



Ministry of Infrastructure and the  
Environment

# Multiple passports -

# Challenges for aircraft operators and States

14<sup>th</sup> Symposium on the ICAO Traveller  
Identification Programme.



# Multiple passports relating to one person

- Multiple nationalities:
  - Increased globalization and international marriages
  - Migration followed by naturalization
  - Differences in basic nationality and citizenship regulations based on place of birth of a child (*jus soli*) or the nationality of one or both parents (*jus sanguinis*)
- Multiple passports within one nationality:
  - due to diplomatic status
  - UN/ EU laissez passer
  - Interpol passport
  - Multiple passports because of visa/entry restrictions



## General background on border controls

- Many countries have a border process allowing certain nationalities an expedited entry or exit, for example through automated border controls
- Differences in border processes (vetting/screening procedure and corresponding waiting time) depending on the nationality of the passport holder. Passengers in general are able to choose which passport to use at a certain border crossing
- Some countries require their own nationals to always use their national documents upon arrival and departure from their country, whether or not they have a multiple nationality, for example to check for outstanding fines.



# Innovation of automated passenger processes

- Standard on API and pre-vetting based on API
- Electronic travel authorization systems
- Automated border processes instead of manual desks
- Electronic visas instead of visa in passport
- Move to entry-exit systems
- Airlines responsibilities Annex 9 passport/visa check and transmission of API (MRZ)



## API discrepancies

- Distribution of API is based on MRZ data passport presented at airline at check-in or boarding
- Passport data checked at (automated) Border Control systems will not align with check-in distributed MRZ data when other passport is used
- Not corresponding (inter)national legislation on standards API with allowances in doc 9303. Example FNU/LNU
- When electronic visa are used there is no possibility to check for airlines the validity unless iAPI



## Other challenges of mismatch in passenger data

- States/Issuance Authority (unknowingly) not adjusting to doc 9303 standards
- Differences in MRZ versus VIZ
- Allowances in variation in passengers names according to doc 9303 and discrepancies following from that (LNU – FNU)
- No standards for visa and electronic visas and impossibility to check validity for airlines



## Challenges for Aircraft Operators

- Aircraft operators may be held responsible for API discrepancies though they have properly performed a document check and executed correct API data transmission based on a valid travel document
- Passengers who are seen as “overstayers” may have to be transported back as inadmissible or have parts of their journey cancelled in the case of multiple legs within a journey
- Technical challenges: Departure Control Systems (DCS) can not collect and transmit information multiple travel document per passenger for the entire journey as the primary document.



## Challenges for States

- API vetting is performed on another travel document than the passport the passenger presents at the point of entry
- Many API/border control systems do not have the capability to receive multiple API datasets per passenger and most States' systems do not have the capability to match multiple passports in their systems
- States using API data for entry and exit systems which are unable to match passenger data to multiple travel documents will register those passengers as overstayer
- Mismatches will require manual intervention by border agencies to resolve. This places an additional burden on government staff and is not aligned with the direction most countries are taking to have as many travellers as possible self-process at the border



## Consequences for Travellers

- Passengers may experience serious delays (denied self processing / multiple queuing times)
- Possible refusals of another part of the journey during the journey
- Possible refusals to travel again when marked as overstayers in an entry-exit system



## Discussion at the ICAO Facilitation Panel

- How should international regulation support the facilitation of travellers with multiple passports
- How is ensured that multiple passports do not affect negatively on States entry/exit systems, (automated) border processes and border capacity
- How is ensured no burden is placed at the industry when a mismatch of passenger information is due to the use of multiple valid documents and the airline has fulfilled his responsibilities of checking the validity of a presented passport



## Accepted proposals to amend annex 9 -

- Recommended Practice.—Contracting States should ensure that their entry and/or exit systems are able to reconcile multiple travel documents to one passenger.
- Note.— This may include the development of seamless traveller initiatives, including the increased use of biometric identities and digital travel credentials to support improved facilitation of genuine travellers and prevention of criminal activity and concealment of genuine identity.



## New standard in Annex 9

- Contracting States shall not penalise or otherwise hold an aircraft operator responsible for inconsistencies in passenger data exchanges when the aircraft operator has collected and provided accurate advance passenger information data based on a travel document presented which is valid for the journey and the passenger presents a second travel document which is valid for the journey on arrival.



## How to avoid problems

- Follow Doc 9303 and check its accordance in practice (capacity building)
- Standardize elements within Doc 9303 on LNU/FNU
- Develop standards for electronic visas and discuss practical possibilities to check electronic visas (iAPI) or delete/ change responsibility for airlines
- API data and border control data should match multiple passports
- Entry exit systems should match multiple passports



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