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ASSEMBLY — 42ND SESSION

EXECUTIVE COMMITTEE

DRAFT TEXT FOR THE REPORT ON AGENDA ITEM 12

The attached material on Agenda Item 12 is submitted for consideration by the Executive Committee.

Agenda Item 12: Facilitation Programmes

12.1 At its second and third meetings, the Executive Committee considered the subject of Facilitation Programmes based on the Council report on implementation of the International Civil Aviation Organization (ICAO) Traveller Identification Programme (TRIP) Strategy, the ICAO Public Key Directory (PKD), and developments in Annex 9 — *Facilitation* (WP/15). It considered the outcome of the Ministerial Segment of the Facilitation Conference in Doha, Qatar (WP/14), and priorities for the next triennium on assistance to aircraft accident victims and their families, including outcomes of the November 2024 Symposium (WP/16). The Committee also considered proposals to update Assembly Resolutions: *Consolidated statement of continuing ICAO policies related to facilitation* (superseding A41-17), *Assistance to victims of aviation accidents and their families* (superseding A41-14), *Strategy on disaster risk reduction and response mechanism in aviation* (superseding A41-13), *Accessibility in international civil aviation* (superseding A41-15), and *Development and implementation of facilitation provisions - combating human trafficking* (superseding A41-16). In addition, 36 working papers (WPs/58, 59, 72 (Rev.1), 104 (Rev.1), 105, 127, 156, 158, 161, 182, 184, 185, 244, 264, 276, 285, 290, 319, 320, 323, 325 (Rev. 1), 354, 372, 386, 416, 433, 439 (Rev.1), 447, 449, 460, 461 (Rev.1), 466, 469, 471, 475, 526) and 18 information papers (WPs/128, 130, 186, 247, 286, 299, 302, 356, 357, 397, 402, 414, 450, 488, 509, 555, 563, 564) were also presented by States and observers.

Air Transport Facilitation Strategic Matters

12.2 The Council, in WP/14, reported on the High-level Ministerial Segment of the ICAO Facilitation Conference (17 April 2025 in Doha), which adopted the Doha Declaration in line with ICAO's new Strategic Goal: *Aviation Delivers Reliable, Accessible and Seamless Mobility for All*. The Assembly was invited to reaffirm commitments, promote the Declaration, and support the inclusion of clauses of the Doha Declaration into proposed revisions to Resolutions A41-17 and A41-14. The Committee recommended the Assembly to adopt the actions contained in the paper.

12.3 In WP/15, the Council outlined developments in ICAO's Facilitation work since the last Assembly, focusing on Annex 9 — *Facilitation*, the ICAO TRIP Strategy, and the PKD. It proposed priorities and outcomes for the 2026–2028 triennium, noted Resolution A41-17 (2022), and recommended amendments to Appendix E. The Committee noted broad support for the paper and recommends the Assembly endorse and adopt the Resolution 12/1 to supersede Assembly Resolution A41-17.

12.4 In WP/58, Qatar reported on outcomes of the Facilitation Conference 2025 and adoption of the Doha Declaration, stressing the importance of prioritizing facilitation alongside safety, security, sustainability, and passenger rights. The Committee urged States to reaffirm Annex 9 compliance, support the Declaration, enhance National Facilitation Programmes, and engage more in facilitation activities. It also encouraged ICAO to provide oversight guidance, and assistance. The Committee recommends the Assembly endorse the proposed actions contained in the paper.

12.5 In WP/319, Senegal highlighted facilitation as vital for efficient and sustainable air transport, noting progress in Annex 9 Standards and Recommended Practices (SARPs) implementation and the need to address traffic growth. It proposed creating a Global Facilitation Plan (GFALP), a voluntary self-assessment framework for monitoring SARPs, and convening a global Facilitation Conference every three years. The Committee supported action a) of the paper and recommends the Assembly refer actions b) and c) contained in the paper to the Council, with the involvement of the relevant technical bodies, for further study and a proposed way forward. The Committee did not support the proposal to convene a high-level Facilitation Conference every three years, noting the resource constraints of ICAO and States,

which render the convening of a high-level Facilitation conference every three years unfeasible. The Committee encouraged ICAO to explore alternative means to maintain momentum, including leveraging existing ICAO events and regional platforms, while continuing to assess the feasibility to convene future high-level Facilitation Conferences at longer intervals.

12.6 In WP/72 (Rev.1), the United Kingdom, and the International Air Transport Association (IATA), co-sponsored by the Airports Council International (ACI), highlighted the complexity of facilitation under Annex 9 and proposed a long-term Strategic Facilitation Plan to improve SARPs compliance, resource coordination, global harmonization, and streamlined regulations for predictable, barrier-free air travel. The Committee noted strong support from multiple delegations for a more focused, strategic approach to facilitation work, and recommends the Assembly refer the actions contained in the paper to the Council, with the involvement of the relevant technical bodies, for further study and a proposed way forward.

~~A41-17~~Resolution 12/1: 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 41st42nd 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), as amended in 2014, 2022, and 2024*, the handling of and responses to public health emergencies in addition to Member States' requirements relating to the administration of cargo and passengers; and advances in technologies related to such administration;

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 ~~their~~ 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 A42-XXA41-17: *Consolidated statement of continuing ICAO policies, related to facilitation*, A42-XXA41-16: *Development and implementation of facilitation provisions — combatting human trafficking*, A42-XXA41-15: *Accessibility in International Civil Aviation*, A42-XXA41-14: *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 and ICAO to prioritize the inclusion and accessibility of air transport services to persons with visible and non-visible disabilities and reduced mobility by ensuring their involvement in decision-making processes, ensuring multi-stakeholder cooperation and civil society engagement, fostering data collection and sharing, and advancing standardized personnel training, among other efforts in order to achieve a disability-inclusive air transport system;
10. *Urges* Member States to take measures to ensure that procedures in place to combat trafficking in persons are based on a comprehensive policy and include reporting systems and relevant competent authorities' points of contact, and to recommend appropriate training of airport and aircraft operators' personnel in direct contact with the travelling public;

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

24. *Declares that this Resolution supersedes Resolution A41-17.*

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Annex 9 — Facilitation

12.7 In WP/323, Canada, co-sponsored by IATA and the International Federation of Air Line Pilot Associations (IFALPA), highlighted challenges relating to the limited issuance of Crew Member Certificates (CMCs) and called for stronger collaboration between ICAO's Aviation Security, Cybersecurity, and Facilitation Panels to balance border security with travel efficiency, consistent with the Doha Declaration. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward.

12.8 In WP/447, Colombia, supported by 15 Member States of the Latin American Civil Aviation Commission (LACAC), shared its experience regulating the air transport of pets, emotional support animals, and service dogs, proposing this as a basis for recommendations to States to promote standardization. Highlighting rising pet ownership and demand, the paper stressed the need for SARPs ensuring safe, efficient, and passenger-focused transport. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward.

12.9 In WP/461 (Rev.1), Colombia, supported by 14 LACAC Member States, and co-sponsored by the International Business Aviation Council (IBAC), outlined disaster-response challenges and proposed regulatory provisions and cooperation mechanisms to facilitate the rapid movement of aircraft, crews, and personnel. It also emphasized the need for information systems enabling States to identify assistance sources, with ICAO Regional Offices supporting a dedicated platform. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward.

12.10 In WP/466, the Dominican Republic, supported by 18 LACAC Member States, reported on its adoption of a comprehensive National Facilitation Programme (NATFP), supported by regulations, a technical inspection manual, and a National Facilitation Committee for interagency coordination. Highlighting challenges States face in implementing Annex 9, it proposed ICAO recognize this model as a benchmark. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward, taking into consideration the Dominican Republic's experience as an example of replicable best practices.

12.11 In WP/104 (Rev.1), Saudi Arabia, co-sponsored by Singapore, emphasized the need to optimize existing airport capacity amid rising passenger traffic, noting constraints on delivering new infrastructure. It proposed an Operational Performance Review System using quantitative metrics, complemented by a Facilities-and-Services Evaluation. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward.

12.12 In WP/105, Saudi Arabia, supported by Singapore, outlined its coordinated approach between health and civil aviation authorities to safeguard travellers and personnel, supported by surveillance centres at international airports and continuous capability improvements. The Committee recommends the

Assembly refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward.

12.13 In WP/386, Saudi Arabia emphasized aviation's role in humanitarian response, noting obstacles such as fragmented access, delayed clearances, and inconsistent charges that hinder relief flights. It proposed measures to expedite aid transport. The Committee recommends the Assembly to refer action (c) to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward, and adopt the Resolution 12/2, to supersede Assembly Resolution A41-13.

12.14 In WP/156, the United States highlighted inconsistent treatment of air crew during COVID-19, which caused unsafe conditions and inefficiencies. It recalled the Assembly's call for harmonized standards and the progress made by the Facilitation Panel's Working Group on Annex 9 (WGA9) in drafting new provisions. The Committee recommends the Assembly to support the proposal and refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study with the objective to finalize work on harmonized crew treatment standards.

12.15 In WP/161, the United States reviewed Annex 9 SARPs on inadmissible persons and deportees requiring States to issue repatriation documents within 30 days. It noted widespread non-compliance and argued the timeline is outdated given modern technology. The Committee recommends the Assembly to refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward.

12.16 In WP/372, Uruguay, supported by 19 LACAC Member States, reviewed South America's progress in addressing disruptive and unruly passengers, including a 2024 Brasilia meeting where the European Aviation Safety Agency (EASA) shared EU-level initiatives. It also noted the Group of Experts on Policy, Economics and Legal Matters in Air Transport's (GEPEJTA) draft resolution prepared by an ad hoc group and discussed by delegations. The Committee recommends the Assembly endorse the proposed actions a) and b) contained in the paper.

12.17 In WP/285, IATA, IFALPA, the International Transport Workers' Federation (ITF), and the International Air Cargo Association (TIACA) emphasized the need to expedite crew movement across borders to support efficient air transport. While Annex 9 mandates visa-free entry for crew with CMCs, recognition remains limited, with many States relying on alternative documents. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward, taking into consideration development in digital credentials.

12.18 In WP/439 (Rev.1), the International Atomic Energy Agency (IAEA) stressed the importance of reliable air transport for radioactive material, particularly short-lived radiopharmaceuticals vital for cancer diagnosis and treatment. Despite a robust international regulatory framework, denials and delays persist. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward.

12.19 The Committee noted information papers WP/563 and WP/564 presented by China, WP/247 presented by Cuba, WP/509 presented by Italy, WP/450 presented by South Africa, and WP/302 presented by IATA.

~~A41-13~~Resolution 12/2: Strategy on disaster risk reduction and response mechanism in aviation

Whereas Article 44 of the Convention on International Civil Aviation states that among the aims and objectives of ICAO are to foster the planning and development of international air transport so as to meet the needs of the people of the world for safe, regular, efficient and economical air transport;

Whereas the General Assembly of the United Nations endorsed the Sendai Declaration and the Sendai Framework for Disaster Risk Reduction 2015–2030 adopted by the Third United Nations World Conference on Disaster Risk Reduction;

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

Mindful that natural disasters damage the social and economic infrastructure of all countries, and the long-term consequences of natural disasters are especially severe for developing countries and hamper their sustainable development;

Mindful that States are primarily responsible for the prevention and reduction of disaster risk and any response undertaken by the Organization should be guided by, and in concert with, the State(s) affected;

Recognizing that Annex 1 — Personnel Licensing, Annex 6 — Operation of Aircraft, Annex 9 — Facilitation, Annex 11 — Air Traffic Services, Annex 14 — Aerodromes and Annex 19 — Safety Management provide Standards and Recommended Practices (SARPs) for States relating to emergency planning and response, as well as border control formalities relating to relief flights following natural or man-made disasters;

Recognizing that disaster risk reduction is an important function of the United Nations System and should receive continued attention, and stressing the need for the international community to demonstrate the firm political determination required to utilize scientific and technical knowledge to reduce vulnerability to natural disasters and environmental hazards, taking into account the particular needs of developing countries;

Recognizing that all States have a vital need for disaster-resilient aviation infrastructure to promote socio-economic development and, in times of need, to support the timely and efficient distribution of aid;

Recognizing that all States can benefit from integrating disaster risk reduction strategies into their Air Transport Sector Strategic Plans; and

Recognizing that there is a need to coordinate at the most appropriate level the political and operational response to natural or man-made disasters reaching a regional or global scale;

The Assembly:

1. *Urges* States to recognize the significant role of aviation in the context of disaster risk reduction at the national level, including in their Air Transport Sector Strategic Plans;

2. *Urges* States to take into consideration the disaster risk reduction priorities as contained in the Sendai Framework for Disaster Risk Reduction 2015–2030, as well as the best practices of Member States, in the development of their State emergency response plans, as well as in the emergency response plan requirements for aviation service providers;
3. *Directs* the Council to establish a crisis response policy and disaster risk reduction strategy in aviation that would institutionalize and guide the Organizations strategic approach and tactical responses to aviation-specific crises that could affect the safety or continuity of international civil aviation;
4. *Directs* the Council to assist States in implementing disaster risk reduction strategies in aviation with priority given to Least Developed Countries (LDCs), Landlocked Developing Countries (LLDCs) and Small Island Developing States (SIDS);
5. *Instructs* the Secretary General to establish an ICAO network of crisis coordination structures and associated coordination mechanisms, and an arrangement between ICAO, regions, States and industry supporting coordinated political and operational crisis response and assistance at the most appropriate level;
6. *Instructs* the Secretary General to continue working collaboratively within the United Nations System to ensure timely, coordinated and high-quality assistance to all States where disaster losses pose a threat to people's health and development; and
7. *Instructs* the Secretary General to ensure that ICAO participate, when applicable and in alignment with its Strategic Objectives, in appropriate mechanisms put in place to support the cross-sectorial implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 and the United Nations Plan of Action on Disaster Risk Reduction for Resilience.
8. *Urges* Member States to give humanitarian missions the maximum access to airspace and airports;
9. *Requests* the Council to review and enhance the ICAO provisions to facilitate the operations of humanitarian flights; and
10. *Declares* this Resolution supersedes Assembly Resolution A41-13.

ICAO Traveller Identification Programme (TRIP) Strategy and ICAO Public Key Directory (PKD)

12.20 In WP/475, Argentina, supported by multiple LACAC States, outlined the benefits of ICAO's PKD and ePassports in improving border security and efficiency, while noting challenges such as technical barriers, interoperability, and irregular certificate updates. The Committee recommends the Assembly refer the implementation and capacity building related actions contained in the paper to the Council, with contributions of the relevant expert groups, for further study and a proposed way forward.

12.21 In WP/325 (Rev.1), Airports Council International (ACI), co-sponsored by Kazakhstan, highlighted projected passenger traffic growth to 18.7 billion by 2045 and stressed the role of digital identity and biometrics in addressing congestion and enhancing security and passenger experience. It called for accelerated development of Digital Travel Credentials (DTCs), coordinated policies, and industry collaboration. The Committee recommends the Assembly refer the actions contained in the paper to the

Council, with contributions of the relevant technical bodies, such as the Technical Advisory Group on TRIP (TAG/TRIP), for further study and a proposed way forward.

12.22 The Committee noted information papers: WP/286 presented by Kazakhstan, WP/397 presented by Saudi Arabia, WP/357 presented by Thailand and WP/186 presented by Uruguay.

Accessibility in International Civil Aviation

12.23 In WP/460, Colombia, supported by 14 LACAC Member States, shared its regulatory framework on transporting pets, emotional support animals, and service dogs, proposing it as a reference for recommendations to other States to promote standardization. The paper stressed adopting SARPs to ensure safety, comfort, and accessibility while maintaining operational efficiency. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of relevant technical bodies, for further study and a proposed way forward.

12.24 In WP/184, Denmark, on behalf of the European Union (EU), European Civil Aviation Conference (ECAC) States, and co-sponsored by Australia, Canada, Japan and ACI, proposed strengthening global aviation's commitment to accessibility, recalling Resolution A41-15 on dignity and non-discrimination. The Committee recommends the Assembly adopt the Resolution 12/3 to supersede Assembly Resolution A41-15 and refer action (b) contained in the paper to the Council, with contributions of the relevant technical bodies, for consideration alongside its ongoing work.

12.25 In WP/471, the Dominican Republic, supported by 18 LACAC Member States, and co-sponsored by ACI, proposed a regional strategy for universal accessibility in civil aviation, aligning with the United Nations Convention on the Rights of Persons with Disabilities, Annex 9 — *Facilitation*, Assembly Resolution A41-15, and Doc 9984, *Manual on Access to Air Transport by Persons with Disabilities*. It emphasized accessibility as a human rights and sustainable development priority. The Committee recommends the Assembly endorse the proposed actions contained in the working paper.

12.26 In WP/416, Uruguay, supported by 19 LACAC Member States, presented a report on defining disability, outlining a regulatory approach, and providing statistical data to better understand the global situation of persons with disabilities. The Committee recommends the Assembly endorse the proposed actions contained in the working paper.

12.27 In WP/354, IATA, co-sponsored by ACI, highlighted the growing population of elderly persons and those with disabilities, stressing the need for disability-inclusive air transport. Recalling Resolution A41-15, it urged harmonized regulations, standards, and procedures to improve accessibility. The Committee recommends the Assembly endorse the proposed actions contained in the working paper.

12.28 In WP/264, the International Partners for Aviation Development, Innovation and Sustainability (iPADIS) refers to Resolution A41-15, stressing accessibility as a social and business priority. It presented the three-pillar “Accessible Air Travel for All” strategy (Accessibility Evaluation and Promotion for Air Travel and Tourism (ACCEPT), Model Policy and Guidance on Accessibility (MPGA), Technical and Training Support (TTS)), supporting priorities in A42-WP/15 and Appendix E. It called for stronger coordination, engagement, training, and capacity building. The Committee recommends the Assembly endorse actions (a), (b), and (c) contained in the paper and adopt the amendment to Appendix E of the draft Resolution presented in A42-WP/15.

12.29 In WP/433, the Latin American Association of Air and Space Law (ALADA) presented a multidimensional perspective on passenger vulnerability in Latin America, focusing on travellers with

disabilities or reduced mobility. It emphasized that disability, whether temporary or permanent, requires special accommodations, and provided a regulatory overview of disability in international civil aviation. The Committee recommends the Assembly endorse the proposed actions contained in the working paper.

12.30 The Committee noted information papers: WP/509 presented by Italy, WP/555 presented by Ethiopia, WP/299 presented by Kazakhstan, WP/130 presented by Saudi Arabia, WP/526 presented by the United Kingdom, and WP/488 presented by the International Coordinating Council of Aerospace Industries Associations (ICCAIA).

~~A41-13~~Resolution 12/3: Accessibility in International Civil Aviation

Whereas persons with disabilities and reduced mobility form a large and growing proportion of the world's population;

Whereas the United Nations (UN) Convention on the Rights of Persons with Disabilities and its Optional Protocol promotes, protects and ensures the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, including freedom of movement and freedom of choice;

Recalling the UN Disability Inclusion Strategy, which provides the foundation for sustainable and transformative progress on disability inclusion through all pillars of work of the United Nations;

Recalling that the UN Resolution A/RES/76/154 adopted by the General Assembly in 2021 recognized the importance of accessibility for persons with disabilities in all aspects of life and the need to identify and eliminate prejudice, discrimination, obstacles and barriers that limit the access of persons with disabilities to the physical environment, to transportation, to information and communications;

Noting with concern that, despite these instruments and undertakings, persons with disabilities and reduced mobility continue to face barriers in their participation as equal members of society, including barriers to their free movement;

Acknowledging that the aviation community needs to accommodate the growing demand of growing in the aviation sector for services for number of persons with visible and invisible disabilities, as well as persons with reduced mobility and ageing populations, and that evolving societal trends are reshaping the nature and prevalence of accessibility needs;

Recognizing the importance of government and industry working together to support the travel needs of persons with disabilities and reduced mobility while prioritizing safety in all circumstances;

Affirming that diversity and social inclusion are concepts that are essential to the sustainable growth of international civil aviation;

Recognizing the essential nature of air transport services and the need to provide equal access to such services for all passengers;

Also acknowledging that digitization and innovation are creating new opportunities as well as new challenges for persons with disabilities, with reduced mobility and aging populations;

Reemphasizing the relevant Standards and Recommended Practices contained in Annex 9 — *Facilitation* as well as the procedures and principles contained in Doc 9984 – *Manual on Access to Air Transport by Persons with Disabilities*;

The Assembly:

1. *Resolves* that dignity and non-discrimination are universal rights that apply to all persons, including persons with disabilities and persons with reduced mobility travelling by air;
2. *Requests* the Council to:
 - a) ensure that ICAO exercise continuous leadership on sustainability, including the social sustainability imperatives of inclusion and accessibility;
 - b) develop an effective strategy and work programme on accessibility for passengers with disabilities and reduced mobility, including actions to monitor the impact on the aviation sector of societal and demographic changes and assess their impact on the provision of accessibility services, with the aim of future-proofing these services, in order to reach for a disability inclusive air transport system in cooperation with all the stakeholders;
 - c) ensure that Annex 9 — *Facilitation* SARPs recognize the essential nature of accessible services for persons with disabilities and reduced mobility and support the continued development of such services in line with evolving accessibility needs;
3. *Urges* Member States to prioritize the inclusion and accessibility of air transport services to persons with disabilities and reduced mobility;
4. *Encourages* all Member States to strive for uniformity in their air transport accessibility regulations, standards and procedures, to the greatest extent practicable, and to work closely with disability groups and other relevant stakeholders;
5. *Encourages* Member States to ensure that the transport sector coordinates its approach with the industry and civil society in order to deliver accessible end-to-end services to persons with disabilities and reduced mobility, and to work closely with disability groups and other relevant stakeholders; and
6. *Encourages* Member States to support ICAO activities with resources, both financial and in-kind, to ensure a successful implementation of agreed measures to support air transport of persons with disabilities and reduced mobility.
7. *Declares* that this Resolution supersedes Resolution A41-15.

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Assistance to Aircraft Accident Victims and their Families

12.31 In WP/16, the Council reviewed the progress achieved since Resolutions A39-27, A40-16, and A41-14 in supporting assistance to aircraft accident victims and families (AAAVF), including implementation of 30 AAAVF 2021 recommendations and outcomes of AAAVF 2024. It outlined ongoing actions, gaps, and 2026–2028 priorities. The Committee recommends the Assembly endorse the programme, urge stronger implementation by stakeholders, and adopt the Resolution 12/4 to supersede Assembly Resolution A41-14.

12.32 In WP/59, Qatar stressed the need for preparedness in assisting aircraft accident victims and families, noting consequences of inadequate readiness and persistent State challenges. It proposed actions to address low compliance with Universal Safety Oversight Audit Programme (USOAP) Protocol Questions on AAAVF, including surveys, participation, and regional strategies. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of the relevant technical bodies, for further study and a proposed way forward.

12.33 In WP/290, the Air Crash Victims Families' Federation International (ACVFFI), co-sponsored by Kazakhstan, proposed strengthening the organization of future AAAVF symposia, recalling commitments under Resolutions A39-27, *Assistance to victims of aviation accidents and their families*, A40-16, *Consolidated statement of continuing ICAO policies related to facilitation*, and A41-14, and contributions of AAAVF 2021 and 2024. The Committee recommends the Assembly note ICAO's existing policy framework for symposia, request the Council to continue promoting broad stakeholders' engagement, and encourage convening AAAVF symposia consistent with ICAO procedures, relevant Council decisions and the Host State Agreements.

A41-14 Resolution 12/4: Assistance to victims of aviation accidents and their families

Having considered that, even though international air transport is the safest means of transportation, the total elimination of serious accidents cannot be guaranteed;

Whereas the actions of the State of Occurrence should address the most critical needs of persons affected by a civil aviation accident, including to ensure that each aircraft or airport operator develop and implement a comprehensive family assistance plan, and recalling the inclusion, in 2005, of provisions in Annex 9 to enable expeditious entry into the State in which an accident occurs for family members of victims of aircraft accidents;

Whereas the policy of ICAO should be to ensure that the mental, physical, and spiritual well-being of victims involved in civil aviation accidents and their families are considered and accommodated by ICAO and its Member States, including the establishment of national victim support networks;

Whereas it is essential that ICAO and its Member States recognize the importance of timely notification of family members of victims involved in civil aviation accidents; the prompt recovery and accurate identification of victims; the return of the victims' personal effects; and the dissemination of accurate information to family members;

Recognizing the role of Governments of nationals, who are victims of civil aviation accidents, in notifying and assisting families of the victims;

Recalling the provision of Article 28 of the Montreal Convention of 1999 (*Convention for the Unification of Certain Rules for International Carriage by Air*) as well as Resolution No. 2 adopted by the Montreal Conference, which called for the provision of advance payments, without delay, to aircraft accident victims, and their families and acknowledging that lack of universal ratification of the Montreal Convention hinders improved and standardized compensation regimes, and emphasizing the need for universal ratification and implementation of the Montreal Convention of 1999;

Recalling the adoption of Amendment 29 to ICAO Annex 9 — *Facilitation* which has elevated Recommended Practice 8.46 to Standard 8.47, thus obliging States to establish legislation, regulations and/or policies in support of assistance to aircraft accident victims and their families;

Recognizing the importance of the Council's decision to officially designate 20 February as the International Day for Commemorating Air Crash Victims and their Families in remembering the victims and expressing solidarity with their families, as well as continuing to enhance aviation safety and prevent such tragedies from happening in the future;

Acknowledging the approval by the Council of the *ICAO Policy on Assistance to Aircraft Accident Victims and their Families* (Doc 9998) in March 2013 and the issuance of the *Manual on Assistance to Aircraft Accident Victims and their Families* (Doc 9973) in December 2013;

Acknowledging that a review of the electronic filing of differences (EFOD) system compliance checklist (CC) has indicated a low implementation rate of Annex 9 Standards and Recommended Practices (SARPs), and urging Member States to increase frequency of reporting to improve compliance;

Whereas it is essential that support be provided to family members of victims of civil aviation accidents, wherever the accident may occur, and any lessons learned from support providers, including effective procedures and policies, be promptly disseminated to other Member States and ICAO to improve States' family support operations;

Considering that harmonization of the regulations for dealing with the needs of victims of civil aviation accidents and their families is also a humanitarian duty and a permissive function of the ICAO Council contemplated in Article 55 (c) of the Chicago Convention, and recognizing the need for enhanced information-sharing mechanisms and training resources for States and operators to conduct thorough risk assessments and implement mitigation strategies;

Considering that States should provide a homogeneous solution for treatment of victims of civil aviation accidents and their families;

Recognizing that the air carrier involved in a civil aviation accident is often best situated to assist families in the immediate aftermath of the accident;

Acknowledging the outcomes of the ICAO Symposium on Assistance to Aircraft Accident Victims and their Families (AAAVF 2021), including the 30 recommendations encapsulated in the Symposium report;

Recalling the useful initiatives of the Air Crash Victims' Families' Federation International (ACVFFI) in assisting family members of victims;

Noting that family members of victims of a civil aviation accident, irrespective of where the accident occurs or the national origin of the victims, express certain fundamental human needs and emotions; and

Recognizing that public attention will continue to focus on States' investigative actions, as well as the human interest aspects of a civil aviation accident;

The Assembly:

1. *Calls on* Member States to reaffirm their commitment to support victims of civil aviation accidents and their family members and to ensure that each aircraft or airport operator develop and implement a comprehensive family assistance plan;
2. *Urges* Member States to establish legislation, regulations and/or policies to support victims of civil aviation accidents and their family members, as mandated by ICAO Annex 9 Standard 8.47, and pursuant to Article 28 of the Montreal Convention of 28 May 1999 and Resolution No. 2 adopted by the Montreal Conference;
3. *Encourages* States that have legislation, regulations and/or policies to support civil aviation accident victims and their families to review these documents, as necessary, in consideration of the ICAO Policy in Doc 9998 and of the guidance material in Doc 9973;
4. *Urges* Member States to regularly inform report to ICAO, through the compliance checklist (CC) in the electronic filing of differences (EFOD) system regarding their level of implementation of Annex 9 provisions associated with family assistance plans, and to increase transparency and frequency of reporting to improve compliance;
5. *Urges* Member States to recognize 20 February as the International Day for Commemorating Air Crash Victims and their Families and conduct national commemorations relevant to their citizens impacted by civil aviation tragedies;
6. *Urges* Member States which have not already done so, to ratify and implement the Montreal Convention of 28 May 1999 (*Convention for the Unification of Certain Rules for International Carriage by Air*);
7. *Welcomes* the recommendations of the Symposium and directs the Council to incorporate into the next triennium Business Plan those Symposium recommendations that require further consultation with expert groups, and in particular to support capacity-building needs of Member States, including enhanced training and resources for conflict zone risk mitigation;
8. *Directs* the Council to actively and timely follow-up on the relevant ICAO expert groups regarding those recommendations emanating from the Symposium as required;
9. *Directs* the Council, when considering the extent of the level of implementation of family assistance plans, to give further consideration to the development of Standards and Recommended Practices to support victims of civil aviation accidents and their family members, including provisions for timely notification, and dissemination of accurate information to family members; and
10. *Declares* that this resolution supersedes Resolution A39-27/A41-14.

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Facilitation Oversight and Capacity Building in Facilitation

12.34 In WP/320, Saudi Arabia stressed that Annex 9 — *Facilitation*, enshrined in the Chicago Convention, obliges States to minimize delays through compliance with border clearance Standards and Recommended Practices (SARPs). Despite adoption in 1949, implementation has lagged behind safety and security. It proposed National Oversight Frameworks and an Oversight Manual. The Committee recommends that the Assembly refer the actions contained in the paper to the Council, with the contributions of the relevant technical bodies, for further study and a proposed way forward, taking into consideration in particular, resource requirements and work prioritization.

12.35 In WP/244, the United Arab Emirates presented the “Year of Facilitation (FAL2024)” initiative, promoting capacity building through training and assistance to strengthen global compliance. It recalled the Facilitation Panel’s creation of the Working Group on Facilitation Capacity Building to develop a global strategy. The Committee recommends that the Assembly endorse the actions contained in the paper.

12.36 In WP/158, the African Civil Aviation Commission (AFCAC), on behalf of 54 African States, presented Angola’s legal framework for certifying Facilitation inspectors and instructors, highlighting how a national approach strengthens Annex 9 implementation. It encouraged States to adopt similar models. The Committee recommends that the Assembly urge States to implement national facilitation programmes, note the Model presented by Angola for reference, and refer action (c) to the Council, with contributions of the relevant technical bodies, for further study and a proposed way forward.

12.37 In WP/127, AFCAC, on behalf of 54 African States, emphasized the role of passenger data systems (Advance Passenger Information (API) and Passenger Name Record (PNR)) for border security and facilitation, proposing a Global Assistance Framework. The Committee recommends that the Assembly refer the actions contained in the paper to the Council, with contributions of the relevant technical bodies, for further study and a proposed way forward, encourage State cooperation, capacity building, and partnerships, and urge the Council to direct the Secretary General to promote regional cooperation, update funding information, and foster cost-effective solutions.

12.38 The Committee noted information papers WP/128 and WP/356 presented by Saudi Arabia.

Trafficking in Persons and Irregular Migration

12.39 In WP/185, Denmark, on behalf of the EU and its Member States, ECAC Member States, and co-sponsored by Australia Japan, and IBAC, addressed the use of commercial air transport by migrant smuggling networks exploiting visa-free regimes and labour migration. It stressed stronger State–industry cooperation, implementation of Doc 10171, *Manual on a Comprehensive Strategy for Combating Human Trafficking in the Aviation Sector*, and possible amendments to Annex 9 and Doc 10184, *Assembly Resolutions in Force (as of 7 October 2022)*. The Committee recommends the Assembly refer the actions contained in the paper to the Council, with contributions of the relevant technical bodies, and in consultation with relevant United Nations agencies, for further study and a proposed way forward.

12.40 In WP/469, the Dominican Republic, supported by 17 LACAC Member States, highlighted trafficking in persons as a transnational crime affecting 25 million victims, with aviation as a key facilitator. It noted ICAO’s instruments but stressed uneven implementation due to their non-binding nature. The Committee recommends that the Assembly endorse the proposed actions and note that Annex 9 provisions 8.49 and 8.50 were upgraded to Standards in Amendment 30 to the Annex, which became applicable 11 July 2025.

12.41 In WP/276, Jamaica highlighted the rise of migrant smuggling via non-scheduled operators and general aviation, often lacking passenger data. It called for updates to Annex 9 and Doc 9626, *Manual on the Regulation of International Air Transport*, stronger risk assessments, and possible expansion of API and PNR to general aviation. The Committee recommends that the Assembly refer action (a) contained in the paper to the Council, with contributions of the relevant technical bodies, for further study and a proposed way forward, and urge States to work with competent authorities, and encourage regional and global cooperation against migrant smuggling.

12.42 In WP/449, Mexico highlighted growing migrant smuggling by air and its impact on security and migration systems. It urged recognition as a global issue and requested Council analysis of State practices, cooperation, and possible guidance or SARPs, alongside capacity-building under the *No Country Left Behind* (NCLB) initiative. The Committee recommends that the Assembly refer the actions contained in the paper to the Council, with contributions of the relevant technical bodies, for further study and a proposed way forward.

12.43 In WP/182, the United States emphasized human trafficking as a global crime affecting 27.6 million people, underscoring aviation's role in prevention and mitigation. It recalled Resolution A41-16 on combatting trafficking. The Committee noted that the existing Assembly Resolution A41-16 – *Development and implementation of facilitation provisions – combatting human trafficking* addresses the issue of combatting human trafficking. Therefore, the Committee agrees that the Resolution outlined in the Appendix of the working paper should be incorporated into Resolution A41-16 and recommends that the Assembly adopt Resolution 12/5 to supersede Resolution A41-16.

12.44 The Committee noted information papers: WP/402, presented by Saudi Arabia, and WP/414, presented by the United States.

~~A41-16: Resolution 12/5:~~ Development and implementation of facilitation provisions — combatting human trafficking

Whereas the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, adopted in November 2000 by the United Nations General Assembly and entered into force on 25 December 2003 28 January 2004, provides an international framework and is ratified by a majority of countries;

Whereas the joint ICAO and United Nations Human Rights Office of the High Commissioner Circular 352 on Guidelines for Training Cabin Crew on Identifying and Responding to Trafficking in Persons released in May 2018 underscores the important role of international aviation in combatting human trafficking;

Whereas training customer-facing employees and other aviation personnel to identify and respond to suspected instances of human trafficking can help stop this crime;

Whereas ~~Recommended Practice 8.49~~ Standard 8.45 in Annex 9 — *Facilitation encourages* requires Contracting States to take measures to ensure that procedures are in place to combat trafficking in persons, are based on a comprehensive strategy and include ~~including~~ clear reporting systems and relevant competent authorities' points of contact for airport and aircraft operators;

Whereas ~~Recommended Practice 8.50~~ Standard 8.46 in Annex 9 encourages obliges Contracting States to take measures to ensure that airport and aircraft operators' personnel in direct contact with the travelling public are provided with awareness training on trafficking in persons;

Whereas conducting awareness campaigns among aviation personnel and the travelling public can help to increase recognition and reporting of suspected instances of human trafficking; ~~and~~

Whereas ICAO should foster the development of clear human trafficking guidelines for each State to implement, including model reporting protocols and a victim-centred and trauma-informed law enforcement response;

Whereas Doc 10171, *A Comprehensive Strategy for Combatting Human Trafficking in the Aviation Sector* approved by FALP in July 2021 and by the Air Transport Committee (ATC) in September 2021 enhances national counter-trafficking policies and procedure frameworks and equips States, Civil Aviation Authorities and organizations, aircraft operators and airports with guidance and recommendations to inform on their development of comprehensive counter-trafficking strategies in line with ICAO Assembly Resolution ~~A42/XX A41-17~~, *Consolidated statement of continuing ICAO policies related to facilitation*;

Whereas adopting a Comprehensive Strategy inclusive of laws, leadership, policies, reporting protocols and response mechanisms, partnerships, training, public awareness, data collection, information-sharing including trafficking survivor informed recommendations and perspectives, and victim and survivor support can help civil aviation authorities and organizations, aircraft operators and airports stop this crime;

Whereas ICAO Circular 362, *Guidelines for Combatting Trafficking in Persons in the Air Operator Supply Chain* equips Civil Aviation Authorities and air operators with guidance and recommendations to inform their development of policies to ensure due diligence and transparency in supply chain management;

Whereas adopting ICAO Circular 362, *Guidelines for Combatting Trafficking in Persons in the Air Operator Supply Chain* inclusive of policies, procedures, raising awareness, and employee training can help Civil Aviation Authorities and air operators stop this crime;

The Assembly:

1. Urges Member States to give attention to adopting and promptly implementing Amendment ~~30~~ 29 to Annex 9's Standards 8.45 and 8.46 ~~Recommended Practices 8.49 and 8.50~~;
2. Calls on Member States to give due regard to Circular 352, *Guidelines for Training Cabin Crew on Identifying and Responding to Trafficking in Persons*, in their implementation of the relevant provisions of Annex 9;
3. Requests that the Council ensure that relevant guidance material related to the issue of combatting human trafficking is current and responsive to the needs of Member States; ~~and~~
4. Calls on Member States to give due regard to Doc 10171, *A Comprehensive Strategy for Combatting Human Trafficking in the Aviation Sector*, in their implementation of the relevant provisions of Annex 9;

5. *Urges* Member States to give due regard to Circular 362, *Guidelines for Combatting Trafficking in persons in the Air Operator Supply Chain*, in their implementation of the relevant provisions of Annex 9 — *Facilitation*; and.

6. *Declares* that this Resolution supersedes Resolution A41-16.

— END —