



**WORKING PAPER**

**ASSEMBLY — 42ND SESSION**

**EXECUTIVE COMMITTEE**

**Agenda Item 12: Facilitation Programmes**

**CONSOLIDATED STATEMENT OF CONTINUING ICAO POLICIES RELATED TO  
FACILITATION**

(Presented by the Council of ICAO)

**EXECUTIVE SUMMARY**

This paper presents developments pertaining to ICAO's work on Facilitation since the last Assembly. ICAO's work in the field of Facilitation is composed of three separate but interrelated programmes, Annex 9 — Facilitation, the ICAO Traveller Identification Programme (TRIP) Strategy and the ICAO Public Key Directory (PKD). The paper proposes priorities for the three programmes and outlines the expected outcomes of their work during the next triennium. In 2022, the 41st Session of the Assembly adopted Resolution A41-17 – *Consolidated statement of continuing ICAO policies related to facilitation*. Amendments to the consolidated statement reflecting major developments since the 41st Session are proposed as presented in Appendix E.

**Action:** The Assembly is invited to:

- a) acknowledge the work accomplished by ICAO, in particular associated within the three Facilitation programmes;
- b) endorse the Organization's work programme and priorities for the 2026–2028 triennium for Annex 9, TRIP and PKD; and
- c) adopt the revised Resolution on the *Consolidated statement of continuing ICAO policies related to facilitation*, presented in Appendix E, to supersede A41-17.

<i>Strategic Goals:</i>	This working paper relates to the Strategic Goal — <i>Aviation Delivers Reliable, Accessible and Seamless Mobility for All</i> .
<i>Financial implications:</i>	The ICAO activities referred to in this paper are expected to be undertaken within the resources available in the 2026-2028 Regular Budget and/or from extra-budgetary contributions as guided by the ICAO Business Plan 2026-2028.
<i>References:</i>	Doc 10184, <i>Assembly Resolutions in Force</i> (as of 7 October 2022) Annex 9 — <i>Facilitation</i> , [Amendment 30, 17th Edition] Doc 9303, <i>Machine Readable Travel Documents</i>

## 1. INTRODUCTION

1.1 The main Facilitation objective is the efficient management of border control processes to expedite clearance of aircraft, passengers/crew, baggage and cargo. ICAO's work in the field of Facilitation is composed of three separate but interrelated programmes, Annex 9 — *Facilitation*, the ICAO Traveller Identification Programme (TRIP) Strategy and the ICAO Public Key Directory (PKD).

1.2 Annex 9 — *Facilitation* is based on 10 Articles of the *Convention on International Civil Aviation* (Chicago Convention) which require Member States to comply with laws governing the inspection of aircraft, cargo and passengers by authorities concerned with customs, immigration, agriculture and public health in order to minimize operational delays. As the means of carrying out this mandate, the Facilitation regulatory framework builds on Standards and Recommended Practices (SARPs) as maintained in Annex 9 — *Facilitation*, designed to help States achieve maximum efficiency in their border clearance operations.

1.3 The ICAO TRIP Strategy establishes a comprehensive framework for Member States to build a robust traveller identification process and is composed of five elements related to identification management, namely: Evidence of Identity (EoI); Machine Readable Travel Documents (MRTDs); Document Issuance and Control (DIC); Inspection Systems and Tools (IST), including the ICAO Public Key Directory (PKD); and Interoperable Applications (IA).

1.4 The ICAO PKD is an integral component of international infrastructure supporting use of electronic MRTDs (eMRTDs), facilitating the sharing of public key certificates necessary as part of the global eMRTD ecosystem.

## 2. DEVELOPMENTS IN FACILITATION IN THE PERIOD 2023-2025

2.1 Work has progressed significantly across all three programmes since the last Assembly. Annex 9 — *Facilitation* has been updated to assure continued relevance and optimal leveraging of developing possibilities. New document formats have been specified within the TRIP Strategy programme while significant capacity-building work has continued. The PKD system has evolved with new participants continuing to join, more data being included and new services being added. Possible future use by private sector entities is also being explored. Details are provided in Appendices A, B and C.

2.2 During the Third Meeting of its 230th Session, the ICAO Council reaffirmed the importance of air transport facilitation, and in this context, declared 2024 as the Year of Facilitation (FAL2024). The year 2024 was also the opportunity to celebrate the 75th Anniversary of Annex 9 — *Facilitation*. The milestone celebration provided the opportunity for ICAO, in collaboration with the entire global community, to raise awareness of the importance of facilitation in advancing air transport systems, to increase understanding of ICAO's facilitation programmes and to build motivation and momentum for enhanced implementation in years to come. Details of FAL2024 are provided in Appendix D. Numerous events took place internationally, regionally and nationally.

2.3 The Year of Facilitation activities culminated with the Facilitation Conference (FALC 2025) that took place under the theme "Facilitating the Future of Air Transport: Collaboration, Efficiency, Inclusivity" in Doha, Qatar, from 14 to 17 April 2025, hosted by Qatar. FALC 2025 included a Ministerial Segment on 17 April 2025, attended by Ministers, Deputy Ministers, Heads of Delegations and senior officials of international organizations that considered the draft Doha Declaration on Facilitation of International Air Transport. The Ministerial Segment concluded with the adoption of the Doha Declaration on Facilitation of Air Transport, reaffirming States' commitment to enhance air transport Facilitation. Most of the operative clauses of the Doha Declaration are incorporated in a new Appendix E to the draft Resolution on the *Consolidated statement of continuing ICAO policies related to facilitation*, to supersede A41-17 for consideration by the Assembly during its 42nd Session as presented in Appendix E of this

working paper. Other operative clauses were included in the draft amendments to Assembly Resolution A41-14 on *Assistance to victims of aviation accidents and their families* to the 42nd Session of the ICAO Assembly (A42-WPxx refers).

### 3. ANNEX 9 WORK PROGRAMME AND PRIORITIES FOR THE 2026-2028 TRIENNIUM

3.1 The 41st Session of the ICAO Assembly endorsed the Annex 9-related priorities for the 2023-2025 triennium which includes a consolidation of its work, examining issues relating to non-compliance with the Annex 9 — *Facilitation SARPs*, the development of strategies to assist States in implementing the provisions of Annex 9, and engagement with advances in technologies pertaining to the work of the FAL Programme, including the preparation of responses to new and emerging facilitation-related issues. The development in the priorities endorsed by A41 for the Annex 9 programme is detailed in Appendix A to this working paper.

3.2 The table below summarizes the proposed priorities for the work Programme on Annex 9 and expected outcomes for the 2026 – 2028 triennium:

Priorities: 2026 - 2028	Expected Outcomes
1. Enhance Facilitation provisions to streamline clearance for aircraft, passengers, crew, baggage, cargo and mail, while addressing challenges in border controls and airport facilitation processes	a. streamlined Annex 9 SARPs; and b. updated Facilitation regulatory framework to meet evolving needs of aviation, aligning with relevant international regulations, and incorporating technological advancements in cargo and passenger processing
2. Monitoring States’ level of implementation of Annex 9 Provisions	strategies to assist Member States in notifying differences and compliance with Annex 9 SARPs through the Compliance Checklist in the Electronic Filing of Differences (EFOD) system
3. Assistance to Member States	a. targeted State assistance projects; b. development and delivery of Facilitation training courses and iPacks; c. implementation of State specific FAL Regional Implementation Seminars; d. revised and/or new relevant policies and guidance material, templates aimed to streamline and simplify border clearance processes for international air transport, enhancing efficiency and ensuring alignment with other international regulations to address procedures for passengers, baggage, cargo, and mail; immigration and customs management; passenger data systems; health-related provisions for managing public health emergencies; guidelines for travel documents and visas; facilities and services required for border formalities; cargo facilitation procedures; and coordination among stakeholders to improve air transport operations; and e. a mechanism to facilitate national facilitation oversight systems.
4. Responses to new and emerging issues	a. new and/or revised health-related SARPs in close collaboration with the World Health Organization (WHO) and other relevant stakeholders to ensure alignment with new and/or revised WHO International Health Regulations; b. support development of a unified framework to improve the effectiveness of global management of public health risk in aviation together with relevant stakeholders;

Priorities: 2026 - 2028	Expected Outcomes
	<ul style="list-style-type: none"> <li>c. monitor new developments and collaborate with relevant stakeholders to further develop the guidance material supporting the implementation of the health-related provisions of Annex 9;</li> <li>d. a comprehensive ICAO Strategy and work programme to facilitate mitigating the barriers that limit the ability of persons with reduced mobility and persons with disabilities to facilitate travel by air;</li> <li>e. the second edition of ICAO Doc 9957 – <i>Facilitation Manual</i>; and</li> <li>f. update and refine the global facilitation policy framework and associated guidance material, particularly through the coordination of expert groups in the area of facilitation.</li> </ul>
<p>5. Innovation in technologies impacting existing SARPs</p>	<ul style="list-style-type: none"> <li>a. a harmonized framework for interoperable long-term solutions that use digital travel documents, considering existing solutions and innovative technologies;</li> <li>b. monitor innovative developments in the Facilitation domain, facilitate sharing of knowledge regarding innovation and develop new regulatory provisions, guidance, specifications and/or tools as necessary; and</li> </ul>

#### 4. THE ICAO TRIP WORK PROGRAMME AND PRIORITIES FOR THE 2026-2028 TRIENNIUM

4.1 The ICAO Traveller Identification Programme (ICAO TRIP) Strategy establishes a comprehensive framework for Member States to build a robust traveller identification process and is composed of five elements related to identification management, namely: Evidence of Identity (EoI); Machine Readable Travel Documents (MRTDs); Document Issuance and Control (DIC); Inspection Systems and Tools (IST), including the ICAO Public Key Directory (PKD); and Interoperable Applications (IA), such as Advance Passenger Information (API) and Passenger Name Record (PNR) data. The progress made in the work related to the TRIP elements during the 2023–2025 triennium is described in the Appendix B.

4.2 As described in the ICAO Business Plan 2026–2028, future work in the area of TRIP is meant to enhance capabilities of States to facilitate the movement of people and goods by air, and uniquely identify individuals, including through implementation of innovations, leading to improved efficiency in border management operations and increased resilience to future challenges. Focus and priorities will be placed, inter alia, on:

- a) developing and maintaining the MRTDs specifications in Doc 9303, in particular for the Digital Travel Credential (DTC);
- b) harmonizing terms between Doc 9303 and Annex 9;
- c) supporting the global expansion and enhanced implementation of Advance Passenger Information (API) and Passenger Name Record (PNR) systems;
- d) enhancing awareness and promoting the TRIP Strategy through global and regional engagement initiatives;
- e) promoting coordination and cooperation among States, regional and international organizations and the private sector for the provision of the appropriate level of expertise in TRIP-related matters; and
- f) providing assistance to States, as required, through webinars, workshops and training to enhance their TRIP-capacity building, under the Strategic Goal - No Country Left Behind (NCLB).

4.3 The expected outcomes of the ICAO TRIP Strategy will be monitored by the corresponding online Compliance Checklist (CC) in the Electronic Filing of Differences (EFOD) of Annex 9-related SARPs.

**5. THE ICAO PKD WORK PROGRAMME AND PRIORITIES FOR THE 2026-2028 TRIENNIUM**

5.1 The ICAO PKD connects governmental authorities across the world to facilitate efficient and cost-effective exchange of the data needed for full authentication of electronic Machine Readable Travel Documents (eMRTDs). Thus, it provides for enhanced trust in the eMRTDs presented by travellers at foreign borders, improving security and facilitation while also enabling increased automation of cross-border processing of passengers and crew. The progress made in the work related to the ICAO PKD during the 2023–2025 triennium is described in Appendix C.

5.2 While participation growth has been impressive, it may be noted that more than 160 Member States issue ePassports. Considering the important future role of the PKD in facilitating seamless travel for all, as foreseen in the ICAO Business Plan 2026-2028, efforts will be placed on continuing to increase effective participation. Continued education and outreach through participation at meetings and conferences will be necessary. The PKD Board is currently revising the scope and structure of the PKD Data Quality Coach initiative to ensure relevance and efficiency and allow as many as could benefit from the initiative to do so. Implementation of the programme as revised will be a priority to ensure that current participants and those joining in the coming years become active and leverage programme benefits as quickly and fully as possible.

5.3 A new PKD system will be launched in early 2026 under a new contractor. Assurance of continuity of service and as seamless a transition as possible are key priorities for the PKD Contract Support Group established by the Board to coordinate this work and the ICAO Secretariat will provide key support throughout the process of new system testing and approval, facilitation of steps for user transition and provision of support to make full use of the new system.

5.4 The new PKD system embeds services and capabilities that add great value for private sector users of the PKD. The PKD Board, with the endorsement of Council, is planning to roll-out a paid for programme amongst private sector users in 2026. The initiative enables innovation in configuration of processes involving public and private sector entities as digitization efforts gather pace and the finances accrued will provide support for PKD initiatives that may include capacity building and/or new service delivery. The Secretariat will prioritize rollout of the programme with appropriate legal, administrative and technical support.

5.5 The new PKD system also embeds new services for sharing of additional data types for potentially new purposes. It includes technical capabilities for sharing data for authentication of digital identity credentials, Digital Personnel Licences, and other trust credentials. The provision of suitable support to define appropriate organizational, technical and financial mechanisms to incorporate such data, assuring economies of scale and rapid implementation possibilities, is a priority for the ICAO PKD programme.

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## APPENDIX A

### DEVELOPMENTS PERTAINING TO ANNEX 9 — *FACILITATION* IN THE PRIORITIES ENDORSED FOR 2023-2025

1.1 The Thirteenth Meeting of the Facilitation Panel (FALP/13) convened from 26 February to 1 March 2024 considered new and revised definitions, Standards and Recommended Practices (SARPs) related to definitions and general principles; entry and departure of aircraft; entry and departure of persons and their baggage; international airports' facilities and services for traffic; facilitation provisions covering specific subjects; Passenger Name Record (PNR) data; Advance Passenger Information (API); trafficking in persons; and health-related provisions, and made recommendation for inclusion in Amendment 30 to Annex 9 — *Facilitation*.

1.2 The ICAO Council, during the Seventh Meeting of its 233rd Session on 5 November 2024, adopted Amendment 30 (Seventeenth Edition) to Annex 9 — *Facilitation*, which became applicable on 18 July 2025. Amendment 30 incorporates new and revised provisions related to definitions and general principles; entry and departure of aircraft; entry and departure of persons and their baggage; international airports' facilities and services for traffic; facilitation provisions covering specific subjects; Passenger Name Record (PNR) data; Advance Passenger Information (API); trafficking in persons; and health-related provisions.

1.3 ICAO, to assist Member States in implementing the provisions of Annex 9 — *Facilitation*, developed the Second Edition of Doc 9957, *The Facilitation Manual*, which provides detailed explanation of Annex 9 SARPs up to Amendment 29 that included new and/or revised guidance throughout, and Guidelines on Advance Passenger Information. Additionally, ICAO published revised Doc 9944, *Guidelines on Passenger Name Record (PNR)*, and new guidelines on Advance Passenger Information. Further, to assist Member States develop capacity, ICAO developed specialized training course titled Managing Air Transport Facilitation that provides comprehensive knowledge of the provisions of Annex 9, and tools to manage Facilitation programme and related oversight activities to facilitate compliance with Annex 9 provisions.

1.4 The ICAO Facilitation Panel, to assist the Secretariat in undertaking its work in the area of Facilitation, established the following working groups:

Working Group on Accessibility in International Civil Aviation (WGAA): to develop a comprehensive strategy and work programme on accessibility for passengers with disabilities and reduced mobility; and

Working Group of Facilitation Capacity Building (WGFCB): to elaborate and propose a global strategy on Facilitation capacity building and propose new areas of capacity building and assistance to Member States.

1.5 Additionally, the Air Transport Committee, during its 232nd Session in considering a recommendation of the Facilitation Panel regarding the interaction of international carriage by air with data protection laws, reinstated the Passenger Name Record Task Force (PNR-TF). The mandate of the Task Force includes, reviewing States' implementation of the existing passenger data SARPs found in

Annex 9 — *Facilitation*, Chapter 9 and assess any gaps in implementing the API and PNR provisions. The PNR-TF is also tasked to prepare guidance material to help States develop their legislation or regulations concerning passenger data, including PNR data, API and how these data sets are collected, used, processed and protected. The Panel’s working groups continue to work to accomplish their mandates and subsequently submit their recommendations to the Facilitation Panel for consideration.

1.5 The Facilitation Panel, building on the outcomes of FALP/13, the Terms of Reference of its working groups and collaborating with ICAO’s Technical Advisory Group on Traveller Identification Programme (TAG/TRIP) and Public Key Directory (PKD) Board, convened an intersessional meeting from 12-13 April 2025 in Doha, Qatar. The meeting was convened to progress work emanating from FALP/13 and provided oral updates on matters relating to recent facilitation developments in ICAO, relevant United Nations organizations, and international organizations; TAG/TRIP programme and PKD programme. The Panel also received updates from its working groups and those of the TAG/TRIP and PKD Board. The Fourteenth Meeting of the Facilitation Panel (FALP/14) is planned for 8-12 December 2025.

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## APPENDIX B

### DEVELOPMENTS PERTAINING TO THE ICAO TRIP STRATEGY IN THE PRIORITIES ENDORSED FOR 2023-2025

1.1 The Annex 9 — *Facilitation* provisions and the ICAO TRIP Roadmap continue to serve as key instruments supporting the implementation of secure and efficient traveller identification systems. The TRIP Roadmap, originally endorsed by the 40th Session of the ICAO Assembly in 2019, was designed with the understanding that it would not impose obligations on States beyond those contained in Annex 9. Following the adoption of Amendments 28 and 29 to Annex 9, the revised TRIP Roadmap was published on the ICAO public website. It incorporates updated and newly introduced Standards and Recommended Practices (SARPs) aligned with the ICAO TRIP Strategy, particularly addressing document security, border management, and traveller facilitation.

1.2 ICAO TRIP elements highlight the ICAO TRIP work programme actions taken and innovation implemented to support States in the safe restart of air transport operations. The new and updated ICAO TRIP guidance materials<sup>1</sup> are available and cover all the elements of the ICAO TRIP Strategy detailed below:

a) ***EoI***. The Guide on Evidence of Identity was elevated to Annex 9 and referenced in a Recommended Practice noting that States regularly apply both the ICAO Guide for Assessing Security of Handling and Issuance of Travel Documents and the ICAO TRIP Guide on Evidence of Identity to ensure the integrity of their travel document issuing process, published in 2018 which included case studies and tools to aid States and agencies in the tracing, linkage and verification of identity against breeder documents to ensure the authenticity of identity was postponed to be aligned with the initiation of a work item on the feasibility of an electronic passport (ePassport) Standard Roadmap.

b) ***MRTDs***. In terms of innovative developments, ICAO and the Technical Advisory Group on TRIP (TAG/TRIP) have continued to drive the modernization of Machine Readable Travel Documents (MRTDs) and promote innovation in identity management and border security. Since the last Assembly, significant progress has been achieved through the work of the New Technologies Working Group (NTWG) and ISO experts, notably with the introduction of standardized two-letter codes for passport type indicators, the mandatory adoption of Password Authenticated Connection Establishment (PACE) by 2027, and the migration to ISO/IEC 39794-5 biometric encoding formats. Readiness testing events held in 2024 and 2025 demonstrated good progress but also emphasized the need for ongoing compliance efforts. Preparations for the 9th Edition of Doc 9303, targeted for 2027, are underway, aiming to integrate recent technical reports and harmonize terminology with Annex 9, ensuring continued modernization without introducing fundamentally new standards at this stage.

In parallel, ICAO has advanced the development of the Digital Travel Credential (DTC), publishing the “Guiding Core Principles for the Development of Digital Travel Credentials (DTC)”. The DTC specifications enable a secure and globally interoperable extension of an ICAO-compliant passport onto a passenger’s mobile device, supporting a seamless travel experience with fewer touchpoints and promoting healthier and safer journeys. The DTC facilitates the use of facial recognition technologies, particularly when the digital representation of the eMRTD is validated prior to enrolment into passenger facilitation schemes. In addition, ICAO continues refining DTC transmission protocols, security mechanisms for mobile devices, and certification requirements, while coordinating with regional pilot initiatives to ensure global interoperability and security.

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<sup>1</sup> <https://www.icao.int/Security/FAL/TRIP/Pages/Publications.aspx>

Currently, 160 Member States report the issuance of ePassports; however, not all are fully compliant with Doc 9303 specifications, which may create a false sense of security in documents otherwise perceived as the most secure form of travel identification. In support of enhanced document authentication, ICAO developed the ICAO Data Structure for Barcodes (IDB), harmonizing ICAO-related 2D barcodes to facilitate future document verification and potentially serve as an alternative to the Machine Readable Zone (MRZ). The current use cases for IDB barcodes include Visa stickers, Emergency Travel Documents, various Health Proofs and the Digital Travel Authorization (DTA). The DTA is a standardized solution developed to address the challenges of non-standardized travel authorizations. It enables verification of electronically issued non-physical visas using a 2D barcode with a digital signature, ensuring global interoperability and security. In parallel, ICAO is preparing for the migration to Post-Quantum Cryptography (PQC), developing mitigation strategies to ensure that future eMRTDs remain resilient against quantum-era threats, with a transition roadmap targeted for completion by 2035.

c) **DIC.** Progress has been made towards the establishment of a programme to validate a passport's compliance with the specifications of Doc 9303. The overall objective of the ICAO Doc 9303 Compliance scheme is to ensure global interoperability of a State's ePassport. This would enhance trust that States have issued their ePassports fully in line with Doc 9303 specifications, thereby making a substantial improvement to the integrity and efficiency of border management and paving the way for increased automation of air transport facilitation processes.

d) **IST.** Emphasis has been placed on strengthening border management engagement, standardizing secondary document identifiers to enhance the automated processing of passengers at border control and improving data quality for Advance Passenger Information (API), and improving States' compliance with Doc 9303 through non-compliance reporting mechanisms. ICAO, through the Implementation and Capacity Building Working Group (ICBWG), has expanded its focus on engaging the Border Control communities. The Border and Law Enforcement Engagement Subgroup (BLES), was established to strengthen collaboration between travel document issuance authorities, border control agencies, and law enforcement bodies. The subgroup has prioritized updating the Border Management Guide to incorporate emerging practices, including traveller identity verification, forensic document examination, the use of INTERPOL databases, and the integration of API and PNR data into risk-based border decision-making. In partnership with agencies such as FRONTEX and INTERPOL, the subgroup is enhancing guidance to support States in authenticating travel documents and individuals at all stages of the journey. Workshops conducted in Bangkok and Egypt have further advanced practical cooperation, aiming to increase States' capacities to detect fraudulent travel documents, improve border inspection processes, and align border management practices with ICAO's Traveller Identification Programme (TRIP) objectives.

e) **IA.** As a core partner of the UN Countering Terrorist Travel Programme (UN CT Travel Programme), ICAO assists States in strengthening their capacities to prevent, detect, investigate, and prosecute terrorist offences and serious crimes related to travel, notably through the collection and analysis of API and Passenger Name Record (PNR) data. In this context, ICAO has actively contributed to deep dive missions and data exchange seminars organized jointly with the UN Counter-Terrorism Executive Directorate (CTED), providing technical expertise on API and PNR implementation. As of today, 99 Member States have implemented API systems, representing an 8 per cent increase since 2022, while 68 Member States have operationalized PNR programmes, marking a 13 per cent increase since 2022.

1.3 *Assistance in capacity building.* ICAO remains a key driver in assisting States with the implementation of TRIP Standards and Recommended Practices (SARPs) by delivering targeted capacity-building initiatives and updated guidance. The ICAO ICBWG has continued to organize workshops and regional meetings aimed at promoting best practices, strengthening regional networks, and

supporting States in achieving full compliance with TRIP objectives. Between 2023 and 2025, awareness-raising efforts were advanced through a series of major in-person events, including the annual TRIP Symposium, the Facilitation Conference (FALC 2025) in Qatar, Facilitation Summit in Saudi Arabia, the Global Facilitation Forum in Colombia and Cameroon, and the Regional TRIP Symposium in Kazakhstan. Over the same period, the TRIP Strategy Training Course was delivered six times, reaching approximately 200 participants from 27 countries, thereby reinforcing global capacity to implement ICAO's traveller identification framework and promoting stronger, more secure travel document issuance and verification systems worldwide. In addition, ICAO with the ICBWG completed a comprehensive review of Annex 9 travel document provisions, proposing updated definitions for "Travel Document," "Companion Document," "Visa," and introducing a clearer distinction for "Digital Travel Credentials." These updates aim to ensure that Annex 9 reflects modern realities, including the emergence of digital credentials and health-related travel proofs. ICAO has also established workstreams on DTC implementation guidance, expanding outreach activities, and promoting greater awareness of TRIP requirements among underrepresented regions.

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## APPENDIX C

### DEVELOPMENTS PERTAINING TO THE ICAO PUBLIC KEY DIRECTORY (PKD) IN THE PRIORITIES ENDORSED FOR 2023-2025

1.1 As more States issue eMRTDs and as work proceeds towards anticipated use of the ICAO Digital Travel Credential (DTC) internationally – authentication of the DTC also relies upon data from the ICAO PKD – the PKD must be a cornerstone of global efforts in air transport facilitation in the years to come. As a result, existing recommendations of Annex 9 — *Facilitation* that those issuing eMRTDS, verifying eMRTDs and/or using Automated Border Control systems in their States should join the ICAO PKD remain very relevant. Annex 9 Standard 3.9.2, which requires States that participate in the PKD to upload all public key data necessary for ePassport authentication that they issue to the PKD, also remains important.

1.2 Participation in the PKD continued to grow at pace across the triennium, reaching a milestone 100 in 2024. In the course of 2023, 4 document-issuing entities joined (Bermuda (U.K.), Costa Rica, Jamaica and Namibia) joined the PKD; in 2024, 7 entities (Albania, Angola, Chile, Ethiopia, Saint Kitts and Nevis, South African Development Community and Yemen) joined; and in 2025, 3 Member States (Guyana, Jordan and San Marino) have joined. Currently, the PKD counts 104 participants.

1.3 The ICAO Master List, a compilation of the root of trust certificates obtained by ICAO through diplomatic exchange and offering the most critical data needed for eMRTD authentication, continued to grow as more countries undertook key import ceremonies. As of April 2025, the Master List has 504 certificates.

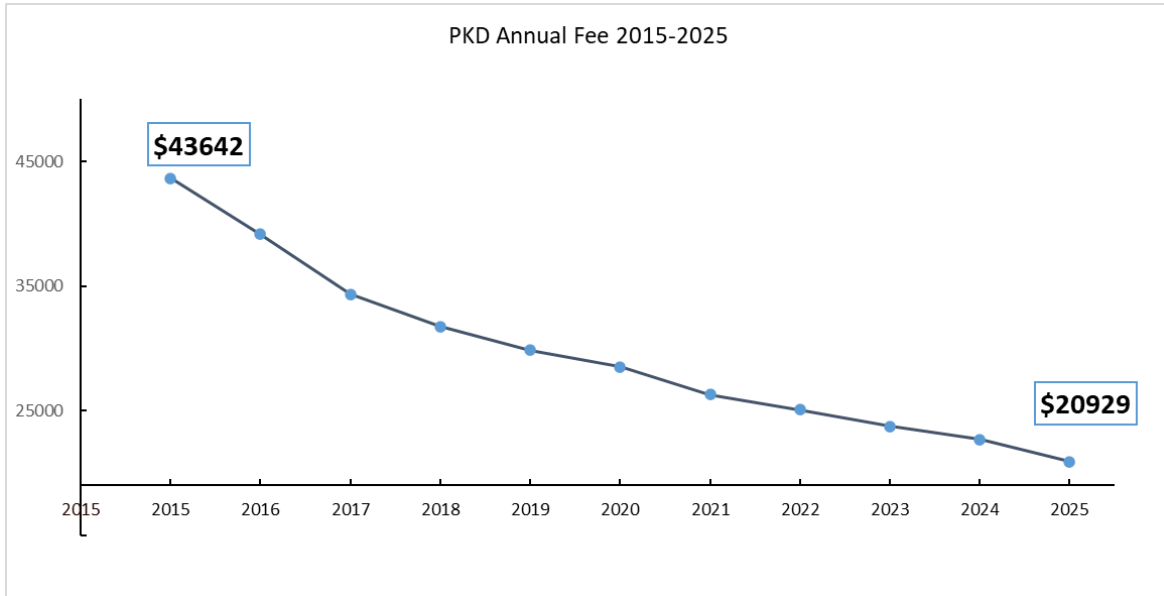
1.4 The current contract for delivery of the ICAO PKD system expires on 31 March 2026. A tender for new PKD service was launched in January 2024 and a contract signed with a new operator in March 2025. The new PKD service offers new services, is flexible to novel and unanticipated demands and guarantees continuity of service to all PKD participants without any cost increase.

1.5 A pilot program in which private sector entities engaged in the travel continuum are authorized to use data obtained from the PKD in their operations, first launched in December 2021, gathered pace. As more public-private partnerships emerge in support of seamless and facilitated travel initiatives, and as more needs for private sector authentication of DTCs in future cross-border processes are anticipated, interest has grown. Authorization for PKD data use has been provided to 49 companies. Council has been briefed on the pilot progress on two occasions during the triennium.

1.6 Mentoring of PKD participant authorities by experienced PKD community members continued under the umbrella of the ICAO PKD Data Quality Coach programme. Barbados, Cameroon, Mongolia and Uganda have all benefited from one-to-one coaching during this triennium, with the positive outcomes of the work benefiting the entire PKD community through improved data quality in the PKD system.

1.7 State Letter IND 24/06, dated 30 July 2024, was sent to Member States that issue ePassports but are not PKD participants, urging them to join in line with Annex 9 Recommended Practices or requesting information on their reasons not to participate. The 7 respondents indicated their reasons for not participating, including lack of knowledge, continued internal discussions on responsible authorities and cost issues.

**ANNUAL FEES FOR PARTICIPATION IN THE ICAO PKD PROGRAMME 2015 – 2025**



## LIST OF ICAO PKD PARTICIPATING STATES AND ENTITIES

PKD Participant Number	PKD Participating States and Entities	Joining Date		PKD Participant Number	PKD Participating States and Entities	Joining Date
1	<b>Australia</b> (PKD Board Member)	19/03/2007		53	<b>Türkiye</b>	30/09/2016
2	<b>New Zealand</b> (Vice Chairperson of the PKD Board)	19/03/2007		54	<b>Iceland</b>	30/09/2016
3	<b>Singapore</b>	19/03/2007		55	<b>Oman</b>	22/12/2016
4	<b>United Kingdom</b> (PKD Board Member)	19/03/2007		56	<b>Turkmenistan</b>	13/02/2017
5	<b>Japan</b> (PKD Board Member)	19/03/2007		57	<b>Peru</b>	28/02/2017
6	<b>Canada</b> (PKD Board Member)	19/03/2007		58	<b>Barbados</b>	29/03/2017
7	<b>United States of America</b> (PKD Board Member)	02/11/2007		59	<b>Panama</b>	19/10/2017
8	<b>Germany</b>	01/11/2007		60	<b>European Union</b>	07/11/2017
9	<b>Republic of Korea</b>	28/03/2008		61	<b>Mali</b>	28/06/2018
10	<b>France</b>	19/06/2008		62	<b>Côte d'Ivoire</b>	19/07/2018
11	<b>People's Republic of China</b> (PKD Board Member)	26/11/2008		63	<b>Serbia</b>	28/12/2018
12	<b>Republic of Kazakhstan</b>	19/12/2008		64	<b>Italy</b>	26/03/2019
13	<b>India</b>	12/02/2009		65	<b>Croatia</b>	01/04/2019
14	<b>Nigeria</b> (PKD Board Member)	13/04/2009		66	<b>Uganda</b> (PKD Board Member)	12/06/2019
15	<b>Switzerland</b> (PKD Board Member)	10/07/2009		67	<b>Bosnia &amp; Herzegovina</b>	08/07/2019
16	<b>Ukraine</b>	30/10/2009		68	<b>Egypt</b>	09/08/2019
17	<b>Latvia</b>	28/06/2010		69	<b>Indonesia</b>	30/08/2019

<b>PKD Participant Number</b>	<b>PKD Participating States and Entities</b>	<b>Joining Date</b>		<b>PKD Participant Number</b>	<b>PKD Participating States and Entities</b>	<b>Joining Date</b>
18	<b>Czechia</b>	30/06/2010		70	<b>Belarus</b>	01/10/2019
19	<b>Macao SAR, China</b>	28/09/2010		71	<b>United Republic of Tanzania</b>	20/11/2019
20	<b>United Arab Emirates</b>	25/10/2010		72	<b>Bangladesh</b>	29/06/2020
21	<b>Hong Kong SAR, China</b>	26/10/2010		73	<b>Togo</b>	02/07/2020
22	<b>Slovakia</b>	23/11/2010		74	<b>Ecuador</b>	17/07/2020
23	<b>The Netherlands</b> (Chairperson of the PKD Board)	08/12/2010		75	<b>Rwanda</b>	23/07/2020
24	<b>Morocco</b>	29/12/2010		76	<b>Sudan</b>	12/01/2021
25	<b>Austria</b>	31/12/2010		77	<b>Lesotho</b>	21/04/2021
26	<b>Hungary</b>	15/02/2011		78	<b>Mexico</b>	14/06/2021
27	<b>Norway</b>	20/06/2011		79	<b>Ghana</b>	13/10/2021
28	<b>Bulgaria</b>	12/10/2011		80	<b>Nepal</b>	18/10/2021
29	<b>Luxembourg</b> (PKD Board member)	30/11/2011		81	<b>VietNam</b>	17/12/2021
30	<b>Sweden</b>	01/12/2011		82	<b>Mongolia</b>	29/12/2021
31	<b>United Nations</b>	14/06/2012		83	<b>Cameroon</b> (PKD Board Member)	15/06/2022
32	<b>Spain</b> (PKD Board Member)	10/07/2012		84	<b>Zimbabwe</b>	27/07/2022
33	<b>Russian Federation</b>	31/08/2012		85	<b>Belize</b>	12/08/2022
34	<b>Malaysia</b>	09/11/2012		86	<b>Vanuatu</b>	13/10/2022
35	<b>Argentina</b>	13/12/2012		87	<b>Saudi Arabia</b>	14/10/2022

<b>PKD Participant Number</b>	<b>PKD Participating States and Entities</b>	<b>Joining Date</b>		<b>PKD Participant Number</b>	<b>PKD Participating States and Entities</b>	<b>Joining Date</b>
36	<b>Thailand</b>	05/03/2013		88	<b>Bahrain</b>	08/11/2022
37	<b>Ireland</b>	08/03/2013		89	<b>Kenya</b>	07/12/2022
38	<b>Republic of Moldova</b>	11/06/2013		90	<b>Iraq</b>	07/12/2022
39	<b>Belgium</b>	31/10/2013		91	<b>Costa Rica</b>	13/06/2023
40	<b>Brazil</b>	03/01/2014		92	<b>Namibia</b>	23/08/2023
41	<b>Qatar</b>	10/03/2014		93	<b>Jamaica</b>	02/11/2023
42	<b>Seychelles</b>	14/03/2014		94	<b>Bermuda (United Kingdom) (PKD Board Member)</b>	29/12/2023
43	<b>Uzbekistan</b>	19/03/2014		95	<b>Yemen</b>	08/02/2024
44	<b>Philippines</b>	21/03/2014		96	<b>Southern African Development Community (SADC)</b>	27/03/2024
45	<b>Iran (Islamic Republic of)</b>	18/05/2014		97	<b>Chile</b>	19/07/2024
46	<b>Colombia</b>	19/05/2015		98	<b>Saint Kitts and Nevis</b>	05/09/2024
47	<b>Romania</b>	03/02/2016		99	<b>Albania</b>	28/10/2024
48	<b>Finland</b>	26/02/2016		100	<b>Ethiopia</b>	01/11/2024
49	<b>Benin</b>	03/03/2016		101	<b>Angola</b>	28/11/2024
50	<b>Botswana</b>	05/04/2016		102	<b>Jordan</b>	14/02/2025
51	<b>Kuwait</b>	20/04/2016		103	<b>San Marino</b>	28/03/2025
52	<b>Georgia</b>	25/05/2016		104	<b>Guyana</b>	02/04/2025



## APPENDIX D

### MAIN ACTIVITIES AND OUTCOMES OF THE ICAO YEAR OF FACILITATION (FAL2024)

1.1 The objectives of FAL2024 were to:

- a) recognize the milestone 75th Anniversary of Annex 9;
- b) raise awareness of the importance of air transport facilitation;
- c) strengthen global collaboration in facilitation; and
- d) enhance capacity building in facilitation globally.

1.2 FAL2024 was marked through coordination of an extensive awareness raising and outreach campaign administered by the ICAO Secretariat and involving stakeholders across the globe. Through provision and continuous update of a central website, preparation and dissemination of information brochures, consistent outreach through regular newsletters and implementation a carefully planned social media campaign, FAL2024 reached all interested parties to achieve the objectives of milestone recognition, awareness creation and strengthening of global collaboration. Enhancement of capacity building was achieved through the rollout of ICAO training across the globe and promotion of training activities by all facilitation stakeholders, public and private.

1.3 Numerous events took place internationally, regionally and nationally. International fora organized by ICAO in Colombia, Saudi Arabia and Qatar brought together participants from across the world to discuss all aspects of facilitation. Dedicated international events were also convened on priority topics such as passenger experience, assistance to aircraft accident victims and their families and accessibility in international civil aviation. They were complemented by events focused on regional and national challenges and priorities, including events convened in Cameroon for States in the Africa and the Indian Ocean regions and in Mongolia for States in the Asia and Pacific regions.

1.4 The Secretariat took advantage of its recently-enhanced catalogue of training in facilitation to roll out an extensive campaign of external training activities for FAL2024. A full calendar offered all six of the following ICAO Facilitation-related training courses:

- a) ICAO Annex 9;
- b) Assistance to Aircraft Accident Victims and their Families;
- c) Control of the Authenticity and Validity of Travel Documents at Airport Borders;
- d) Managing Air Transport Facilitation;
- e) TRIP Strategy; and
- f) Visible Digital Seals for Travel-Related Public Health Proofs.

1.5 In an end of year assessment of the outcomes of this work, the Secretariat noted that:

- a) there were more than 5000 unique impressions for individuals reading about the role of and history of Annex 9 in website and social media posts, indicating that the milestone was recognized globally;
- b) there were some 47000 unique impressions for FAL2024 related social media posts, indicating positive awareness raising outcomes; and
- c) 149 State and non-State entities participated in FAL2024 events administered through the Secretariat, enhancing global cooperation in facilitation.

1.6 FAL2024 was a truly collaborative endeavour. Many States and governmental organizations organized their own events and training courses to mark the year. ICAO Regional Offices

each organized a dedicated meeting on the Year of Facilitation in early 2024, encouraging the relevant authorities in their accredited States to engage actively in event organization, outreach, capacity-building work or other activities to mark the celebration and ensure that the year had lasting impact. They also hosted dedicated events on matters of particular interest to their accredited States, such as workshops on passenger data organized by the Middle East and African Regional Offices and an air cargo facilitation workshop organized by the South American Office. Industry parties and international industry organizations took advantage of the opportunity to raise awareness of facilitation matters amongst their stakeholders. ICAO worked closely with IATA and ACI, in particular, with parties participating in each others' meetings and events and sharing information to ensure the achievement of objectives amongst all relevant parties in the facilitation ecosystem.

1.7 A full report on the activities and outcomes of FAL2024 has been posted at <https://www.icao.int/Security/FAL2024/Pages/Final-Report.aspx>.

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## APPENDIX E

### ~~A41-17~~Resolution A42/xx: **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 ~~41st~~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 Exchange 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 ~~A40-16~~A41-17: Consolidated statement of continuing ICAO policies related to facilitation.

## 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;
- 3.4. *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;
- 4.5. *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;
- 5.6. *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), 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;
- 6.7. *Requests* the Secretary General to ensure that relevant guidance material is current and responsive to the requirements of Member States;
- 7.8. *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;
- 8.9. *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;
- 9.10. *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;
- 10.11. *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;

11-12. 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

12-13. Recognizing the leadership role of ICAO in the area of facilitation activities, requests the Council and the ~~Secretary General~~ 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* ~~Convention Travel Documents (CTDs) are~~ travel documents for refugees, as provided for in Article 28 of ~~that States Parties to~~ the 1951 Convention Relating to the Status of Refugees, (~~"the 1951 Convention"~~) and for stateless persons as provided in the 1954 Convention Relating to the Status of Stateless Persons, (~~"the 1954 Convention"~~) shall be issued to refugees or stateless persons lawfully staying on ~~the States'~~ territory (~~see respective Article 28 of both Conventions~~), 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 (~~Convention Travel Documents (CTDs)~~), these ~~CTDs~~ 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 ~~Secretary-General~~ 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;

23-26. *Urges* Member States to establish among all involved stakeholders an efficient information-sharing and collaboration system in the prevention of human trafficking; and

24-27. 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 exchange systems that adversely affect the viability of the air transport industry, and the increasing requests by border control authorities for exchange 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 8.478.43 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;
142. *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;
153. *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;
164. *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;
175. *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;
186. *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
197. *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 Exchange 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 exchange 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 exchange 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 A41-17: *Consolidated statement of continuing ICAO policies, related to facilitation*, A41-16: *Development and implementation of facilitation provisions — combatting human trafficking*, A41-15: *Accessibility in International Civil Aviation*, A41-14: *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 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, fostering data collection and sharing, and advancing 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; and
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).

— END —