

Statutory Instrument No. 81 of 2023

IMMIGRATION ACT
(Cap. 25:02)

IMMIGRATION (ADVANCE PASSENGER INFORMATION AND PASSENGER
NAME RECORD) REGULATIONS, 2023
(Published on 30th June, 2023)

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IN EXERCISE of the powers conferred on the Minister of Labour and Home Affairs section 60 (c) and (d) of the Immigration Act, the following Regulations are hereby made —

PART I — *Preliminary provisions*

- Citation **1.** These Regulations may be cited as the Immigration (Advance Passenger Information and Passenger Name Record) Regulations, 2023.
- Interpretation **2.** In these Regulations, unless the context otherwise requires —
“advance passenger information” means a set of data collected and transmitted by a person in charge of an aircraft, vehicle, train or vessel to the Unit, prior to arrival or departure and made available on the primary line at the point of entry, which consists of the —
(a) details of the voyage or flight;
(b) biographic data of a passenger or crew member available on his or her travel document; and

- (c) list of advance passenger information data elements —
 - (i) in relation to an aircraft, as set out in Schedule 1, or
 - (ii) in relation to a vehicle, train or vessel, as set out in Schedule 2;
- “applicable resolution” has the meaning assigned to it under the Financial Intelligence Act; Cap. 08:07
(Sub. Leg)
- “comparable body” means a body outside Botswana with functions similar to those of the Unit;
- “competent authority” means a public authority with designated responsibilities for subject matters specified in regulation 4 (3);
- “depersonalisation of passenger name record” means depersonalising data in accordance with regulation 12 (1):
 - Provided that personal data may be restored, or de-identification may be reversed, when the use of such personal data is authorised for purposes of regulations 7 (7), 8 (2), 9 (2) and 10;
- “examining officer” has the meaning assigned to it under the Counter-Terrorism Act; Cap. 08:08
- “financial offence” has the meaning assigned to under the Financial Intelligence Act; Cap. 08:07
- “INTERPOL SLTD” means a database of identity and travel documents reported as lost, revoked, invalid or stolen;
- “nationally listed person” has the meaning assigned to it under the Financial Intelligence Act;
- “passenger information” means advance passenger information and passenger name record;
- “passenger name record” means a record of each passenger’s travel details created by a person in charge of an aircraft, vehicle, train or vessel for each journey booked by or on behalf of any person, whether such record is contained in a reservation system, departure control system or an equivalent system, for purposes of providing a transport service and for commercial and operational reasons;
- “person in charge of an aircraft, vehicle, train or vessel” —
 - (a) means a person in charge of an aircraft, vehicle, train or vessel under regulation 3; and
 - (b) includes, as the case may be, an owner, agent, carrier or operator of the aircraft, vehicle, train or vessel;
- “processing of data” has the meaning assigned to “processing of personal data” under the Data Protection Act and “processing of personal name record data” shall be construed accordingly; Act No. 32 of
2018
- “serious crime related activity” has the meaning assigned to it under the Proceeds and Instruments of Crime Act; Cap. 08:03
- “single window” means a central data transmission entry point for passengers and crew data or a facility created by the Unit to allow —
 - (a) a person in charge of an aircraft, vehicle, train or vessel to transmit passenger information in order to meet the requirements under these Regulations; and
 - (b) competent authorities to lodge standardised information;
- “the Unit” means the Passenger Information Unit established in regulation 4;

“United Nations Security Council sanctions list” means the list of names of persons, entities and groups designated by United Nations Security Council as persons or groups against whom member states must take action for the prevention and combating of any activity specified in the applicable resolution; and

“unmasked passenger name record” means passenger name record that is not depersonalised in accordance with regulation 12 (1).

Application

3. These Regulations shall apply to a person in charge of an aircraft, vehicle, train or vessel arriving from any place outside Botswana or leaving Botswana.

PART II – *Passenger Information Unit*

Establishment of Passenger Information Unit

4. (1) There is hereby established a unit, to be known as the Passenger Information Unit, which shall be a unit within the department responsible for immigration.

(2) The Unit shall consist of, as the Minister may appoint in accordance with section 3 –

- (a) immigration officers, and
- (b) authorised officers.

(3) For purposes of subregulation (2) (b), authorised officers may include examining officers or officers responsible, in their respective law enforcement and border security agencies, for –

- (a) border security;
- (b) combating financial offence or any other serious crime;
- (c) intelligence and national security;
- (d) customs; and
- (e) any other matter as the Minister may deem necessary for purposes of these Regulations.

Functions of the Unit

5. The Unit shall –

- (a) collect passenger name record from a person in charge of an aircraft, vehicle, train or vessel;
- (b) store and process passenger name record data;
- (c) where appropriate, transfer passenger name record data or the result of processing that data to a competent authority;
- (d) where appropriate, exchange passenger name record data and the result of processing that data with foreign passenger information or foreign competent authorities;
- (e) compare, in accordance with regulation 7 (4), any passenger name record data against any database; and
- (f) perform any other function as may be necessary for purposes of these Regulations.

PART III – *Processing Passenger Name Record Data and Protection of Personal Data*

Form and manner passenger name record may be provided

6. (1) Pursuant to sections 4, 5, 9 (1) (b) and 10, a person in charge of an aircraft, vehicle, train or vessel shall, using a single window or secure method as the Unit may determine, provide advance passenger information and passenger name record electronically, in a manner which conforms to the data formats and transmission protocols set by the Unit.

(2) Where there is technical failure and the person in charge of an aircraft, vehicle, train or vessel is unable to provide the information in accordance with subregulation (1), such person may provide the information in any alternative form and manner, as the Unit may determine:

Provided that —

- (i) the alternative form and manner provides an equivalent level of security, in relation to the protection of personal data, as the secure method in subregulation (1) provides, and
- (ii) the intended recipient consents to the provision of the information in such alternative form and manner.

7. (1) Upon receipt of the information provided by a person in charge of an aircraft, vehicle, train or vessel under regulation 6, the Unit shall, exclusively and within a secure location, process the information for purposes of carrying out an assessment of passengers prior to their scheduled arrival in, or departure from, Botswana.

Processing
passenger name
record by the
Unit

(2) Subject to Part VI of the Counter-Terrorism Act or any other enactment related to serious crime, the Unit may following a request from a competent authority —

- (a) provide and process passenger name record in a specific case for the purpose of preventing, detecting, investigating and prosecuting a financial offence or serious crime related activity; and
 - (b) provide to the competent authority, the results of processing such data.
- (3) The Unit may, for purposes of subregulations (1) and (2) —
- (a) carry out an assessment to identify persons who may require further examination by the competent authority for a financial offence or serious crime related activity;
 - (b) analyse passenger name record data for purposes of updating or creating a criteria to be used when carrying out the assessment; and
 - (c) create a single window that allows competent authorities lodge standardised information with a single entry point.
- (4) When assessing or processing passenger name record data in terms of this regulation, the Unit shall —
- (a) screen the advance passenger information against relevant databases to identify —
 - (i) passengers and crew of interest, including those subject to United Nations Security Council sanctions list, and
 - (ii) stolen or lost travel documents, including those listed on the INTERPOL SLTD and Travel Documents Associated with Notices (TDAWN) database;
 - (b) compare passenger name record data against any database which is relevant for the purposes of preventing, detecting, investigating and prosecuting a financial offence or serious crime related activity, including a database containing nationally listed persons or an international database on persons or objects sought or under alert; and
 - (c) process passenger name record data against a pre-determined criteria.
- (5) The Unit shall ensure that the pre-determined criteria in subregulation (4) (c) is —
- (a) targeted, proportionate and specific;
 - (b) set and regularly reviewed in cooperation with competent authorities; and

(c) not based on a person's race or ethnic origin, political opinions, religion or philosophical beliefs, trade union membership, health or sexual life or orientation.

(6) Where automated processing of passenger name record data is used under subregulation (5) and the automated processing results in a positive match, the Unit shall subject the positive match to an individual review by non-automated means in order to verify whether an enforcement action needs to be taken by any competent authority.

(7) Where, in terms of subregulation (6), the Unit determines that an enforcement action needs to be taken by a competent authority, the Unit shall transfer the passenger name record data or the result of processing that data to such competent authority.

Processing of passenger name record by competent authority

8. (1) Where passenger name record data is transferred or accessed by a competent authority in accordance with regulation 7, the competent authority shall not —

- (a) process the passenger name record data or the result of processing that data other than for purposes of regulation 7; or
- (b) take any decision which produces an adverse legal effect or otherwise significantly affects a person —
 - (i) only by reason of the automated processing of passenger name record data, or
 - (ii) on the basis of any of the matters specified in regulation 7 (5) (c).

(2) The provisions of subregulation (1) shall be without prejudice to the exercise of the competent authority's functions, if other offences are detected in the course of an enforcement action taken under regulation 7 (7).

Transmission of passenger name record to comparable body

9. (1) The Unit shall transmit to a comparable body passenger name record data or the result of processing that data as is relevant to a person identified where —

- (a) following an assessment under regulation 7 (1), the person is identified by the Unit as requiring further examination; and
- (b) the Unit considers it necessary for the purposes of regulation 7 (3) for the comparable body to be notified.

(2) Where the Unit receives passenger name record data or the result of processing that data from a comparable body, the Unit shall transfer the information received to any competent authority as may be appropriate for appropriate enforcement action to be taken in relation to the information received.

Request for passenger name record by comparable body

10. (1) Where the Unit receives a request from a comparable body or foreign competent authority for passenger name record data which is not personalised or the result of processing that data, the Unit shall —

- (a) provide the requested data, if it is satisfied that the —
 - (i) request is duly reasoned, and
 - (ii) comparable body or foreign competent authority provides an equivalent level of security, in relation to the protection of personal data; or
- (b) not provide the unmasked passenger name record data unless
 - (i) there are reasonable grounds to believe that the disclosure of unmasked passenger name record data is necessary for the purpose of regulation 7 (3), and
 - (ii) the Unit is satisfied that such information can be disclosed without contravening the provisions of the Data Protection Act.

(2) Where a request is received from a comparable body or foreign competent authority under subregulation (1), the Unit shall disclose any relevant information in its possession to the comparable body or foreign competent authority, on such terms of confidentiality as may be agreed between the Unit and the comparable body or foreign competent authority.

11. (1) Any request made by a competent authority for passenger name record data that is processed by a comparable body shall be made through the Unit.

Request for passenger information processed by comparable body

(2) Notwithstanding subregulation (1), a competent authority may, in the case of an emergency, make a request for passenger name record data directly to a comparable body:

Provided that —

- (i) such request is made in a manner consistent with the requirements under regulation 10,
- (ii) a copy of the request is sent to the Unit, forthwith, and
- (iii) the competent authority only discloses the information on such terms of confidentiality as may be agreed between the comparable body and the competent authority.

12. (1) The Unit shall retain passenger name record data provided or transferred by a person in charge of an aircraft, vehicle, train or vessel under regulation 6 for a period of five years from the date the person provides such data:

Period of data retention

Provided that six months from the date the data is provided, the Unit shall depersonalise the data through obfuscation, encryption, or pseudonymisation of —

- (i) names, including the names of other passengers on the passenger name record data and number of travellers travelling together on the passenger name record,
- (ii) all addresses and contact information,
- (iii) all forms of payment information, including billing address,
- (iv) frequent flyer information,
- (v) general remarks, and
- (vi) any advance passenger information data.

(2) On expiry of the six months specified in subregulation (1), the Unit shall not disclose the unmasked passenger name record data unless the Unit is satisfied that the disclosure is necessary for purposes of regulation 7 (3).

(3) Without prejudice to a case in which passenger name record data is transferred to a competent authority in connection with a case relating to regulation 7 (2), the competent authority shall delete that data upon the expiry of the period specified in subregulation (1).

(4) Notwithstanding subregulation (1), the Unit may retain the result of processing data for a longer period as may be deemed necessary —

- (a) under regulation 7 (3) for purposes of informing a competent authority or comparable body of a positive match;
- (b) where, following the individual review of a positive match under regulation 7 (7), the individual review result proves to be negative —
 - (i) so as to avoid future false positives as a result of automated processing, and
 - (ii) on the grounds that the underlying data is not deleted pursuant to subregulation (3).

Maintenance of record of processing systems and procedures

13. The Unit shall maintain a written record of all the processing systems and procedures used by the Unit, including the —

- (a) name and contact details of the personnel within the Unit entrusted with processing of passenger name record data;
- (b) respective level of authorisation of such personnel to access the passenger name record data; and
- (c) details of all requests made by foreign passenger information units and foreign competent authorities.

Transitional arrangements

14. (1) The Unit may, with the approval of the Minister and by notice in published in the *Gazette* and, make such transitional arrangements as may be necessary to give force and effect to the provisions of these Regulations, including —

- (a) determining the date on which the provision of advance passenger information and passenger name record in terms of regulation 6 shall begin; and
- (b) fixing different dates for purposes of paragraph (a) for vehicle, train or vessel passengers, as may be necessary.

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(2) Notwithstanding the revocation of the Civil Aviation (Advance Passenger Information and Passenger Name Record) Regulations, an aircraft operator shall, in the manner set out in —

- (a) Schedule 1, transfer advance passenger information —
 - (i) in relation to a passenger —
 - (aa) once, 30 minutes prior to a scheduled time of departure for a specific flight,
 - (bb) once, immediately after flight closure, when all passengers have boarded the aircraft in preparation for departure and it is no longer possible to board or leave the aircraft, and
 - (ii) in relation to a crew member, once, immediately after flight closure in terms of paragraph (i) (bb); and
- (b) Schedule 3, transfer passenger name record —
 - (i) 24 hours to 48 hours before a scheduled time of departure,
 - (ii) one to two hours before a scheduled time of departure;
 - (iii) immediately after flight closure in terms of paragraph (a) (i) (bb).

(3) Where there is suspicion of a threat related to crimes under regulation 7 (2), the Unit may, notwithstanding the provisions of subregulation (2), require an aircraft operator to provide a passenger name record prior to, in between, or after the transfer of advance passenger information and passenger name record, under subregulation (2).

SCHEDULE 1
(regs 2 and 14 (2) (a))

**LIST OF ADVANCE PASSENGER INFORMATION (API) DATA ELEMENTS
(AIRCRAFT)**

1. DATA RELATING TO THE FLIGHT:	Full details of a flight
a) Flight Identification - (IATA Airline code and flight number) - scheduled departure time	
b) (date of scheduled departure of aircraft (based on local time of departure location)) - scheduled departure time	
c) (time of scheduled departure of aircraft (based on local time of departure location)) - scheduled arrival date	
d) (date of scheduled arrival of aircraft (based on local time of arrival location)) - scheduled arrival time	
e) (time of scheduled arrival of aircraft (based on local time of arrival location)) - last place or port of call of aircraft	
f) (aircraft departed from this last foreign place or port of call to go to "place or port of aircraft initial arrival") - place or port of aircraft initial arrival	
g) (place or port in the country of destination where the aircraft arrives from the "last place or port of call of aircraft") - subsequent place or port of call within the country	
h) (subsequent place or port of call within the country) - number of passengers	
i) (total number of passengers on the flight)	

2. DATA RELATING TO EACH INDIVIDUAL PASSENGER:	Details of a passenger
a) core data elements as may be found in the machine-readable zone of the official travel document:	
- official travel document number b) (passport or other official travel document number)	
- issuing State or organisation of the official travel document c) (name of the State or organisation responsible for the issuance of the official travel document)	
- official travel document type d) (indicator to identify type of official travel document)	
- expiration date of official travel document e) (expiration date of the official travel document)	
- surname or given name(s) f) (family name and given name(s) of the holder as it appears on the official travel document)	
- nationality g) (nationality of the holder)	
- date of birth h) (date of birth of the holder)	
- gender i) (gender of the holder)	
3. ADDITIONAL DATA ELEMENTS NORMALLY FOUND IN AIRLINE SYSTEMS:	
- seating information a) (specific seat assigned to the passenger for this flight)	

<ul style="list-style-type: none"> - baggage information <ul style="list-style-type: none"> b) (number of checked bags, and where required, the baggage tag numbers and total weight) 	
<ul style="list-style-type: none"> - travel status <ul style="list-style-type: none"> c) (passenger, crew, in-transit) 	
<ul style="list-style-type: none"> - place or port of original embarkation <ul style="list-style-type: none"> d) (place or port where traveller originates foreign travel) 	
<ul style="list-style-type: none"> - place or port of clearance <ul style="list-style-type: none"> e) (place or port where the traveller is cleared by the Border Control Agencies) 	
<ul style="list-style-type: none"> - place or port of onward foreign destination <ul style="list-style-type: none"> f) (foreign place or port where traveller is transiting to) - passenger name record locator number (or unique identifier) 	

(As available in the traveller's Passenger Name Record in the carrier's airline reservation system)

SCHEDULE 2
(reg. 2)

LIST OF ADVANCE PASSENGER INFORMATION (API) DATA ELEMENTS
(VEHICLE, TRAIN OR VESSEL)

1. PARTICULARS OF A MEMBER OF CREW:	
(a) information as provided on the member of crew's travel document — (i) full name; (ii) gender; (iii) date of birth; (iv) nationality; (v) type of travel document held; (vi) number of travel document held; (vii) expiry date of travel document held; and (viii) issuing State of travel document held;	
(b) where a travel document is not held, the type of identification relied upon together with the number, expiry date and issuing State of that identification;	
(c) the vehicle registration number of any vehicle in which the member of crew is travelling and which is being transported by ship or by aircraft or by through train and, if the vehicle has a trailer, the trailer registration number;	
(d) the number of crew on board the aircraft, vehicle or train;	
(e) the fact that the person is a member of crew; and	
(f) in relation to crew on a vessel - (i) the place of birth of the member of crew; and (ii) the rank, rating or equivalent of the member of crew.	
2. INFORMATION RELATING TO PASSENGERS	
(a) information as provided on the passenger's travel document — (i) full name; (ii) gender; (iii) date of birth; (iv) nationality; (v) type of travel document held; (vi) number of travel document held; (vii) expiry date of travel document held; and (viii) issuing State of travel document held;	

(b) where a travel document is not held, the type of identification relied upon together with the number, expiry date and issuing State of that identification; and	
(c) the vehicle registration number of any vehicle in which the passenger is travelling and which is being transported by ship or by aircraft or by through train or shuttle train and, if the vehicle has a trailer, the trailer registration number.	

3. INFORMATION RELATING TO A VOYAGE OR INTERNATIONAL SERVICE	
(a) vessel name or number, train service number or carrier running number;	
(b) name of carrier;	
(c) nationality of vessel;	
(d) scheduled departure date;	
(e) scheduled departure time;	
(f) scheduled arrival date;	
(g) scheduled arrival time;	
(h) place and country from which the voyage or international service departed immediately prior to arrival in Botswana;	
(i) place in Botswana into which the voyage or international service first arrives;	
(j) any place in Botswana to which a voyage or international service which has arrived Botswana from overseas will subsequently go; and	
(k) number of passengers.	

4. DETAILS IN RESPECT OF A PASSENGER	
(a) name as it appears on the reservation;	
(b) place of birth;	

(c) issue date of travel document;	
(d) address;	
(e) sex;	
(f) any contact telephone number;	
(g) e-mail address;	
(h) travel status of passenger, which indicates whether reservation is confirmed or provisional and whether the passenger has checked in;	
(i) the number of pieces and description of any baggage carried;	
(j) any documentation provided to the passenger in respect of his or her baggage;	
(k) date of intended travel;	
(l) ticket number;	
(m) date and place of ticket issue;	
(n) seat number allocated;	
(o) seat number requested;	
(p) check-in time, regardless of method;	
(q) date on which reservation was made;	
(r) identity of any person who made the reservation;	
(s) any travel agent used;	
(t) any other name that appears on the passenger's reservation;	
(u) number of passengers on the same reservation;	
(v) complete travel itinerary for passengers on the same reservation;	
(w) the fact that a reservation in respect of more than one passenger has been divided due to a change in itinerary for one or more but not all of the passengers;	
(x) Code Share Details (10);	
(y) method of payment used to purchase ticket or make a reservation;	

(z) details of the method of payment used, including the number of any credit, debit or other card used;	
(aa) billing address;	
(bb) booking reference number, Passenger Name Record Locator and other data locator used by the carrier to locate the passenger within its information system;	
(cc) the class of transport reserved;	
(dd) the fact that the reservation is in respect of a one-way journey;	
(ee) all historical changes to the reservation;	
(ff) General Remarks;	
(gg) Other Service Information (OSI);	
(hh) System Service Information (SSI) and System Service Request information (SSR);	
(ii) identity of the individual who checked the passenger in for the voyage or international service;	
(jj) Outbound Indicator, which identifies where a passenger is to travel on to from Botswana;	
(kk) Inbound Connection Indicator, which identifies where a passenger started his or her journey before he or she travels Botswana;	
(ll) the fact that the passenger is travelling as part of a group;	
(mm) the expiry date of any entry clearance held in respect of Botswana;	
(nn) card number and type of any frequent flyer or similar scheme used;	
(oo) Automated Ticket Fare Quote (ATFQ), which indicates the fare quoted and charged;	

<p><i>(pp)</i> the fact that the passenger is under the age of eighteen and unaccompanied; and</p>	
<p><i>(qq)</i> where the passenger is a person under the age of eighteen and unaccompanied -</p> <ul style="list-style-type: none"> <i>(i)</i> age; <i>(ii)</i> languages spoken; <i>(iii)</i> any special instructions provided; <i>(iv)</i> the name of any departure agent who will receive instructions regarding the care of the passenger; <i>(v)</i> the name of any transit agent who will receive instructions regarding the care of the passenger; <i>(vi)</i> the name of any arrival agent who will receive instructions regarding the care of the passenger; <i>(vii)</i> the following details in respect of the guardian on departure -- <ul style="list-style-type: none"> <i>(aa)</i> name; <i>(bb)</i> address; <i>(cc)</i> any contact telephone number; and <i>(dd)</i> relationship to passenger; and <i>(viii)</i> the following details in respect of the guardian on arrival -- <ul style="list-style-type: none"> <i>(aa)</i> name; <i>(bb)</i> address; <i>(cc)</i> any contact telephone number; and <i>(dd)</i> relationship to passenger. 	

SCHEDULE 3
(regs 2 and 14 (2) (b))

LIST OF PASSENGER NAME RECORD (PNR) DATA ELEMENTS

1. PNR name details	Component data elements Passenger name, family name, Given name or initial, other names on PNR
2. Address details	Contact address, billing address, emergency contact, email address, mailing address, home address, intended address [in State requiring PNR data transfer]
3. Contact telephone number(s)	[Telephone details]
4. Any collected API data	Refer to Schedule 1 paragraph 1
5. Frequent flyer information	Information frequent flyer account number and elite level status
6. PNR locator code	File locator number, booking reference and reservation tracking number
7. Number of passenger on PNR	[Number]
8. Passenger travel status	Standby information
9. All date information	PNR creation date, booking date, reservation date, departure date, arrival date, PNR first travel date, PNR last modification date, ticket issue date, "first intended" travel date, date of first arrival [in State requiring PNR data transfer], late booking date for flight
10. Split/divided PNR information	Multiple passengers on PNR, other passengers on PNR, other PNR on single passenger booking
11. All ticketing field information	Date of ticket issue or purchase, selling class of travel, issue city, ticket number, one-way ticket, ticket issue city, automatic fare quote (ATFQ) fields

12. All travel itinerary for PNR	PNR flight itinerary segments or ports, itinerary history, origin city or board point, destination city, active itinerary segments, cancelled segments, layover days, flown segments, flight information, flight departure date, board point, arrival port, open segments, alternate routing unknown (ARNK) segments, non-air segments, inbound flight connection details, on-carriage information, confirmation status
13. Form of payment (FOP) information	All FOP (cash, electronic, credit card number and expiry date, prepaid ticket advice (PTA), exchange), details of person or agency paying for ticket, staff, rebate codes
14. All check-in information	Generally available only after flight close-out: check-in security number, check-in agent Identification, check-in time, check-in status, confirmation status, boarding number, boarding indicator, check-in order
15. All seat information	Seats requested in advance; actual seats only after flight close-out
16. All baggage information*	Generally available from DCS only after flight closeout: number of bags, bag tag numbers, weight of bags, all pooled baggage information, head of pool, number of bags in pool, bag carrier code, bag status, bag destination or offload point
17. Travel agent information	Travel agency details, name, address, contact details, IATA code
18. Received-from information	Name of person making the booking
19. Go-show information*	Generally available only after check-in and flight close-out: go-show identifier
20. No-show information*	Only available after flight close-out: no-show history
21. General remarks. All information in general remarks section Free text/code fields in OSI, SSR, SSI, remarks/history codes	All IATA codes

MADE this 21st day of June, 2023.

ANNA MARIA MOKGETHI
Minister of Labour and Home Affairs.