b) regularly calling the attention of all interested departments of their governments to the need for:
 - 1) making the national regulations and practices conform to the provisions and intent of Annex 9;
 - 2) working out satisfactory solutions for day-to-day problems in the facilitation field;
 - 3) promoting a Facilitation culture;

- 4) coordination among all relevant agencies, departments of the State, including public health authorities and relevant stakeholders through the implementation of National Air Transport Facilitation Committees (NATFCs).
 - c) taking the initiative in any follow-up action required; and
 - d) ensuring that the appropriate coordination is in place for the effective implementation of the ICAO TRIP Strategy.
4. *Urges* Member States to encourage the study of facilitation problems by their national and other facilitation programmes and committees and to coordinate the findings of their committees on facilitation problems with those of other Member States with which they have air links;
5. *Urges* neighbouring and bordering Member States to consult one another about common problems that they may have in the facilitation field, whenever it appears that these consultations may lead to a uniform solution of such problems;
6. *Urges* Member States, aircraft operators and airport operators to continue to cooperate intensively as regards:
 - a) identification and solution of facilitation problems; and
 - b) developing cooperative arrangements for the prevention of illicit narcotics trafficking, illegal immigration, the spread of communicable diseases and other threats to national interests;
7. *Urges* Member States to call upon aircraft and airport operators and their associations to participate in electronic data interchange systems in order to achieve maximum efficiency levels in the processing of cargo traffic at international terminals;
8. *Urges* Member States to implement the provisions of Annex 9 to facilitate assistance to aircraft accident victims and their families, including ensuring that aircraft and airport operators develop appropriate plans to provide timely assistance to aircraft accident victims and their families, recognizing that airport operators' plans may form part of the aerodrome emergency plans required under Annex 14;
9. *Urges* Member States and aircraft and airport operators, in cooperation with interested international organizations, to make all possible efforts to speed up the handling and clearance of air cargo, while ensuring the security of the international supply chain;
10. *Requests* Member States to consider identifying and designating an appropriate authority or a relevant coordination mechanism for facilitation, and ensure that sustainable funding mechanisms and corresponding human resources are available to support the implementation of facilitation provisions of Annex 9 and related activities;
11. *Requests* Member States to ratify and implement the Montréal Protocol 2014 and consider the recommendations in the ICAO *Manual on the Legal Aspects of Unruly and Disruptive Passengers* (Doc 10117);
12. *Urges* Member States to take measures, in cooperation with airport and aircraft operators, to promote passenger awareness of the unacceptability and possible legal consequences of unruly or disruptive behaviour at airports and on board aircraft to deter and prevent unruly and disruptive behaviour;

13. *Urges* Member States to take measures, in cooperation with airport and aircraft operators, to ensure that relevant personnel are trained to identify and manage unruly and disruptive passenger situations;
14. *Requests* Member States to ensure provision of assistance to persons with disabilities travelling by air and especially take steps to mitigate the barriers that limit the ability of the elderly and persons with disabilities in times of abnormal processes, such as during public health-related emergencies;
15. *Urges* Member States to ensure that airport facilities are adapted to the needs of persons with disabilities, that lifting systems and appropriate devices are made fully available, that designated points for the pick-up and drop-off of persons with disabilities are made available as close as possible to main entrances and/or exits of the terminal building and that adequate accessible parking facilities are provided for people with mobility needs, including during a public health emergency;
16. *Urges* Member States to ensure that airport services are made available that meet the needs of passengers with disabilities, including services for provision of flight service-related information to hearing and visually impaired persons;
17. *Urges* Member States to undertake dialogue and cooperation among national, regional and international border control and security-related bodies regarding their obligations towards Annex 9 — *Facilitation* and relevant United Nations Security Council resolutions;
18. *Requests* the Secretary General to ensure ICAO continues its work on border control management and security of travel documents in the fight against terrorism, and to strengthen its cooperation and collaboration with relevant United Nations (UN) agencies, such as UN Office of Counter-Terrorism (UNOCT) and UN Office on Drugs and Crime (UNODC); and
19. *Urges* Member States to establish among all involved stakeholders an efficient information-sharing and collaboration system in the prevention of wildlife trafficking.

APPENDIX D

Passenger Data Systems

Whereas there is a need for continuing action by Member States to improve the effectiveness and efficiency of clearance control formalities;

Whereas UN Security Council, in Resolution 2396 (2017), in welcoming ICAO's decision to establish a Standard under Annex 9 — *Facilitation*, regarding the use of Advance Passenger Information (API) systems by its Member States, and recognizing that many ICAO Member States have yet to implement this Standard, has decided, in paragraph 11, that in furtherance of paragraph 9 of resolution 2178 (2014) and the ICAO Standard, its Member States are, inter alia, to establish API systems and shall require airlines operating in their territories to provide API to the appropriate national authorities;

Whereas UN Security Council, also in resolution 2396, at paragraph 12, has decided that Member States shall develop the capability to collect, process and analyse, in furtherance of ICAO Standards and Recommended Practices, Passenger Name Record (PNR) data and to ensure PNR data is used by and shared with all their competent national authorities, with full respect for human rights and fundamental freedoms for the purpose of preventing, detecting and investigating terrorist offences and related travel, further calls upon Member States, the UN, and other international, regional, and subregional entities to provide technical assistance, resources and capacity building to Member States in order to implement such capabilities, and, where appropriate, encourages Member States to share PNR data with relevant or concerned Member States to detect foreign terrorist fighters returning to their countries of origin or nationality, or travelling or relocating to a third country, with particular regard for all individuals designated by the Committee established pursuant to resolutions 1267 (1999), 1989 (2011), and 2253 (2015);

Whereas the UN Security Council, in resolution 2482 (2019), has called upon Member States to implement obligations to collect and analyse API and develop the ability to collect, process and analyse, in furtherance of ICAO Standards and Recommended Practices, PNR data and to ensure PNR data is used by and shared with competent national authorities, with full respect for human rights and fundamental freedoms, which will help security officials make connections between individuals associated with organized crime, whether domestic or transnational, and terrorists, to stop terrorist travel and prosecute terrorism and organized crime, whether domestic or transnational, including by making use of capacity building programmes; and

Whereas the use of both API and PNR data as mentioned in the ICAO TRIP Strategy can also be employed for security purposes, adding an important layer to the international civil aviation system, in order to detect terrorists and prevent acts of unlawful interference well before the aircraft boarding process;

The Assembly:

1. *Urges* Member States to call upon aircraft operators offering international air transport services to participate in electronic data interchange systems by providing advance passenger information in order to achieve maximum efficiency levels in the processing of passenger traffic at international airports;
2. *Urges* Member States, in the use of electronic passenger data systems, to ensure that the passenger data requirements conform to international Standards adopted by relevant international organizations and United Nations agencies for this purpose, and to ensure the security, fair processing and safeguarding of such data with full respect for human rights;
3. *Requests* Member States to implement the Passenger Data Single Window facility that allows parties involved in passenger transport by air to lodge standardized passenger information (i.e. API, interactive API (iAPI) systems 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 State;
4. *Urges* Member States to assist and share best practices, as appropriate, with other Member States in the establishment of passenger data systems;
5. *Requests* Member States to consider the deployment of interactive API systems and to provide integrated pre- travel verification responses to aircraft operators related to immigration, security and public health requirements;
6. *Calls* upon Member States to support ICAO's work on the development of appropriate guidance material and implementation of Annex 9 PNR provisions; and
7. *Urges* Member States that have not already done so, to develop the capability to collect, process and analyse PNR data and to ensure that PNR data is used by and shared with their competent national authorities, with full respect for human rights and fundamental freedoms for the purpose of preventing, detecting and investigating terrorist offences and related travel.

APPENDIX E

Global commitment to ensure that aviation delivers reliable, accessible and seamless mobility for all

Recalling the Facilitation Conference (FALC 2025) held on 14 to 17 April 2025 in Doha, Qatar, and the Ministerial Declaration (Doha Declaration) adopted on 17 April 2025;

Whereas implementation of the Standards and Recommended Practices in Annex 9 — *Facilitation* to the Convention on International Civil Aviation, 1944 is essential to facilitate the clearance of aircraft, passengers and their baggage, cargo and mail and manage challenges in border controls and airport processes to maintain the efficiency of air transport operations;

Recalling ICAO Assembly Resolutions A42-17: *Consolidated statement of continuing ICAO policies, related to facilitation*, A42-16: *Development and implementation of facilitation provisions — combatting human trafficking*, A42-14: *Accessibility in International Civil Aviation*, A42-15: *Assistance to victims of aviation accidents and their families*, A41-12: *Maintaining health and sustaining safe international air transport during public health emergencies affecting air travel*; and A41-11: *Declaration on air transport facilitation affirming global commitment to enable the safe and efficient recovery of aviation from the COVID-19 pandemic*, and to make aviation more resilient in the future, that enshrine the global commitment of Member States and ICAO to enhance air transport facilitation;

Emphasizing the need for Member States to support actively ICAO's efforts to improve air transport facilitation through voluntary contributions, including the secondment of staff, and to promote closer collaboration with national and international agencies, including immigration, border control, customs, and public health entities;

Whereas air transport facilitation is important to ensure a safe, secure and sustainable civil aviation sector;

Whereas the implementation of Facilitation Standards and Recommended Practices is essential to achieve global alignment and harmonization of passenger, crew, aircraft, and cargo processing;

Whereas engaging actively in international frameworks and decision-making for a is required in order to streamline and continually improve facilitation and traveller identification;

Acknowledging that air transport has an essential role in connecting people, facilitating trade, improving sustainable social, and economic development and consequently the quality of life, while ensuring that international civil aviation continues to contribute to the achievement of the relevant United Nations Sustainable Development Goals (SDGs);

Whereas humanitarian response in major crisis relies heavily on swift transportation aid and relief by air;

Acknowledging the ongoing work of ICAO in leading global efforts to standardize and improve air transport facilitation measures through the development of Annex 9, the ICAO Traveller Identification Programme (TRIP) Strategy, and the ICAO Public Key Directory (PKD) programmes, as well as through the establishment of technical specifications, policies, guidance material, capacity building and assistance, and collaboration with relevant international organizations;

Acknowledging the various specialized skillsets needed for air transport facilitation; and

Recognizing the importance of an effective crisis response framework for future public health-related crises that draws on relevant guidance, best practices, integrated risk management approaches, and lessons learnt from the COVID-19 pandemic to enable the international aviation community to rapidly respond to a public health-related crisis; and building resilience to future similar outbreaks.

The Assembly:

1. *Requests* Member States to strengthen mechanisms for establishing robust partnerships with immigration and border control agencies, customs, public health authorities and all stakeholders involved in the management of border crossing in order to foster a unified and comprehensive approach to air transport facilitation;
2. *Requests* Member States to develop a strategic, prioritized, forward-looking vision that addresses emerging trends, technological advancements, and global imperatives such as seamless movement of people and goods, inclusivity and sustainability;
3. *Urges* Member States to actively engage in the development of relevant international legal and administrative frameworks that support the evolving needs of international civil aviation and facilitation, particularly in the areas of civil registration, digital identity, biometric recognition, advance passenger information, passenger name record data, and seamless passenger and crew processing;
4. *Requests* Member States to consider sustainable funding mechanisms that ensure the long-term viability of facilitation programmes and the continuous improvement of air transport;
5. *Requests* Member States to actively engage in activities and take measures that support the achievement of the relevant United Nations Sustainable Development Goals (SDGs);
6. *Urges* Member States to work closely to support the value and importance of ICAO's 'No Country Left Behind' strategic goal that aims to help States and provide expertise and resources through the provision of targeted and effective air transport facilitation assistance and capacity-building to States in need;
7. *Urges* Member States to give humanitarian missions the maximum access to airspace and airports;
8. *Requests* the Council to review and enhance the ICAO provisions to facilitate the operations of humanitarian flights;
9. *Urges* Member States and ICAO to prioritize the inclusion and accessibility of air transport services to persons with visible and non-visible disabilities and reduced mobility by ensuring their involvement in decision-making processes, ensuring multi-stakeholder cooperation and civil society engagement, fostering data collection and sharing, and advancing standardized personnel training, among other efforts in order to achieve a disability-inclusive air transport system;
10. *Urges* Member States to take measures to ensure that procedures in place to combat trafficking in persons are based on a comprehensive policy and include reporting systems and relevant competent authorities' points of contact, and to recommend appropriate training of airport and aircraft operators' personnel in direct contact with the travelling public;
11. *Requests* Member States to improve passenger travel experience and cargo facilitation by enhancing efficiency of the movement of aircraft, passengers, crew and cargo;
12. *Requests* Member States to promote interoperability in all passenger processing efforts, whether involving manual or automated processes or some combination thereof;
13. *Urges* Member States to take measures and or actions to address air transport Facilitation issues related to refugees and stateless persons by partnering with national and international human rights institutions;

14. *Urges* Member States to take measures to collaboratively improve the handling of inadmissible persons situations between national authorities and the airline industry, and in accordance with Annex 9 provisions;
15. *Urges* Member States to take a strategic, proactive and collaborative approach to the implementation of innovative technologies that can improve all aspects of air transport facilitation, including border control, by ensuring that endorsed technologies are properly implemented, generalized and used across all aspects of Facilitation, to enhance processes related to passengers, crew, aircraft, cargo and mail, and by considering the adoption and integration of innovative technologies that address existing Facilitation challenges;
16. *Reminds* Member States to encourage robust partnerships with immigration and border control agencies, customs, public health authorities to optimize the efficiency and effectiveness of the flow of passengers and goods;
17. *Requests* Member States to focus on recruitment and training efforts;
18. *Urges* Member States to work to attract the next generation of facilitation professionals while promoting policies and initiatives that enhance diversity, equity, and inclusion, including efforts to bridge the gender gap within the aviation industry;
19. *Requests* the Council to strengthen ICAO's leadership role in the ongoing implementation and evolution of the ICAO Traveller Identification Programme (TRIP) Strategy, including the development of advanced technical specifications for travel documents and digital credentials ensuring data interoperability, and mechanisms for their efficient validation;
20. *Requests* the Council to support the ICAO Public Key Directory (PKD) and its active use internationally, advocating for its use in both governmental and private sectors to provide the foundation for the verification of travel documents and related digital credentials globally;
21. *Urges* Member States to work collaboratively with the public health sector and relevant stakeholders to develop a national aviation plan in preparation for the outbreak of a communicable disease posing a public health risk, ensuring that air transport can continue safely and efficiently in all circumstances; this plan should be developed in line with the World Health Organizations' International Health Regulations;
22. *Urges* Member States to communicate public health-related entry requirements to the travelling public and all stakeholders in the aviation community in a timely manner, and regularly assess the possibility of eminent public health threats and promptly apply contingency measures;
23. *Urges* Member States to actively engage in the activities of the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA); and
24. *Declares* that this Resolution supersedes Resolution A41-17.