



**INTERNATIONAL
CIVIL AVIATION
ORGANIZATION**



ICAO APAC ATFM & ACDM-SG/16 Meeting

Bangkok, Thailand, 6-10 April 2026

ATFM New Provisions

Elie El Khoury

Technical Officer, Air Traffic Management

Air Navigation Bureau Regional Coordinator

International Civil Aviation Organization (ICAO)

Amendment of the ICAO Provisions related to ATFM (Annex 11 and PANS-ATM) and the guidance material in Doc 9971



ICAO's Previous

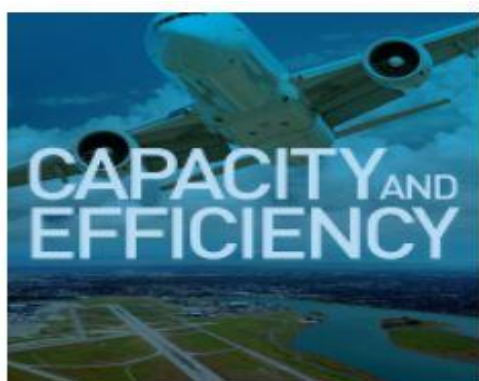
Vision:

Achieve the sustainable growth of the global civil aviation system.

Mission:

To serve as the global forum of States for international civil aviation. ICAO develops policies and Standards, undertakes compliance audits, performs studies and analyses, provides assistance and builds aviation capacity through many other activities and the cooperation of its Member States and stakeholders.

Strategic Objectives



ICAO Strategic Plan 2026-2050



ICAO Vision

A safe, secure and sustainable international civil aviation system that connects the world for the benefit of all nations and people. (3 aspirational goals)

ICAO Mission

To lead international civil aviation as a key driver of social and economic development while enhancing aviation safety, security, economic development and environmental sustainability for a growing aviation system by advancing air law, developing policies, plans and standards, monitoring and auditing, and supporting States' capabilities for the benefit of all nations and people.

01

The goal of Zero fatalities in international aviation from accidents and acts of unlawful interference.

02

The aspirational goal of Net-zero carbon emissions by 2050 for international aviation operations.

03

The goal of aviation to serve as an integral part of a thriving, connected, accessible, inclusive, and affordable transport system for people and goods, contributing to socio-economic development, while ensuring no country is left behind.

Strategic Goals

Every Flight Is Safe and Secure

Achieve zero fatalities and ensure continuous protection for air passengers, cargo, and staff.

No Country Left Behind

Enable achievement of safety, security, efficiency, and sustainability goals through collaboration and support

Aviation Is Environmentally Sustainable

Achieve net-zero carbon emissions by 2050 and mitigate aircraft noise and emissions.

The International Civil Aviation Convention and Other Treaties, Laws and Regulations Address All Challenges

Maintain responsive international air law addressing current and emerging challenges.

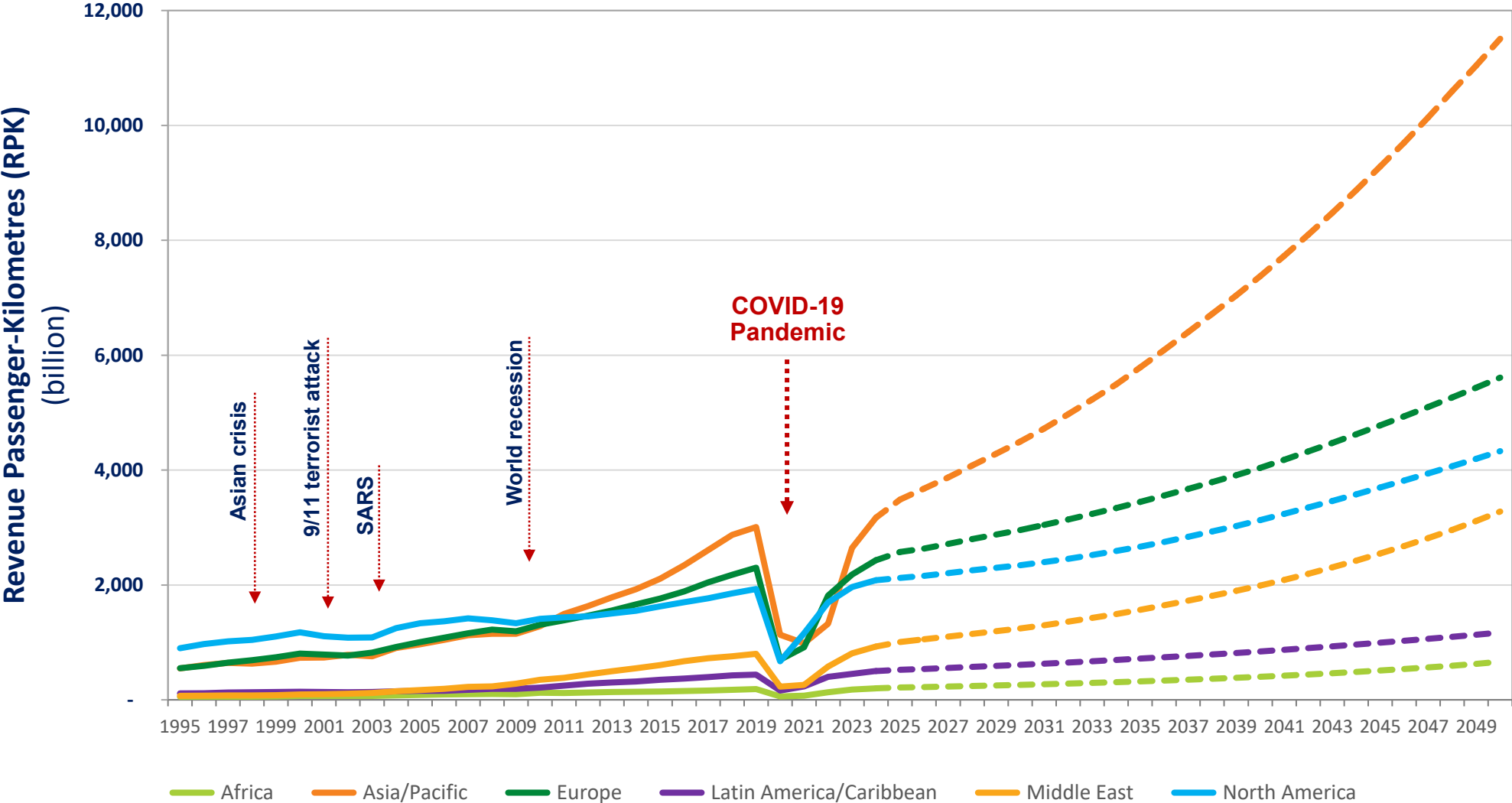
Aviation Delivers Seamless, Accessible, and Reliable Mobility for All

Facilitate seamless air navigation and travel through well-coordinated and affordable services.

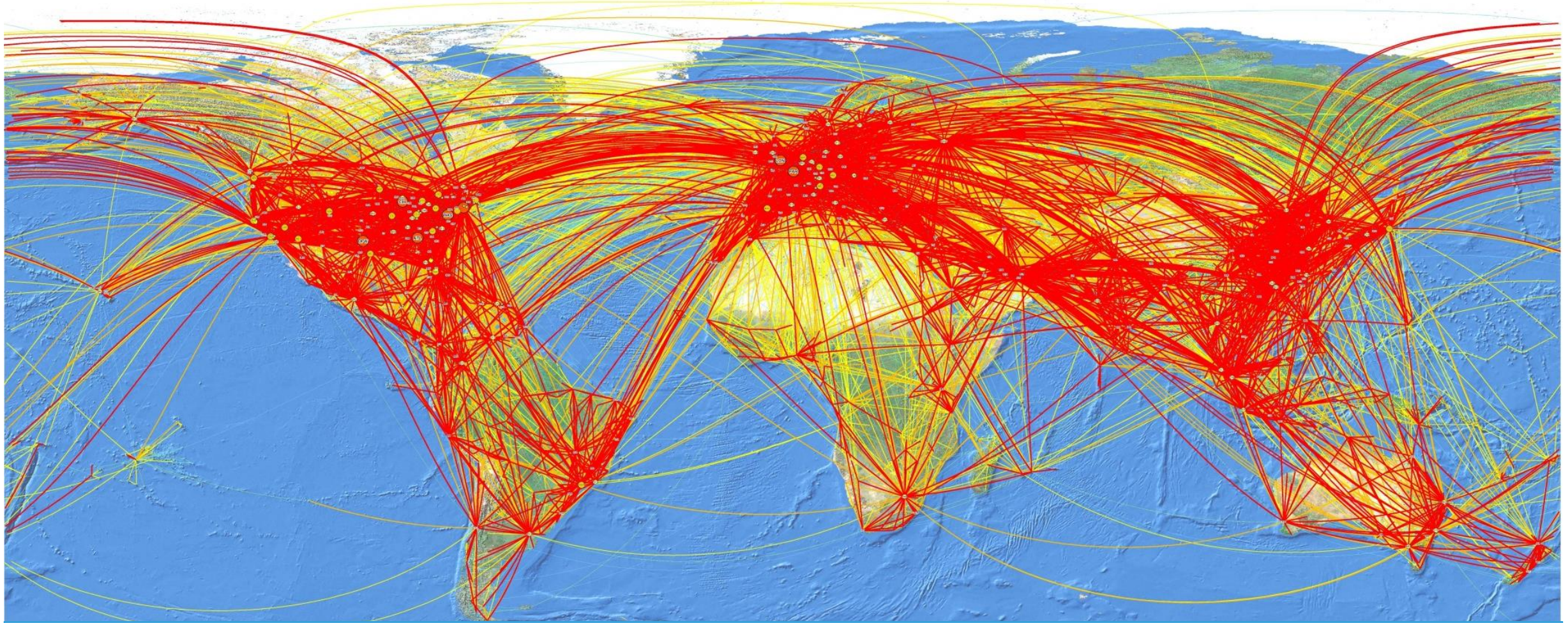
The Economic Development of Air Transport Assures the Delivery of Economic Prosperity and Societal Well-Being for All

Foster development of an economically viable aviation system delivering prosperity for all.

Global Traffic: The Pandemic and Recovery

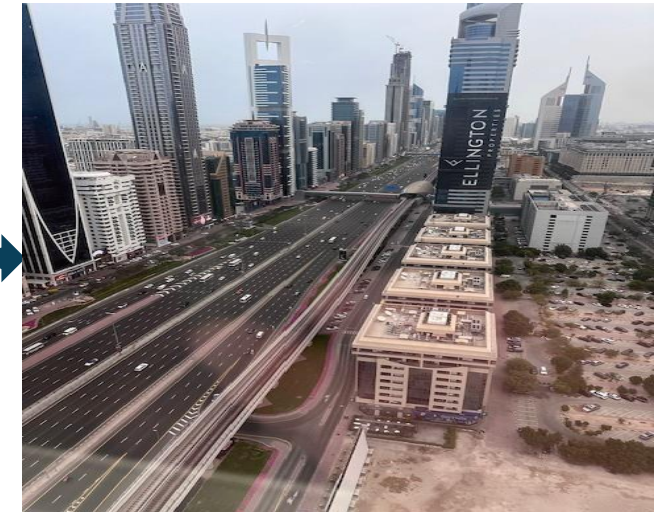
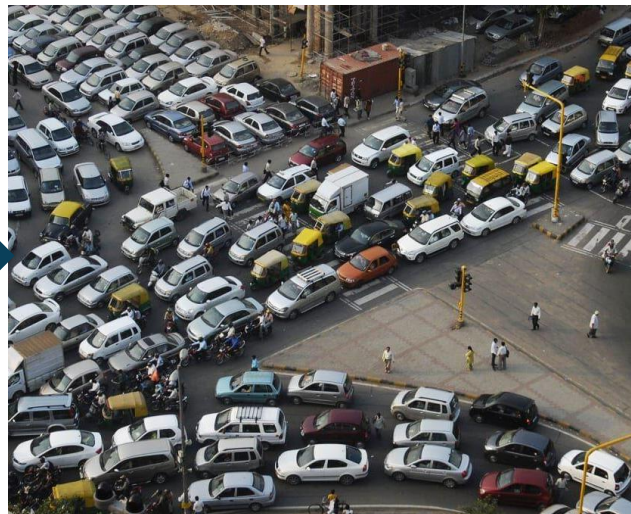


2040



TRAFFIC DENSITY

ATFM is demand/capacity balancing and Collaboration



ATFM Provisions - what's new?

Currently in PANS-ATM

ATFM service shall be implemented in controlled airspace when traffic demand at times exceeds defined ATC capacity.

New Standards in Annex 11

- States shall, individually or in cooperation with other States, arrange for the establishment and provision of air traffic flow management (ATFM) services for all controlled airspace and designated aerodromes.
- Establishment of ATFM Unit with a defined area of responsibility
- Coordination between ATFM units
- Designation of FMP for each applicable ATC unit
- Determination and declaration of the ATC capacity in the form of **Strategic Capacity** and **Operational Capacity**.
- Coordination and communication **between ATFM units**;
- Exchange of ATFM information.

Recommendation in Annex 11

*ATFM services should be implemented on the basis of **regional** air navigation agreements or, if appropriate, through **multilateral** agreements and where possible as a **centralized** ATFM service.*

ATFM Provisions - what's new?

- ATFM service into 4 phases:
 - Strategic planning: 7 days or more
 - Pre-tactical: 1 to 6 days
 - Tactical: on the day
 - Post operations: after
- Information to be provided to ATFM units
- Exchange of information between ATFM units
- Communication of ATFM units with ATS units, FF-ICE services units, operators, aerodromes, etc.
- FPL and eFPL:

ATFM Guidance - what's new?

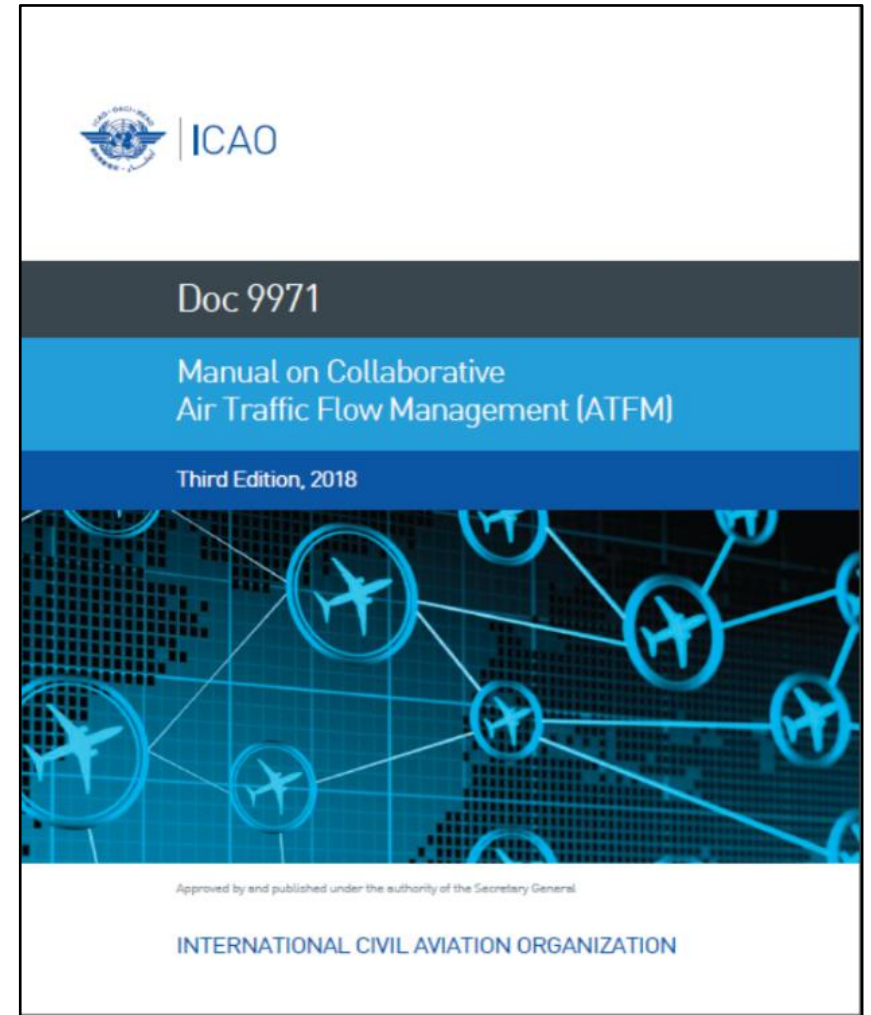
Doc 9971: Manual on...

Doc 9971 was published in 2012 (3rd Edition in 2018)

Part 1 – Collaborative Decision Making (CDM)

Part 2 – Air Traffic Flow Management (ATFM)

Part 3 – Airport CDM (A-CDM)



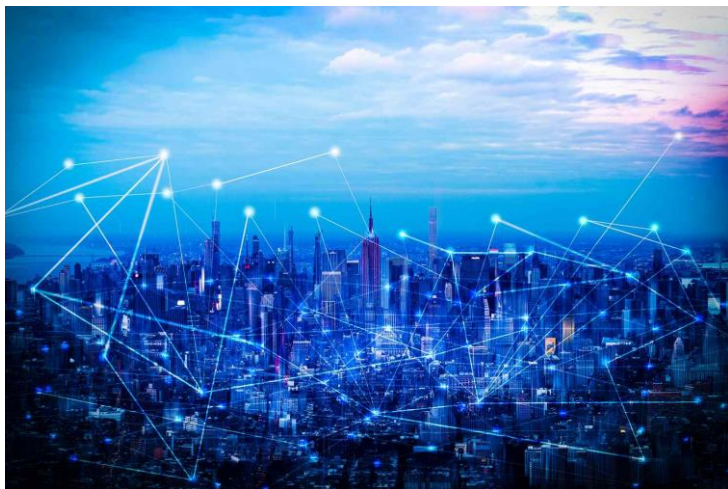
Main objectives of the revised ATFM Provisions

- ✓ ATFM is a major enabler of safety, efficiency, cost-effectiveness and environmental sustainability in the air traffic management (ATM) system.
- ✓ ATFM supports effective implementation of coordinated ATM contingency planning, measures and recovery plans.
- ✓ ATFM is critical for managing disruptions, prioritizing flights, handling exemptions and coordinating regional and inter-regional traffic flows.
- ✓ The proposed amendment to Annex 11 and the PANS-ATM concerning ATFM ensures the global implementation of ATFM as a mandatory supporting service.
- ✓ Maximum benefit from such a service can only be realized if this requirement is implemented globally.
- ✓ The proposal supports the evolution towards cross-border ATFM collaboration, with the aim of a globally connected network of ATFM services.
- ✓ The proposal ensures more consistent application of traffic flow management methods and measures, thereby enhancing the safety, efficiency and regularity of international air navigation



Long Term Objective is to achieve the
ATFM NETWORK OF THE NETWORKS
For Global Cooperation

ATFM cross-border
Intra-regional and regional ATFM
Inter-regional ATFM



- ✓ 26 June 2025, the ANC authorized the transmission of the proposal developed by ATMOPSP/7 for consultation with States and IOs
- ✓ Consultation State Letter issued on 17 September 2025 with a deadline of 13 February 2026
- ✓ Around 70 responses received from States and International Organizations
- ✓ 12 States from APAC
- ✓ Final Review by ANC is scheduled for June 2026



International
Civil Aviation
Organization

Organisation
de l'aviation civile
internationale

Organización
de Aviación Civil
Internacional

Международная
организация
гражданской
авиации

منظمة الطيران
المدني الدولي

国际民用
航空组织

Tel.: +1 514-315-1987

Ref.: SP 52/4-25/85

17 September 2025

Subject: Proposals for the amendment of Annexes 4, 11, PANS-ATM (Doc 4444) and PANS-OPS (Doc 8168), Volume III relating to cold temperature altitude corrections and air traffic flow management (ATFM)

Action required: Comments to reach Montréal by 13 February 2026

Sir/Madam,

1. I have the honour to inform you that the Air Navigation Commission (ANC), at the twelfth meeting of its 229th Session held on 26 June 2025, considered a proposal developed by the seventh meeting of the Air Traffic Management Operations Panel (ATMOPSP/7) to amend Annex 4 — *Aeronautical Charts*, Annex 11 — *Air Traffic Services, Procedures for Air Navigation Services — Air Traffic Management* (PANS-ATM, Doc 4444) and *Procedures for Air Navigation Services — Aircraft Operations* (PANS-OPS, Doc 8168), Volume III — *Aircraft Operating Procedures* relating to cold temperature altitude corrections and air traffic flow management (ATFM). The Commission authorized its transmission to Member States and appropriate international organizations for comments.

2. The background of the aforementioned proposal is explained in Attachment A. The proposal for amendment to Annex 4, PANS-ATM (Doc 4444) and PANS-OPS (Doc 8168), Volume III concerning cold temperature corrections and the proposal for amendment to Annex 11 and PANS-ATM (Doc 4444) concerning ATFM are presented by subject in Attachments B and C, respectively. To facilitate your review of the proposed amendments, a rationale box providing more information has been included immediately following each proposal.

3. In examining the proposed amendments, you should not feel obliged to comment on editorial aspects as such matters will be addressed by the ANC during its final review of the draft amendment.

4. May I request that any comments you wish to make on the amendment proposal be dispatched to reach me not later than 13 February 2026. To facilitate the processing of replies with substantive comments, I invite you to submit an electronic version in Word format to icaohq@icao.int. The ANC has asked me to specifically indicate that comments received after the due date may not be considered

ATFM Provisions - what's this require?

An ATFM Implementation Plan (Regional and National) to cover:

- ATFM Civil Aviation Regulations
- ATFM unit with a defined area of responsibility
- Designation of FMPs
- ATFM service Organization structure
- Roles and Functions of ATFM personnel
- System to be used
- Capacity Determination for airspace and designated airports
- ATFM Daily Plan (ADP)
- ATFM Measures to be used
- FF-ICE
- SWIM
- Stakeholders
- Expected timeframe to establish the basic ATFM service
- Training requirements for ATFM personnel, air traffic controllers, and others involved in ATFM
- **ATFM CONOPS**
- **Common operating procedures**
- others



ICAO AIR NAVIGATION WORLD

AIR TRAFFIC FLOW MANAGEMENT

ATFM 2026

5 - 9 October | Montréal, Canada



International
Civil Aviation
Organization

Organisation
de l'aviation civile
internationale

Organización
de Aviación Civil
Internacional

Международная
организация
гражданской
авиации

منظمة الطيران
المدني الدولي

国际民用
航空组织

Tel.: +1 514-315-1987

Ref.: AN 12/62-26/11

4 March 2026

Subject: ICAO Air Navigation World (ANW)
2026 – Air Traffic Flow Management (ATFM),
Montréal, Canada from 5 to 9 October 2026

Action required: a) register participants by
15 August 2026; b) encourage pertinent
organizations to consider attending and
exhibiting at the event

Sir/Madam,

1. I have the honour to invite representatives from your State or Organization to participate in the International Civil Aviation Organization (ICAO) Air Navigation World (ANW) 2026 – Air Traffic Flow Management (ATFM) event, to be held from 5 to 9 October 2026 at ICAO Headquarters in Montréal, Canada.

2. In this edition of ANW, the focus is on the rollout of the new ICAO provisions relating to Air Traffic Flow Management (ATFM), envisaged to be applicable in November 2030. These provisions mark a decisive shift; ATFM will no longer be optional but an operational necessity for all States, air navigation services providers (ANSPs) and airspace users. To ensure global readiness, the sessions will offer concrete, practical guidance to support timely implementation, while exploring key enablers for a modern, performance-driven air traffic management (ATM) system. The list of subjects specifically tailored to flow management, to be covered during the event, is in the attachment.

3. Throughout the event, participants will gain experience that underpins future compliance with ICAO ATM requirements. By understanding these provisions and their practical implications, participants will be better positioned to support the implementation of ATFM effectively and ensure seamless, resilient, and optimized services across the entire aviation system. This event contributes to achieving the ICAO Strategic Goals “Every Flight Is Safe and Secure”, “Aviation Is Environmentally Sustainable” and “Aviation Delivers Seamless, Accessible, and Reliable Mobility for All”.

4. During the five-day event, sponsorship and exhibition opportunities will be available. Stakeholders interested in supporting the event – by hosting coffee breaks, lunches and receptions – and taking advantage of this opportunity to showcase their initiatives, products and services are invited to contact icaoevents@icao.int.

- 2 -

5. The event will be held in English. Further information related to the event, including the registration fees and procedures, will soon be available on the event website at: [ICAO Air Navigation World \(ANW\) 2026 – Air Traffic Flow Management \(ATFM\)](https://www.icao.int/ANW2026). Early travel arrangements and hotel reservations are recommended.

6. I would kindly request that you consider planning a delegation composed of regulators and service provider personnel involved in ATM. To take advantage of free participation, officials nominated by a State should provide their name and position to anw-atfm@icao.int by 15 August 2026. Please ensure that the nomination letter for free participation is on the letterhead of your State Administration. Delegates will then need to register online at the event website.

Accept, Sir/Madam, the assurances of my highest consideration.

1. **SETTING THE SCENE: IMPLEMENTATION, EXPECTATIONS AND CHALLENGES**
 - Net-zero carbon emissions by 2050
 - Global Air Navigation Plan (GANP, Doc 9750)
 - ICAO Regional developments related to ATFM
 - State regulators and air navigation services providers
 - Airspace users
 - Enabling New Entrants

2. **MILESTONES TOWARDS AIR TRAFFIC FLOW MANAGEMENT (ATFM)**
 - Establishment of ATFM
 - Airspace and airports capacity assessments
 - Airport collaborative decision making (A-CDM)/total airport management (TAM)
 - Aviation system block upgrade (ASBU) threads related to ATFM
 - Regional and sub-regional ATFM solutions

3. **FLIGHT PLANNING AND INFORMATION ENABLERS**
 - Air-ground and ground-ground ATS data link operations
 - Flight and flow – information for collaborative environment (FF-ICE)
 - System-wide information management (SWIM)/Aeronautical Information Management (AIM) – NOTAM/digital operational reporting information service (DORIS)
 - Concept of connected aircraft (CA)
 - Aeronautical Meteorological Information (MET)

4. **OPERATIONAL ENABLERS**
 - Contingency Management Frameworks
 - Civil-military cooperation and flexible use of airspace (FUA)
 - Free route airspace
 - Performance-based navigation (PBN), continuous climb and descent operations
 - Project 30/10 and enroute separation minima
 - Separation minima in the terminal area, including wake turbulence separation minima

5. **A LOOK TOWARDS THE FUTURE INVOLVING ATFM**
 - Global ATM Operational Concept (GATMOC)
 - Trajectory Based Operations (TBO)
 - Space transport operations (STO)
 - Higher Airspace Operations (HAO)
 - Unmanned aircraft systems (UAS) and advanced air mobility (AAM)

The meeting is invited to:

- a) consider the developments presented concerning ATFM developments during the deliberation of the meeting; and
- b) encourage the participation in the ANW-ATFM 2026 (Montreal, 5-9 October 2026).

Thank You

