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ASSEMBLY — 42ND SESSION

TECHNICAL COMMISSION

DRAFT TEXT FOR THE REPORT ON AGENDA ITEM 24

The attached material on Agenda Item 24 is submitted for consideration by the Technical Commission.

Agenda Item 24: Aviation Safety and Air Navigation Priority Initiatives

24.1 The Commission reviewed A42-WP/23, presented by the Council of ICAO, regarding an overview of the key initiatives and activities in the areas of aviation safety and air navigation over the 2026-2028 triennium, in line with the ICAO Strategic Plan 2026-2050 and Business Plan 2026-2028. The working paper also identified safety trends and highlighted the ongoing and future work to address associated risks. The Commission urged States, together with international organizations and assisted by the industry, where appropriate, to provide support and voluntary contributions, whether financial or in-kind, to the accomplishment of the key initiatives and activities. The Commission also urged States to consider ICAO's initiatives and activities when planning and executing their own measures to further enhance aviation safety and air navigation efficiency.

24.2 The Commission reviewed A42-WP/30, presented by the Council, which reported on the outcomes of the Fourteenth Air Navigation Conference (AN-Conf/14) and the follow-up actions undertaken by ICAO. The Commission reaffirmed that the effective implementation of the Conference recommendations requires coordinated efforts, adequate resources and sustained engagement from both ICAO and Member States. The Commission noted the benefits and challenges associated with convening divisional-type meetings ahead of ICAO Assemblies and recognized the Organization's continued efforts to increase the efficiency and effectiveness of the Technical Commission of the Assembly.

Accident investigation and prevention

24.3 The Commission reviewed A42-WP/43, presented by Air Crash Victims' Families' Federation International (ACVFFI) and co-sponsored by Airport Council International (ACI) and Kazakhstan; A42-WP/48, presented by the Interstate Aviation Committee (IAC) on behalf of Belarus, Kyrgyzstan, Russian Federation, Tajikistan and Uzbekistan; A42-WP/330, presented by International Air Transport Association (IATA), International Coordinating Council of Aerospace Industries Associations (ICCAIA) and International Federation of Air Line Pilots' Associations (IFALPA) and co-sponsored by ACI and IAC; and A42-WP/480, presented by Iran (Islamic Republic of). These working papers highlighted concerns related to timely publication of investigation final reports and the effective use of regional accident and incident investigation organizations (RAIO) by States with limited aviation capacity and that do not have sufficient resources for the establishment and adequate functioning of a national independent accident investigation authority (AIA). The Commission, recognizing the concerns and challenges on the timely publication of investigation final reports, urged States to abide by the timeframes and procedures established in Annex 13 — *Aircraft Accident and Incident Investigation*. Meanwhile, the Commission noted the progress on accident/incident investigation cooperation mechanisms (ICM), including support for States with limited capacity through association with RAIO/ICM to ensure independent investigations. Moreover, the Commission acknowledged that participating in a RAIO does not mean that States relinquish their sovereignty, authority, or responsibilities for accident investigation. In addition, the Commission recognized ICAO's existing mechanisms under the Universal Safety Oversight Audit Programme (USOAP) Continuous Monitoring Approach (CMA) to facilitate ICAO's monitoring of RAIO activities delegated by States through formal arrangements, as well as its audits on relevant accident investigation responsibilities, including the timely publication of accident and incident investigation final reports. The Commission agreed that the contents of these working papers be forwarded to the appropriate expert groups for further study and consideration.

24.4 The Commission reviewed A42-WP/49, presented by the IAC on behalf of Armenia, Belarus, Kyrgyzstan, Russian Federation, Tajikistan and Uzbekistan, which addressed issues in relation to improving the efficiency of aviation accident/incident data reporting (ADREP) system and the exchange of related data according to ICAO Standards and Recommended Practices (SARPs). The Commission noted that updates to the ICAO ADREP system and the ADREP taxonomy to align with latest technology were currently underway. The Commission recognized that there are no SARPs referring to, or recommending, specific tools or software for the ADREP system, but recommended that the content of the working paper be brought to the attention of the relevant expert groups for further study.

24.5 The Commission reviewed A42-WP/196, presented by China, which highlighted the benefits of a unified international approach for flight recorder data download interfaces. The Commission, recognizing both the benefits and the concerns related to data integrity, recommended to direct the matter to the relevant industry group, as such a body would be better equipped to address issues related to interoperability, form, fit and function for flight recorder data downloading.

24.6 The Commission reviewed A42-WP/411, presented by Jordan on behalf of the Arab Civil Aviation Organization (ACAO) Member States¹ and co-sponsored by IAC, which highlighted challenges associated with the translation of technical terms in the Arabic version of Annex 13 and the implementation of the requirements pertaining to independence of accident investigation. The Commission recommended that the contents of this working paper be brought to the attention of the relevant expert groups for further analysis and consideration.

24.7 The Commission reviewed A42-WP/496, presented by Morocco, which highlighted the importance of effective coordination between AIAs and other relevant State organizations responsible for the establishment of a comprehensive assistance framework for victims of civil aviation accidents and their families. In addition, the paper proposed to relocate the USOAP protocol question on assistance to aircraft accident victims and their families from the audit area of accident investigation (AIG) to that of aerodromes and ground aids (AGA). The Commission recognized that further work in relation to assistance to aircraft accident victims and their families was ongoing by ICAO. The Commission recommended that the contents of the working paper be brought to the attention of the relevant expert groups for further study and analysis.

24.8 Information papers provided by Argentina supported by Bolivia (Plurinational State of), Brazil, Chile, Colombia, Ecuador, Guyana, Panama, Paraguay, Peru, Suriname, Uruguay and Venezuela (Bolivarian Republic of) (A42-WP/413), Belize on behalf of Member States² of the Central American Corporation for Air Navigation Services (COCESNA) (A42-WP/404), and Canada (A42-WP/272) were noted.

Fatigue management

24.9 The Commission reviewed A42-WP/83, presented by Saudi Arabia and co-sponsored by IAC, which addressed the effects of the digital transformation of the modern flight deck as a contributing factor to cognitive fatigue and information overload of pilots. The Commission expressed broad support for the paper and agreed on the necessity to apply human-centered design principles in flightdeck design,

¹ Algeria, Bahrain, Comoros, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Somalia, Sudan, Syrian Arab Republic, Tunisia, the United Arab Emirates, Yemen.

² Belize, Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua.

along with training for skills to manage complex digital information effectively, as a mitigation to these risks. The Commission expressed support for the proposed amendment to Assembly Resolution A41-10, Appendix O and agreed to refer the other proposed actions to the Council for further consideration, taking into account existing priorities funded through the 2026-2028 Budget and extra budgetary contributions.

24.10 The Commission reviewed A42-WP/110, presented by the United Arab Emirates, which urged ICAO to develop global guidance, training and regulatory provisions on fatigue risk in aviation maintenance, addressing operational challenges and building on existing materials to enhance safety and oversight. The Commission recognized the importance of this issue and agreed to refer the proposed action to the Council for further consideration, taking into account existing priorities funded through the 2026-2028 Budget and extra budgetary contributions.

24.11 The Commission reviewed A42-WP/87, presented by the United Arab Emirates; A42-WP/174, presented by India; A-42-WP/258, presented by Bolivia (Plurinational State of), Oman, IFALPA, the International Business Aviation Council (IBAC), the International Transport Workers' Federation (ITF) and co-sponsored by Dominican Republic, the International Federation of Air Traffic Controllers Associations (IFATCA) and IATA; and A42-WP/424, presented by Morocco, which discussed fatigue management. The Commission recognized that fatigue management requirements were described within Annex 6 — *Operation of Aircraft* and Annex 11 — *Air Traffic Services* and supported by applicable guidance material, including the *Manual for the Oversight of Fatigue Management Approaches* (Doc 9966). Noting that work was already ongoing to review and revise fatigue-related guidance, the Commission agreed that the contents of these working papers be brought to the attention of the relevant expert groups for further consideration.

24.12 In light of the discussion, the Commission agreed to submit, for adoption by the Plenary, the following resolution to supersede Assembly Resolution A41-10, Appendix O:

~~A41-10~~A42-xx: Consolidated statement of continuing ICAO policies and associated practices related specifically to air navigation

Whereas in Resolution A15-9 the Assembly resolved to adopt in each session for which a Technical Commission is established, a consolidated statement of continuing policies related specifically to air navigation, up to date as at the end of that session;

Whereas a statement of continuing policies and associated practices related specifically to air navigation as they existed at the end of the 40th Session of the Assembly was adopted by the Assembly in Resolution A40-4, Appendices A to O inclusive;

Whereas the Assembly has reviewed proposals by the Council for the amendment of the statement of continuing policies and associated practices in Resolution A40-4, Appendices A to O inclusive, and has amended the statement to reflect the decisions taken during the 41st Session;

Whereas a policy or associated practice that requires continued application for a period of more than three years should be regarded as a continuing policy or associated practice; and

Whereas material which is contained in regulatory or readily available authoritative ICAO documents, such as Annexes, global plans, rules of procedures and directives to air navigation meetings should normally be excluded from the consolidated statements, including, in particular, the associated practices;

The Assembly:

1. *Resolves* that:
 - a) the appendices attached to this resolution constitute the consolidated statement of continuing air navigation policies and associated practices of ICAO as they exist at the close of the 41st Session of the Assembly; and
 - b) the practices associated with the individual policies in the appendices constitute guidance intended to facilitate and ensure implementation of the respective policies.
2. *Requests* the Council to keep the consolidated statement of continuing ICAO policies and associated practices related specifically to air navigation under review and advise the Assembly when changes are required to the statement; and
3. *Declares* that this resolution supersedes Resolution A40-4 with its appendices and Resolution A15-9.

Appendix A

Air navigation meetings of worldwide scope

[...]

Appendix B

Panels of the Air Navigation Commission (ANC)

[...]

APPENDIX O

Human performance

Whereas the aims and objectives of ICAO as laid down by the Chicago Convention provide for fostering the development of international air transport “. . . so as to . . . promote safety of flight in international air navigation”;

Whereas it is recognized that human performance, as influenced by physiological and cognitive capabilities and constraints, contributes significantly to the overall safety performance of the aviation system;

Whereas it is recognized that the safety and efficiency benefits associated with new technologies, systems and procedures can only be realized when they are designed to enhance the performance of the individuals who use them; and

Whereas it is recognized that implementation of the future aviation systems will result in changes in roles for aviation professionals requiring work across multidisciplinary teams to support collaborative decision-making;

The Assembly resolves that:

1. Member States ensure the integration of human performance considerations in the planning, design, and implementation of new technologies, systems and processes as part of a safety management approach;
2. Member States promote and facilitate the integration of human performance elements within competency-based training programmes throughout the career of a professional; and
3. Member States include strategies which promote safe, consistent, efficient and effective operational performance of the individual and across teams of individuals to address safety priorities.
4. Member States and ICAO should promote safety in an increasingly digital flight deck environment by addressing the human performance implications of data-intensive systems, by:
 - a) fostering human-centered design principles for flight deck systems and interfaces that mitigate information overload and prevent cognitive fatigue;
 - b) ensuring that pilot training and competency frameworks, including evidence-based training, incorporate the skills required to manage complex digital information effectively and mitigate automation-related risks; and
 - c) encouraging the integration of risks associated with human-machine interaction and cognitive load into State safety programmes (SSPs) and operators' safety management systems (SMS).

Health promotion and mental wellbeing

24.13 The Commission reviewed A42-WP/167, presented by Australia and Canada and co-sponsored by New Zealand; and A42-WP/334, presented by ITF, IFALPA and IFATCA. The Commission recognized the importance of implementing peer support programmes (PSPs) for aviation licence holders and safety -sensitive workers and encouraged collaboration between all aviation stakeholders within States to implement PSPs, while advising caution against linking PSPs to medical certification. The Commission also noted the work by relevant expert groups in ICAO to include PSP guidance material in the revised *Manual on the Prevention of Problematic Use of Substance in the Aviation Workplace* (Doc 9654) and a forthcoming new Manual on Health Promotion and Mental Wellbeing, both scheduled for publication in 2026.

24.14 The Commission reviewed A42-WP/232, presented by Australia and co-sponsored by New Zealand, recognized the value of including national preventive activities in aviation medical examinations, and encouraged the development of amendments to the ICAO SARPs to support health

promotion, preventive activities and screening for safety-relevant conditions. The Commission also noted the upcoming ICAO Manual on Health Promotion and Mental Wellbeing, which will include relevant guidance material on the inclusion of preventive activities and screening for safety -relevant conditions.

24.15 The Commission reviewed A42-WP/403, presented by Kazakhstan, and recognized the importance of mental health for aviation security personnel engaged in critical aviation security functions in maintaining aviation security effectiveness. The Commission further supported the development of global guidance for mental health risk assessment by the relevant expert groups, noting the exclusion of a requirement for psychological or medical screening to be performed by aviation medical examiners.

Data-based risk management and decision-making in aviation medicine

24.16 The Commission reviewed A42-WP/291, presented by Canada and co-sponsored by Australia, New Zealand and United Kingdom, requesting relevant expert groups to define and collect a core set of essential data related to pilot licensing and medical fitness to advance evidence-based decision-making in the development of ICAO SARPs. The Commission supported the paper and encouraged Member States to participate in standardized data collection and data submission, consistent with applicable State requirements to improve data quality and enhance data analysis to ensure evidence-based amendments to ICAO SARPs.

24.17 The Commission reviewed A42-WP/344 presented by Kazakhstan, proposing the development of a global framework or guidance material for managing inflight passenger health emergencies. Acknowledging the ongoing work within the relevant expert groups and the need for reliable data, the Commission agreed to refer the contents of this paper to the appropriate expert groups.

24.18 The Commission discussed A42-WP/383, presented by China, acknowledging the rapid development of the aviation sector and the need to adopt a full-cycle multi-disciplinary risk-based aviation health management system, based on SMS principles. The Commission supported the development of guidance to assist Member States and aviation stakeholders to implement such a system, and to evaluate the effectiveness of aviation health management. The Commission also recalled Assembly Resolution A41-12, Clause 5 regarding the development of an Aviation Health Management Plan.

24.19 The Commission reviewed A42-WP/349, presented by IATA, which proposed to raise the multi-pilot commercial air transport pilot age limit to 67 years, provided that another pilot is under 65. The Commission supported continuing work on pilot age limits and acknowledged that the current medical science is inconclusive regarding the increase in upper age limit. It recognized the diverse State practices and capacities, data challenges and deficiencies identified in the age survey and discussed in the Air Navigation Commission. The ongoing work within ICAO regarding harmonization of data collection and analysis was further noted. The Commission expressed, broad support for efforts to enhance data generation and collection, as well as for strengthening the aviation medical system in alignment with the No Country Left Behind initiative, and in a manner that could safely support a future increase in the age limit. The Commission further urged States and aviation stakeholders to support ICAO in these activities.

24.20 Information papers provided by China (A42-WP/597), India (A42-WP/214), United Arab Emirates (A42-WP/613) and ITF (A42-WP/501) were noted.

Dangerous goods and safety management

24.21 The Commission reviewed A42-WP/251, presented by the Republic of Korea, which emphasized the need for global efforts to manage increasing fire risks associated with lithium batteries in aircraft cabins. The paper highlighted regulatory changes that were made by the State following a cabin fire, likely caused by a lithium battery in thermal runaway, that led to the loss of the aircraft. The Commission supported the actions in the paper and agreed on the need for global harmonization of provisions. It recognized the importance of balancing prompt action to address safety risks with a need for timely coordination among States to support harmonized regulatory changes. It also recognized the importance of effective crew training to respond to a lithium battery incident. It acknowledged that expert groups were working on the issues raised and noted that the content of the working paper would be forwarded to them.

24.22 The Commission discussed A42-WP/259, presented by Oman, Singapore, Bolivia (Plurinational State of), IFALPA, ITF and CANSO, and co-sponsored by the Dominican Republic, ACI, IFATCA, IAC, IATA and ICCAIA on positive safety culture. The Secretariat noted that the *Safety Management Manual (SMM)* (Doc 9859) includes a dedicated chapter on safety culture which is being enhanced for the upcoming fifth edition. The Secretariat also highlighted that the Safety Management Implementation (SMI) website (www.icao.int/SMI), launched in 2018, supports the sharing of practical examples and invited States and industry to further share their best practices with the rest of the community. Capacity-building activities, such as training, are updated to reflect the latest guidance material, depending on the availability of resources. The Commission supported the actions in the paper with particular emphasis on recognizing the importance of strong, sustained and demonstrated commitment from senior leadership and capacity-building activities for fostering a positive safety culture. Some examples of tools and guidance on this topic were highlighted that could support the development of enhanced ICAO guidance.

24.23 Information papers provided by Bangladesh (A42-WP/523), Bolivia (Plurinational State of) (A42-WP/342), China (A42-WP/193 and 624), Peru, supported by Latin American Civil Aviation Commission (LACAC) Member States³ (A42-WP/418), Saudi Arabia (A42-WP/84 and A42-WP/221), and Venezuela (Bolivarian Republic of), co-sponsored by LACAC Member States⁴ (A42-WP/273 and A42-WP/352) were noted.

Licensing and training

24.24 The Commission reviewed A42-WP/187, presented by the United Arab Emirates, which promoted electronic personnel licences for more efficient and secure cross-border validation of aviation professionals' privileges; and A42-WP/261, Revision No. 1, presented by Brazil, which highlighted the implications and considerations to be considered when building a fully digitalized licensing system. The Commission, noting the ongoing work in the Organization, expressed broad support for the digitalization of aviation licences, documents and certificates. The Commission expressed caution about the digitalization of aviation documents and interconnected databases, outlining risks related to the security

³ Belize, Bolivia (Plurinational State of), Chile, Colombia, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Uruguay and Venezuela (Bolivarian Republic of).

⁴ Belize, Bolivia (Plurinational State of), Colombia, Cuba, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Nicaragua, Panama, Paraguay and Uruguay.

and privacy of data and agreed that the content of the working paper should be referred to the relevant expert groups for their consideration.

24.25 The Commission reviewed A42-WP/220, presented by Costa Rica on behalf of the COCESNA Member States⁵, which recommended the establishment and implementation of a procedure for automatic validation of airline transport pilot licences among COCESNA Member States and the development of related guidance material. The Commission noted that additional implementation support activities provided by ICAO would be beneficial. The Commission noted the need to maintain flexibility by the State in the automatic validation process. The Commission agreed that the content of the working paper should be referred to the relevant expert groups for their consideration.

24.26 The Commission reviewed A42-WP/311, presented by Kazakhstan, which recommended the development of common examination question databases for pilots, air traffic controllers (ATCOs) and aircraft maintenance engineers (AMEs). The Commission noted that the method of demonstration of knowledge is the responsibility of the State. The Commission expressed the need to maintain flexibility in aviation personnel knowledge examination to allow for specific national and regional considerations. The Commission agreed that the content of the working paper should be referred to the relevant expert groups for their consideration.

24.27 The Commission reviewed A42-WP/318, presented by Kazakhstan, which recommended the development of global guidance for standardized psychometric assessments in pilot licensing, and A42-WP/417, presented by Argentina, which proposed to optimize selection processes for air traffic controllers based on recent research. The Commission noted that the review of training and licensing provisions and guidance for such personnel is included in the work programme of the Organization. The Commission urged caution in relation to the assessment of personality traits due to its subjectivity, in the absence of a clear relationship with required competencies, and mindful that such assessment would be impacted by various factors. The Commission therefore agreed to bring the content of these working papers to the attention of relevant expert groups.

24.28 The Commission reviewed A42-WP/327, presented by Kazakhstan, which recommended developing global standards and technical specifications for interoperable aviation personnel certificate verification systems. The Commission agreed in principle but cautioned on suitable protection of personal data on interconnected databases, and expressed concerns on the resources necessary to implement such systems. The need for a phased implementation approach was also highlighted. The Commission noted the ongoing work by the Organization and agreed that the content of the working paper should be referred to the relevant expert groups for their consideration.

Flight operations and maintenance

24.29 The Commission reviewed A42-WP/228, presented by the African Civil Aviation Commission (AFCAC) on behalf of African States⁶, acknowledged ICAO's ongoing work on mutual recognition and the reduction of approved maintenance organizations (AMO) surveillance activities, and

⁵ Belize, Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua

⁶ Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cabo Verde, Central African Republic, Chad, Comoros, Congo, Cote d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, São Tomé and Príncipe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe.

called for accelerated efforts towards the development of harmonized guidance to ease regulatory burdens without compromising safety. The need for suitable transition periods for any changes was also highlighted. The Commission, noting the existing work, expressed support and agreed that its content be referred to the relevant expert groups.

24.30 The Commission reviewed A42-WP/297, presented by Kazakhstan, which emphasized the need for ICAO to update and modernize airworthiness regulations to keep pace with emerging aviation technologies such as electric vertical take-off and landing (eVTOLs), Artificial Intelligence (AI)-driven systems, and on-demand flight services. The Commission noted the call for flexible certification processes and real-time oversight models, supported by collaboration among regulators, industry, academia, and standards making organizations, to ensure the safe and efficient integration of next-generation aviation platforms. The Commission further noted the ongoing work by ICAO regarding aircraft not classified under Annex 7 — *Aircraft Nationality and Registration Marks* and agreed that its content should be referred to the relevant expert groups for further consideration.

24.31 The Commission reviewed A42-WP/85, presented by Saudi Arabia, which highlighted the need for harmonization across ICAO documentation concerning the naming conventions and minima labelling for instrument landing system (ILS) Category II and III (CAT II/III) approach charts. The Commission noted that inconsistencies have led to varying implementation practices across States, potentially impacting operational clarity, chart usability and safety. The Commission agreed to refer the proposed action to the Council for further consideration, taking into account existing priorities funded through the 2026-2028 Budget and extra budgetary contributions.

24.32 The Commission reviewed A42-WP/442, presented by Venezuela (Bolivarian Republic of), which highlighted the impact of climate change and the challenge that it posed to global air navigation, emphasizing the importance of adapting and implementing sustainable strategies. The Commission, noting that the criteria in the *Procedures for Air Navigation Services — Aircraft Operations* (PANS-OPS, Doc 8168), Volume II — *Construction of Visual and Instrument Flight Procedures* account for temperature and wind correction in Baro V-NAV procedures, agreed that the content of the working paper be referred to the relevant expert group for consideration.

24.33 The Commission reviewed A42-WP/465, presented by the Dominican Republic, relating to the use of transitions to complement standard instrument arrivals in PANS-OPS (Doc 8168), Volume II. The Commission noted the ongoing work of ICAO concerning this proposal and agreed that the content of the working paper be referred to the relevant expert group for further consideration.

24.34 Information papers provided by El Salvador on behalf of the COCESNA Member States⁷ (A42-WP/457), India (A42-WP/216 and A42-WP/534), IFALDA (A42-WP/621), IFALPA, ITF and IFATCA (A42-WP/521), and the International Federation of Air Traffic Safety Electronics Associations (IFATSEA) (A42-WP/455) were noted.

Air traffic management (ATM) and search and rescue (SAR)

24.35 The Commission reviewed A42-WP/188, presented by Japan and co-sponsored by the United States, which outlined the benefits of the North Pacific Air Route design, and highlighted data link connectivity issues affecting the reliability of the 23 NM lateral separation Standard. The Commission

⁷ Belize, Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua.

recognized the importance of data link services reliability for the safe and expanded application of reduced separation Standards, as well as the benefit of globally harmonized response procedures in the event of data link failures. The Commission agreed to refer the proposed action to the Council for further consideration, taking into account existing priorities funded through the 2026-2028 Budget and extra budgetary contributions.

24.36 The Commission reviewed A42-WP/18, presented by Oman and the United Arab Emirates, which highlighted the need for a global and comprehensive cross-regional airspace optimization strategy over the high seas to enhance safety, capacity and efficiency. The Commission, recognizing the urgency of cross-regional airspace optimization, encouraged States and air navigation services providers (ANSPs) to engage in cross-regional collaboration and active data sharing. The Commission further encouraged the establishment of joint cross-regional task forces under the planning and implementation regional groups (PIRGs) framework to expedite and facilitate the implementation of airspace optimization projects such as free route airspace (FRA), direct routing and Project 30/10.

24.37 The Commission reviewed A42-WP/225, presented by Denmark on behalf of the European Union (EU) and its Member States⁸, the other Member States⁹ of the European Civil Aviation Conference (ECAC), and by EUROCONTROL, which highlighted the need for a more dynamic, cost-effective and adaptable approach to air traffic management (ATM) service provision. The Commission agreed on the need for a new ATM service delivery model and the benefit of using the existing framework on innovation for its development. Noting ongoing review of the evolution of ATM service delivery management as part of the update to the *Global ATM Operation Concept* (Doc 9854), the Commission agreed that the content of the working paper be referred to the relevant expert groups for further consideration with a view to incorporating the proposed new ATM service model into a future edition of the GANP as well as in Doc 9854.

24.38 The Commission reviewed A42-WP/336, presented by IATA, IFALPA and IFATCA, which highlighted the need for a harmonized and consistent global implementation of the flight and flow – information for a collaborative environment (FF-ICE) services. The Commission reiterated the importance of a globally harmonized approach for the implementation of FF-ICE and noted that the forthcoming second edition of the *Manual on Flight and Flow — Information for a Collaborative Environment (FF-ICE)* (Doc 9965) would facilitate such harmonization. The Commission also supported the development of a comprehensive FF-ICE roadmap, including key enablers such as SWIM, as well as the provision of relevant airspace constraints and detailed digital meteorological information. Noting the ongoing work of ICAO concerning AN-Conf/14 Recommendation 3.2/2 - Transition to FF-ICE and Cessation of FPL2012, the Commission agreed that the content of the working paper be referred to the relevant expert groups for further consideration.

24.39 The Commission reviewed A42-WP/400, presented by Jordan on behalf of the ACAO Member States¹⁰, concerning the position of the Arab States regarding the feasibility study of establishing an ICAO air navigation efficiency programme. The Commission recalled that the programme was

⁸ Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden.

⁹ Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Iceland, Republic of Moldova, Monaco, Montenegro, North Macedonia, Norway, San Marino, Serbia, Switzerland, Türkiye, Ukraine and the United Kingdom.

¹⁰ Algeria, Bahrain, Comoros, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Somalia, Sudan, Syrian Arab Republic, Tunisia, the United Arab Emirates, Yemen.

intended to assist States in assessing the efficiency of their air navigation system in accordance with the applicable ICAO provisions, and that engagement with service providers takes place through the appropriate State authorities. The Commission also recalled that the scope, format and modalities of the programme remain subject to the feasibility study, as reflected in AN-Conf/14 Recommendation 3.1/2 and the related section of the Conference report. The Commission noted that the implementation of this recommendation had been approved, subject to the availability of extra budgetary resources. The Commission, while acknowledging the concerns raised and challenges associated with the potential establishment of a global audit programme of air navigation efficiency, reiterated the need for a programme to support States, upon request, in assessing the efficiency and performance of their air navigation systems.

24.40 The Commission reviewed A42-WP/197, presented by the United Arab Emirates, which highlighted challenges regarding timely cross-border emergency response and the impact on these of written search and rescue agreements. The Commission recognized the challenges faced by some States in concluding search and rescue (SAR) agreements and noted that the matter was within the scope of the existing ICAO work programme and was addressed by the forthcoming edition of the *International Aeronautical and Maritime Search and Rescue (IAMSAR) Manual* (Doc 9731). The Commission agreed on the need to review the evidence required when assessing effective implementation related to coordination between search and rescue organizations.

24.41 The Commission reviewed A42-WP/331, presented by the International Satellite System for Search and Rescue (International Cospas-Sarsat Programme) and co-sponsored by Kenya and Saudi Arabia, which highlighted the differences between traditional emergency locator transmitters (ELTs) and the new ELT for distress tracking (ELT(DT)). Noting the potential burden that could be imposed by inadvertent activation of the ELT(DT), the Commission urged Member States to mitigate non-distress activations of ELT(DT)s through coordinated efforts from civil aviation authorities, airline operators, aircraft manufacturers and maintenance facilities.

24.42 The Commission reviewed A42-WP/494, presented by Cuba and supported by the LACAC Member States¹¹, which highlighted the potential benefit of establishing a mandatory requirement to report the airborne collision avoidance system (ACAS) operational status as a measure to mitigate the risk of mid-air collisions (MAC). The Commission, while acknowledging the potential safety benefit of enhanced situational awareness from having information on ACAS operational status, expressed reservations regarding the development of global provisions without a clearly defined operational need, and recognized the potential for additional burdens on air traffic controllers and flight crews. The Commission agreed to refer the proposed action to the Council for further consideration, taking into account existing priorities funded through the 2026-2028 Budget and extra budgetary contributions.

Space transport operations

24.43 On the subject of the safe integration of space transport operations (STO) in airspace, the Commission reviewed A42-WP/443, presented by Cuba and supported by LACAC Member States¹²;

¹¹ Belize, Bolivia (Plurinational State of), Chile, Colombia, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of).

¹² Belize, Bolivia (Plurinational State of), Chile, Colombia, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Paraguay, Peru, Uruguay, and Venezuela (Bolivarian Republic of).

A42-WP/351, presented by Chile and supported by 18 LACAC Member States¹³; A42-WP/226, presented by Denmark on behalf of the EU and its Member States¹⁴, the other Member States¹⁵ of ECAC, and by EUROCONTROL; and A42-WP/289 presented by the United States.

24.44 The Commission, while recognizing the increasing frequency and scale of STO traffic, noted that the matter was within the scope of the existing ICAO work programme. It requested ICAO to expedite the implementation of AN-Conf/14 Recommendation 3.1/6 – Addressing the safe integration of space transport operations into the airspace system, and further invited ICAO to consider convening a task force to support this objective. The Commission also welcomed the updating of the Memorandum of Understanding between the United Nations Office of Outer Space Affairs (UN OOSA) and ICAO to reflect new areas of joint cooperation, particularly in coordinating on the airspace integration of space operations, and noted initiatives taken by UN OOSA.

24.45 The Commission recalled that AN-Conf/14 had determined “that space vehicles do not meet the definition of ‘aircraft’ and, consequently, the airspace integration of such operations should be managed in separate workstreams” (the *Fourteenth Air Navigation Conference* (AN-Conf/14, Doc 10209), paragraph 3.14, refers). The Commission encouraged States to engage in bilateral and, where appropriate, multilateral efforts to enhance the safe integration of space operations in airspace and reiterated the continued importance for ICAO to engage with other relevant United Nations entities on this matter.

24.46 The Commission reviewed A42-WP/82, presented by the United Arab Emirates, which highlighted the challenges that space debris presents to aviation. While recognizing the importance of improving the quality and reliability of information on space debris, the Commission noted concern about the premature development of procedures for airspace management and response to high-uncertainty re-entry events. The Commission welcomed the call in the paper for Member States to share their experiences and best practices related to space debris re-entry.

24.47 Information papers provided by China (A42-WP/159, Revision No.1, A42-WP/594 and A42-WP/626), Colombia (A42-WP/428), Dominican Republic (A42-WP/238, A42-WP/284, A42-WP/426), India (A42-WP/326), Oman (A42-WP/60 and A42-WP/63, Revision No. 1), Saudi Arabia (A42-WP/94, A42-WP/106 and A42-WP/213), Türkiye (A42-WP/628), United States (A42-WP/615 and A42-WP/617) and IFALDA (A42-WP/623) were noted.

Aerodrome operations and obstacle limitation surfaces

24.48 The Commission reviewed A42-WP/135, presented by China, which emphasized the need for total airport management (TAM) involving comprehensive management of flights, passengers, baggage and ground transportation across airside, landside and the integrated ground transportation centre. The Commission agreed that the content of the working paper be referred to relevant expert groups for further consideration.

¹³ Argentina, Belize, Bolivia (Plurinational State of), Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of).

¹⁴ Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxemburg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden.

¹⁵ Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Iceland, Republic of Moldova, Monaco, Montenegro, North Macedonia, Norway, San Marino, Serbia, Switzerland, Türkiye, Ukraine and the United Kingdom.

24.49 The Commission reviewed A42-WP/231, presented by China and co-sponsored by Egypt, calling for SARPs to ensure quality management of sustainable aviation fuel (SAF), which has growing application around the world to achieve energy conservation, carbon reduction and green development of civil aviation. The Commission noted that the *Manual on Civil Aviation Jet Fuel Supply* (Doc 9977) was being reviewed and updated. The Commission, while acknowledging the need to review and update the guidance material, raised concerns on developing SARPs related to quality management of SAF and therefore agreed that the content of the working paper be referred to relevant expert groups for further consideration.

24.50 The Commission reviewed A42-WP/227, presented by AFCAC on behalf of African States¹⁶, calling for enhanced oversight, guidance and technical support in the aerodrome emergency planning domain. The Commission noted that the *Airport Services Manual* (Doc 9137), Part 7 (Airport Emergency Planning) was being reviewed and updated. The Commission acknowledged the need for technical support in this domain and agreed that the content of the working paper be referred to relevant expert groups for further consideration.

24.51 The Commission reviewed A42-WP/229, presented by the Republic of Korea and co-sponsored by IAC, which called for standardized technical specifications and operational guidance for avian radars at aerodromes. The Commission agreed that the content of the working paper be referred to the relevant expert groups for further consideration.

24.52 The Commission reviewed A42-WP/314, presented by Kazakhstan and co-sponsored by IAC, calling for guidance material to support the safe, standardized and effective integration of AI technologies into aerodrome safety monitoring systems. The Commission acknowledged the need for integrating AI technologies into aerodrome safety monitoring systems. However, views were expressed regarding the desirability of a high-level framework to be developed by a study group before such integration. The Commission agreed that the content of the working paper be referred to the relevant expert groups for further study.

24.53 The Commission reviewed A42-WP/212, presented by Singapore and co-sponsored by Republic of Korea and ACI; and A42-WP/208, presented by AFCAC on behalf of African States¹⁷. The Commission noted the ongoing ICAO initiatives to provide implementation support on the new ICAO provisions related to obstacle limitation surface (OLS) through training, guidance material, regional seminars and a dedicated website with tools. The Commission acknowledged that the implementation of new OLS provisions is a major undertaking for States with many aerodromes and urged States to utilize ICAO's implementation support initiatives.

¹⁶ Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cabo Verde, Central African Republic, Chad, Comoros, Congo, Cote d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, São Tomé and Príncipe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe.

¹⁷ Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cabo Verde, Central African Republic, Chad, Comoros, Congo, Cote d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, São Tomé and Príncipe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe.

Aerodrome infrastructure and certification

24.54 The Commission reviewed A42-WP/155, presented by Morocco, which highlighted the disruptions and damage caused by natural disasters to aeronautical infrastructure. The Commission, while acknowledging the need for guidance material and sharing of best practices to ensure resilience of aeronautical infrastructure, raised concerns on developing SARPs on this topic. The Commission agreed that the content of the working paper be referred to the relevant expert groups for further consideration.

24.55 The Commission reviewed A42-WP/260, presented by Iran (Islamic Republic of), which highlighted the challenges and opportunities associated with implementing a preventive pavement maintenance framework. The Commission recognized the advantages and challenges of applying preventive pavement maintenance, and agreed that the content of the working paper be referred to the relevant expert groups for further study.

24.56 The Commission reviewed A42-WP/358, presented by ACI and Ethiopia and cosponsored by the Dominican Republic, which highlighted the challenges faced by States and aerodrome operators in achieving and maintaining aerodrome certification. The Commission recognized the need for coordinated efforts in supporting States and aerodrome operators to further improve implementation of aerodrome certification. The Commission noted the challenges in developing guidance material enabling States to assess the relevance of transposing ICAO Recommended Practices into national regulations without contradicting Assembly Resolution A39-22. The Commission also noted that regional organizations would be better equipped to address specific challenges associated with aerodrome certification and that the *Procedures for Air Navigation Services (PANS) — Aerodromes* (PANS-Aerodromes, Doc 9981) contains provisions on aerodrome certification, safety assessment and aerodrome compatibility study. The Commission agreed that the content of the working paper be referred to relevant expert groups to identify the need and scope of the work.

24.57 The Commission reviewed A42-WP/445, presented by Argentina and supported by Belize, Bolivia (Plurinational State of), Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Peru and Uruguay, requesting ICAO to develop harmonized criteria and applicability conditions to ensure that approach lighting infrastructure effectively contributes to pilots' decision-making. The Commission agreed that the content of the working paper be referred to the relevant expert groups for further consideration.

24.58 The Commission reviewed A42-WP/464, presented by Argentina and supported by Belize, Bolivia (Plurinational State of), Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Peru and Uruguay, which suggested to adapt the design of runway strips and runway end safety areas (RESAs) based on the type of operation, the direction of runway-in-use, and the type of approach procedure. The Commission raised concerns that variable provisions on runway strips and RESAs may result in inconsistencies and therefore agreed that the content of the working paper be referred to the relevant expert groups for further study.

24.59 Information papers provided by Argentina supported by Belize, Bolivia (Plurinational State of), Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Nicaragua, Paraguay, Peru and Uruguay (A42-WP/435, Revision No. 1), India (A42-WP/173, A42--WP/207 and A42-WP/275), Japan (A42-WP/235), Kazakhstan (A42-WP/306 and

A42-WP/343) Morocco (A42-WP/203), China (A42-WP/598) and World Bird strike Association (WBA) (A42-WP/583) were noted.

Meteorology and System-Wide Information Management (SWIM)

24.60 The Commission reviewed A42-WP/215, Revision No. 1, presented by Denmark on behalf of the EU and its Member States¹⁸, the other Member States¹⁹ of ECAC and by EUROCONTROL, and co-sponsored by Bahrain, Comoros, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Singapore, Somalia, Sudan, Syrian Arab Republic, Tunisia, United Arab Emirates, Yemen, and IFALPA, which highlighted the significant challenges for aviation caused by the increasing occurrence of hazardous meteorological events (HMEs).

24.61 The Commission acknowledged the global need for the mitigation of safety risks posed by the HMEs, as well as for the enhancement of the resilience of air navigation operations and infrastructure en-route and in the terminal area against the HMEs. The Commission, recalling that there is an ongoing effort led by an ICAO expert group for the development of globally harmonized provision of information on hazardous weather phenomena, referred to as Hazardous Weather Information Service (HWIS), agreed that the content and proposals of the working paper be referred to relevant expert groups for further consideration.

24.62 The Commission reviewed A42-WP/252, presented by Brazil, which highlighted a need for the provision of tropical cyclone advisories for the South Atlantic area to support the safety and efficiency of air navigation and the enhancement of coordination with the World Meteorological Organization (WMO) for future establishment of a new ICAO Tropical Cyclone Advisory Centre (TCAC) in the region. The Commission, while acknowledging that there had been various efforts made by a Brazilian meteorological service provider, noted that a thorough evaluation of the establishment of a new TCAC for South Atlantic Region would be required, taking into account scientific and technological advice from WMO, and considering that the tropical cyclone may cause significant humanitarian and socio-economic impacts. The Commission therefore agreed that ICAO should further coordinate with WMO on this specific matter.

24.63 The Commission reviewed A42-WP/194, presented by China, which presented their achievements in system-wide information management (SWIM). To prevent fragmentation in SWIM implementation, mitigate associated cost increases and ensure coordinated SWIM operations, the Commission agreed that ICAO develop globally unified guidelines for the assessment of SWIM implementation. The Commission, noting the importance of the globally unique flight identifier (GUFID) for global interoperability, agreed that the relevant expert group consider the need to establish a mechanism for the allocation and usage of GUFID for cross-border flights. The Commission acknowledged the rapid digitalization of the civil aviation system and agreed to refer the proposal for development of standards and specifications for SWIM-based data flow and transaction to the relevant expert group, taking into account existing provisions on information exchange. The Commission encouraged regional and national SWIM groups to support global information exchange through continued collaboration.

¹⁸ Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxemburg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden.

¹⁹ Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Iceland, Republic of Moldova, Monaco, Montenegro, North Macedonia, Norway, San Marino, Serbia, Switzerland, Türkiye, Ukraine and the United Kingdom.

24.64 The Commission also reviewed A42-WP/270, presented by CANSO and IFATCA, which identified several challenges associated with SWIM implementation, and highlighted the need to implement SWIM to support the cessation of Flight Plan 2012 by 2034, as agreed at the AN-Conf/14. To address these challenges, the Commission agreed that ICAO develop a strategy to support the implementation of SWIM at regional and national levels while facilitating a harmonized approach to implementing SWIM across all ICAO regions. The Commission also agreed that ICAO advance work on the technical enablers needed for a seamless data exchange including routing, information service definitions, registries and information security protocols. The Commission encouraged States to consider implementing SWIM capabilities to enable FF-ICE, meteorology and aeronautical information services.

24.65 Information papers provided by Argentina and supported by Belize, Bolivia (Plurinational State of), Colombia, Costa Rica, Cuba, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru and Uruguay (A42-WP/427), China (A42WP/337), and Cuba supported by LACAC Member States²⁰ (A42-WP/446) were noted.

ICAO policy on radio frequency (RF) spectrum matters

24.66 The Commission reviewed A42-WP/33, presented by the Council, which recognized that several agenda items for the upcoming International Telecommunication Union World Radiocommunication Conference in 2027 (ITU WRC-27) have implications for aviation and might degrade safety of aircraft operation, for example Agenda Item 1.7 related to radio altimeters. The paper urged Member States to firmly support the ICAO frequency spectrum strategy, actively engage with their national radio regulatory authorities, participate in WRC-27 preparatory activities within the ITU Radiocommunication Sector (ITU-R) as well as regional WRC preparatory activities, and the WRC in 2027.

24.67 The Commission reviewed A42-WP/329, presented by IATA, IFALPA, CANSO and IBAC, and co-sponsored by Singapore, which addressed the necessity of balancing spectrum efficiency with aviation safety. The paper illustrated challenges faced by the aviation community due to potential interference to critical aeronautical systems such as radio altimeters, caused by the emergence of new technologies such as 5G and 6G. Recalling that civil aircraft routinely fly across international borders, the Commission acknowledged the need for global action, especially in preparation for WRC-27, as unresolved national or regional spectrum issues affect global flight safety and operational efficiency globally.

24.68 The Commission reviewed A42-WP/348, presented by Brazil, which identified WRC-27 Agenda Items that present direct or potential threats to aviation spectrum. The paper called for identification of the most effective ways for States and stakeholders to monitor and actively engage in ongoing studies related to those WRC-27 Agenda Items, and to assess the actual implications of failing to safeguard current and future spectrum access for any of the WRC agenda items of concern.

24.69 The Commission acknowledged the urgency of this subject and agreed that the contents of A42-WP/329 and A42-WP/348 be brought to the attention of appropriate expert group(s) for further consideration and actions. Furthermore, in light of the discussion, the Commission agreed to submit, for adoption by the Plenary, the following resolution to supersede Assembly Resolution A41-7:

²⁰ Belize, Bolivia (Plurinational State of), Chile, Colombia, the Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of).

A41-7 A42-xx: Support of the ICAO policy on radio frequency spectrum matters

Whereas ICAO is the specialized agency of the United Nations responsible for the safety, regularity and efficiency of international civil aviation;

Whereas ICAO adopts international Standards and Recommended Practices (SARPs) for aeronautical communications systems and radio navigation aids;

Whereas the International Telecommunication Union (ITU) is the specialized agency of the United Nations regulating the use of the radio frequency spectrum;

Whereas the ICAO position, as approved by the Council, for ITU World Radiocommunication Conferences (WRCs) is the result of the coordination of international aviation requirements for radio frequency spectrum;

Whereas a comprehensive frequency spectrum strategy is required by aviation to support timely availability and appropriate protection of adequate spectrum;

Whereas a sustainable environment for growth and technology development is required to support safety and operational effectiveness for current and future operational systems and allow for the transition between present and future technologies;

Recognizing that the development and the implementation of the communications, navigation, and surveillance/air traffic management (CNS/ATM) systems and the safety of international civil aviation could be seriously jeopardized unless requirements for appropriate aviation safety spectrum allocations are satisfied and the continued protection of those allocations is achieved;

Recognizing that unresolved spectrum issues relating to aeronautical safety services have resulted in flight cancellations, degradations of air traffic management services, and interruptions of flight operations;

Recognizing that civil aviation seamlessly spans across international borders and operates despite national or regional differences in implementation of non-aeronautical radio services, unresolved spectrum issues relating to global aeronautical safety services may impact international flight operations.

Recognizing that to ensure optimal use of the frequency spectrum allocated to aviation, efficient frequency management and use of best practices are required;

Recognizing that support from ITU member administrations is required to ensure that the ICAO position is supported by the WRC and that aviation requirements are met;

Considering the urgent need to increase such support due to the growing demand for spectrum and aggressive competition from commercial telecommunications services;

Considering the increased level of ITU WRC preparation activities associated with the growing demand for bandwidth from all users of the radio frequency (RF) spectrum, as well as the increased importance of the development of regional positions by regional telecommunication bodies, such as APT, ASMG, ATU, CEPT, CITEL and RCC4; and

Considering Recommendations 7/3 and 7/6 of the Special Communications/Operations Divisional Meeting (1995) (SP COM/OPS/95), Recommendation 5/2 of the 11th Air Navigation Conference (2003), and Recommendation 1/12 of the 12th Air Navigation Conference (2012), and Recommendation 5/5 of the High-level Conference on COVID-19 (2021);

The Assembly:

1. *Encourages* Member States to foster an environment that enables national radio regulatory authorities to work in close coordination with civil aviation authorities, thereby ensuring that aviation interests are properly reflected in national spectrum policies and State positions in preparation for and during ITU WRCs;

1-2. *Urges* Member States, international organizations and other civil aviation stakeholders to support firmly the ICAO frequency spectrum strategy and the ICAO position at WRCs and in regional and other international activities conducted in preparation for WRCs, including by the following means:

- a) working together to deliver spectrum-efficient aeronautical systems as well as frequency management that meet current best practices;
- b) supporting ICAO activities relating to the aviation frequency spectrum strategy and policy through relevant expert group meetings and regional planning groups;
- c) undertaking to provide for aviation interests to be fully integrated in the development of their positions presented to regional telecommunications fora involved in the preparation of joint proposals to the WRC;
- d) including in their proposals to the WRC, to the extent possible, material consistent with the ICAO position;
- e) supporting the ICAO position and the ICAO policy statements at ITU WRCs as approved by Council and incorporated in the *Handbook on Radio Frequency Spectrum Requirements for Civil Aviation* (Doc 9718);
- f) undertaking to provide civil aviation experts to fully participate in the development of States' and regional positions and development of aviation interests at the ITU; and
- g) ensuring, to the maximum extent possible, that their delegations to regional conferences, ITU study groups and WRCs include experts from their civil aviation authorities and other civil aviation stakeholders who are fully prepared to represent aviation interests;

3. *Urges* Member States to actively engage with their radio regulatory authorities in order to incorporate aviation interests with other national interests, especially in preparation for and during ITU WRCs;

2-4. *Urges* Member States to consider, as a priority, public and aviation safety when deciding how to enable new or additional services, and to consult with aviation safety regulators, subject matter experts and airspace users, to provide all necessary considerations and to establish regulatory measures to ensure that incumbent aviation systems and services are free from harmful interference;

3-5. *Requests* the Secretary General to bring to the attention of ITU the importance of adequate radio frequency spectrum allocation and protection for the safety of aviation;

4-6. *Instructs* the Council and the Secretary General, as a matter of high priority within the budget adopted by the Assembly, to ensure that the resources necessary to support the development and implementation of a comprehensive aviation frequency spectrum strategy, as well as increased participation by ICAO in international and regional spectrum management activities are made available; and

5-7. *Declares* that this resolution supersedes Resolution A38-6A41-7.

GNSS vulnerabilities and resilience

24.70 The Commission reviewed A42-WP/34, presented by the Council, which highlighted the risks and consequences associated with global navigation satellite system (GNSS) radio frequency interference (RFI), and outlined an ICAO roadmap that includes short-term mitigation measures and long-term solutions. The Commission expressed grave concerns regarding the potential impacts of GNSS RFI on aviation safety, specifically noting that it has been identified as a contributing factor to three global high-risk categories of occurrence, while also recognizing the ongoing technical efforts made to mitigate its adverse effect.

24.71 The Commission also noted actions taken to address GNSS RFI and urged States, international organizations, donors and relevant stakeholders to support ICAO's ongoing efforts, through means such as providing voluntary contributions toward the validation and deployment of an implementation package (iPack) for the mitigation of GNSS RFI.

24.72 Noting the improved reporting procedure between ICAO and ITU, the Commission urged States to report GNSS RFI occurrences which cannot be resolved through routine national or international procedures to their accredited ICAO Regional Office, in addition to following the procedures outlined in the ITU Radio Regulations.

24.73 The Commission reviewed A42-WP/108, presented by ICCAIA, CANSO, IFALPA and IBAC, and co-sponsored by Flight Safety Foundation (FSF) and IFATCA; and A42-WP/204, presented by Denmark on behalf of the EU and its Member States²¹, the other Member States²² of ECAC, and by EUROCONTROL, and co-sponsored by Algeria, Bahrain, Canada, Comoros, Djibouti, Egypt, Iraq, Japan, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Singapore, Somalia, Sudan, Syrian Arab Republic, Tunisia, United Arab Emirates, Yemen, IFALPA and FSF. The Commission agreed on the need for ICAO to expedite efforts to standardize GNSS RFI related solutions including complementary position, navigation and timing (C-PNT), signal authentication for GNSS core constellations and augmentation services.

²¹ Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden.

²² Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Iceland, Republic of Moldova, Monaco, Montenegro, North Macedonia, Norway, San Marino, Serbia, Switzerland, Türkiye, Ukraine and the United Kingdom.

24.74 The Commission also agreed on the need to coordinate with standards making organizations to make aircraft avionics architectures more robust and resilient to GNSS RFI and to develop requirements and supporting performance standards for time synchronization across all airborne and ground-based automated systems. The Commission further invited industry to accelerate the development and implementation of the resulting solutions.

24.75 The Commission was informed that a new concept called “Digital Operational Reporting Information Service” is being developed to replace the NOTAM system and other temporary aeronautical information. This service would enable real-time and systemic collection and dissemination of GNSS interference events. Furthermore, the Commission noted that, while phraseology to be used by pilots and air traffic controllers in case of GNSS interference is published in the *Procedures for Air Navigation Services — Air Traffic Management* (PANS-ATM, Doc 4444), such phraseology is not intended to be exhaustive and pilots and ATS personnel were expected to use plain language when necessary. Nevertheless, consideration of phraseologies is included in the work programme of the Organization. The Commission reviewed A42-WP/335, presented by IATA, IBAC and IFATCA and co-sponsored by IFALPA; and A42-WP/134, presented by China and co-sponsored by Singapore; and A42-WP/171, presented by Japan. The Commission supported the multi-faceted approach for mitigating GNSS RFI, including the development of real-time GNSS monitoring and analysis systems. The Commission also agreed that mitigation measures must be multilayered and adaptable to different operational environments. The Commission acknowledged the need to establish a comprehensive review framework to ensure the overall resilience of CNS/ATM systems and services.

24.76 The Commission reviewed A42-WP/210, presented by Brazil; and A42-WP/237, presented by Saudi Arabia and reaffirmed the importance of States adopting comprehensive strategies to enhance the resilience of navigation systems through the integration of ground-based CNS infrastructure. The Commission also emphasized the need for further guidance in defining adequate and resilient networks of CNS to ensure continuity of air navigation services, and the importance of strengthening regional and inter-regional coordination on this issue through the PIRGs.

24.77 The Commission was informed of ongoing efforts by ICAO expert groups to develop new provisions related to resilient navigation operational network (NAV RON), aiming at optimizing conventional navigation infrastructure and establishing more resilient networks. These efforts focus on defining “sufficient NAV network” and its relationship with minimum navigation operational network (NAV MON). Additionally, the NAV RON will include provisions to enhance aeronautical digital data and charts that allow pilots to fully utilize the available navigation infrastructure, based on accurate facility types and coverage. The Commission noted that capacity building activities related to NAV RON will be carried out to support States in planning and implementing the new concept.

24.78 The Commission reviewed A42-WP/190, presented by India; and A42-WP/423, presented by Argentina and supported by Belize, Bolivia (Plurinational State of), Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Paraguay, Peru and Uruguay. Both papers emphasized the need for more targeted research into the performance of ground-based augmentation systems (GBAS), especially in equatorial and low-latitude regions where unique ionospheric disturbances pose significant challenges to GNSS.

24.79 The Commission was informed that the development of SARPs and guidance material related to GBAS operations in ionospherically active low-latitude regions and consideration of

maintenance updates to improve GBAS performance in these areas, are already included in the work programme of the Organization. In this regard, the Commission encouraged States and research institutions to collaborate in developing required equatorial GNSS performance models. The Commission recalled that ICAO has introduced dual frequency multiple constellation (DFMC) GNSS SARPs which can improve aviation safety and resilience against space weather effects like ionospheric disturbances.

24.80 The Commission noted the need for enhancement of monitoring capabilities for solar activities and ionospheric disturbances in equatorial and low-latitude regions, which may have significant impacts on GNSS accuracy and availability. The Commission also recalled that there is an ongoing effort led by the relevant expert groups for the enhancement of space weather monitoring and forecast capabilities on a global basis.

24.81 Furthermore, the Commission agreed that the contents of A42-WP/108, A42-WP/204, A42-WP/190, A42-WP/335, A42-WP/134, A42-WP/171, A42-WP/237, A42-WP/210 and A42-WP/423 should be referred to the relevant expert groups for further consideration, with due regard to existing priorities and available resources.

24.82 In view of the overall discussion on GNSS RFI, the Commission agreed to submit, for adoption by the Plenary, the following resolution to supersede Assembly Resolution 41-8, Appendix C:

Resolution ~~A41-8~~A42-x: Consolidated statement of continuing ICAO policies and practices related to a global air traffic management (ATM) system and communications, navigation, and surveillance/air traffic management (CNS/ATM) systems

Whereas it is considered desirable to consolidate Assembly resolutions on the Organization's policies and practices related to CNS/ATM in order to facilitate their implementation and practical application by making their text more readily available *and* logically organized;

The Assembly:

1. *Resolves* that the Appendices attached to this resolution constitute the consolidated statement of continuing ICAO policies and practices related to CNS/ATM, as these policies exist at the close of the ~~41st~~42nd Session of the Assembly;
2. *Resolves* to continue to adopt, at each ordinary session of the Assembly for which a Technical Commission is established, a consolidated statement of continuing ICAO policies and practices related to CNS/ATM; and
3. *Declares* that this resolution supersedes ~~A35-15~~A41-8.

APPENDIX A

General policy

[...]

APPENDIX B

Harmonization of the implementation of the ICAO CNS/ATM systems

[...]

APPENDIX C

Ensuring the resilience of ICAO CNS/ATM systems and services

Whereas the CNS/ATM systems are evolving and so are the associated CNS interdependencies, threats and vulnerabilities;

Whereas the occurrences of interferences against satellite-based CNS systems and global navigation satellite system (GNSS), in particular, have significantly increased;

Whereas CNS resiliency to interference needs to be addressed at a global level with a holistic approach, ensuring an efficient and coordinated evolution between the infrastructure architecture, improved technological capabilities, civil and military operational procedures, radio regulatory authorities and civil military coordination;

Recognizing that resiliency to interference needs to be improved by maximizing the integration of all suitable ground infrastructure, space infrastructure and airborne components in a complementary and cooperative manner, to be as robust as possible to cases of satellite-based service disruption or environments where false or deceptive signals are present;

Recognizing that both the aircraft on-board and ground infrastructure complementing the satellite-based CNS systems need to be adapted to include, where appropriate, interference detection, mitigation and reporting functions to support the resolution of operationally encountered performance anomalies;

Believing that, combined with the use of the appropriate legal framework, such capabilities and measures will allow for the relevant authorities to act upon harmful interferences caused by the illegal operation of transmitters and avoid the proliferation and the use of such illegal transmitters and the misuse of test and maintenance equipment;

Believing that, with appropriate coordination and application of best practices, military and State authorities can conduct GNSS-related testing and other interventions using radio equipment as necessary and without causing an undue impact on civil aviation;

Believing that civil-military coordination should facilitate the sharing of relevant information with airspace users, especially when flying in the vicinity of a conflict zone; and

Acknowledging that loss of crew's situational awareness from malicious origin is classified as a cybersecurity threat and cannot be tolerated in civil aviation; and that intentionally sending misleading signals to replace the accurate signal is a far more serious threat to flight safety than the loss of this signal.

The Assembly:

1. *Encourages* States to transition towards optimized, secure CNS systems based on complementary integration of suitable and independent aircraft capabilities, satellite- and ground-based infrastructure which maximize resiliency and robustness to any type of interference;
2. *Encourages* standardization bodies and industry to develop appropriate interference detection, mitigation and reporting capabilities for the aircraft on-board, satellite- and ground-based CNS system components, in order to ensure higher CNS resiliency, continuity of operations and prevent any cascading effects from the use of compromised position, velocity or time data;
3. *Encourages* States to ensure that ~~sufficient~~ **resilient** terrestrial CNS capabilities remain available to ensure safe operations and complement aircraft-level integration of position, ~~velocity~~ navigation and time (PNT) with independent surveillance information supporting resilient and safe operations;
4. *Invites* ICAO to develop high-level principles on how to integrate CNS ground, space and on-board systems and capabilities **and evolve PNT solutions** to obtain more resilient positioning and timing services;
5. *Encourages* standardization bodies and industry to collaborate with ICAO in advancing PNT solutions that align with ICAO initiatives;
6. *Invites* ICAO to establish a comprehensive review framework to enhance the CNS/ATM resilience;
- ~~5-7~~ *Urges* States to apply necessary measures to avoid the commercialization/proliferation, **purchase**, possession and the use of illegal transmitters such as jammers and the misuse of test and maintenance equipment which may impact CNS systems;
- ~~6-8~~ *Urges* States to ensure close collaboration between aviation authorities, military authorities, service providers, radio regulatory and spectrum enforcement authorities to put in place any special measures required to ensure that the spectrum used by all CNS systems, and GNSS in particular, is free from harmful interference;
- ~~7-9~~ *Urges* States to refrain from any form of jamming, or spoofing affecting civil aviation;
- ~~8-10~~ *Urges* States to coordinate and notify to the maximum extent possible in advance with the air navigation services provider (ANSP) responsible for the affected airspace in case of military or other State-authorized security or defence-related operations or training, potentially causing any form of jamming, or spoofing affecting civil aviation; and
- ~~9-11~~ *Urges* States and operators, when assessing the interference risks associated with conflict zones, to consider that the use of satellite-based CNS systems can potentially be impacted beyond those zones.

24.83 The Commission reviewed A42-WP/210, presented by Brazil; and A42-WP/237, presented by Saudi Arabia and reaffirmed the importance of States adopting comprehensive strategies to enhance the resilience of navigation systems through the integration of ground-based CNS infrastructure.

24.84 The Commission was informed of ongoing efforts by ICAO expert groups to develop new provisions related to resilient navigation operational network (NAV RON), aiming at optimizing conventional navigation infrastructure and establishing more resilient networks. These efforts focus on defining “sufficient NAV network” and its relationship with minimum navigation operational network (NAV MON). Additionally, the NAV RON will include provisions to enhance aeronautical digital data and charts that allow pilots to fully utilize the available navigation infrastructure, based on accurate facility types and coverage. The Commission noted that capacity building activities related to NAV RON will be carried out to support States in planning and implementing the new concept.

24.85 The Commission reviewed A42-WP/190, presented by India; and A42-WP/423, presented by Argentina and supported by Belize, Bolivia (Plurinational State of), Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Paraguay, Peru and Uruguay. Both papers emphasized the need for more targeted research into the performance of ground-based augmentation systems (GBAS), especially in equatorial and low-latitude regions where unique ionospheric disturbances pose significant challenges to GNSS.

24.86 The Commission was informed that the development of SARPs and guidance material related to GBAS operations in ionospherically active low-latitude regions and consideration of maintenance updates to improve GBAS performance in these areas, are already included in the work programme of the Organization. In this regard, the Commission encouraged States and research institutions to collaborate in developing required equatorial GNSS performance models. The Commission recalled that ICAO has introduced dual frequency multiple constellation (DFMC) GNSS SARPs which can improve aviation safety and resilience against space weather effects like ionospheric disturbances.

24.87 The Commission noted the need for enhancement of monitoring capabilities for solar activities and ionospheric disturbances in equatorial and low-latitude regions. The Commission also recalled that there is an ongoing effort led by the relevant expert groups for the enhancement of space weather monitoring and forecast capabilities on a global basis.

Other CNS issues

24.88 The Commission reviewed A42-WP/145, presented by AFCAC on behalf of African States²³; and A42-WP/415, presented by Honduras on behalf of COCESNA Member States²⁴, that called for the development of further guidance material on the use of unmanned aircraft systems (UAS) for radio navigation ground and flight inspections. Noting that UAS-based flight inspections are within the work programme of the Organization, the Commission expressed broad support for the development of appropriate provisions and guidance material. However, the Commission also noted that the relevant expert groups are currently overwhelmed by high priority tasks such as developing provisions for C-PNT and NAV RON. The Commission agreed that the content of both papers be brought to the attention of relevant expert groups for consideration while taking due account of their current priority tasks.

²³ Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cabo Verde, Central African Republic, Chad, Comoros, Congo, Cote d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, São Tomé and Príncipe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe.

²⁴ Belize, Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua.

24.89 The Commission reviewed A42-WP/148, presented by AFCAC on behalf of African States and acknowledged the need for provisions and guidance material to harmonize building restrictions in areas surrounding CNS facilities, and ensure a balance between land use in the vicinity of CNS facilities, aviation safety, economic growth and environmental protection. Noting that the requested actions are not on the Organization's work programme, the Commission agreed that the content of this working paper be referred to the Council for further consideration, subject to re-prioritization of activities funded through the 2026-2028 Budget and extra budgetary contributions.

24.90 The Commission reviewed A42-WP/479, presented by Colombia and supported by LACAC Member States²⁵, which highlighted vulnerabilities of ADS-B to cyberattacks, interference and unauthorized disclosure. The paper proposed a comprehensive security strategy combining multi-sensor surveillance, integrity controls, AI-based anomaly detection, redundancy, privacy frameworks and training. The Commission recognized the comprehensive nature of the proposed approach and agreed that the content of the working paper be brought to the attention of the relevant expert groups for further consideration. It also urged States to support harmonized solutions that safeguard ADS-B information while maintaining its operational benefits.

24.91 Information papers provided by Kazakhstan (A42-WP/47), Saudi Arabia (A42-WP/115 and A42-WP/157), New Zealand (A42-WP/622) and Türkiye (A42-WP/627 and A42-WP/629) were noted.

RPAS/UAS/AAM

24.92 The Commission reviewed A42-WP/236, Revision No. 1, presented by Brazil and supported by 19 LACAC Member States²⁶, which recommended the establishment of a personnel licensing framework for VTOL-capable aircraft, and A42-WP/347, presented by Kazakhstan, which recommended regulatory standards for the licensing and certification of pilots, remote pilots and operators engaged in urban air mobility (UAM) activities. The Commission, in noting the ongoing work to ascertain the need for provisions and guidance for the advanced air mobility (AAM) ecosystem, which encompasses UAM, aiming for a safe integration of these activities into the airspace, recognized the need for timely global provisions for AAM, and further agreed that both papers should be referred to the relevant expert group for further consideration.

24.93 The Commission reviewed A42-WP/309, presented by Kazakhstan, which discussed the development of a unified traffic management system for high-density urban drone operations and the establishment of ICAO guidelines for UAS traffic management (UTM) integration with ATM at international airports A42-WP/56, presented by Oman, which discussed integration of UAS into airspace, without negatively impacting the safety or efficiency of manned aviation operations; and A42-WP/495, presented by Kazakhstan, addressing the development of a global framework to enable cross-border UAS operations. The Commission recognized the increasing operational and safety complexity resulting from the lack of standardization of UTM deployments in the vicinity of major international airports and agreed on the need for a global framework to enable cross-border UAS operations, and considering the

²⁵ Belize, Bolivia (Plurinational State of), Chile, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of).

²⁶ Argentina, Belize, Bolivia (Plurinational State of), Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of).

potentially international nature of AAM operations. The Commission, in noting the ongoing work to identify the gaps and formulate recommendation for future work on AAM, as well as the considerations contained in these papers, recognized the importance of continued leadership of ICAO in this domain, and agreed that the established expert groups were adequate. The Commission in addressing A42-WP/56 noted that the specific safety risk assessment methodology referred therein, while being relevant to enable certain UAS operations, may not be suitable for global application. The Commission recognized, in general, the importance and urgent need for global provisions for AAM. Accordingly, the Commission agreed to refer these working papers to the relevant expert groups for further consideration. Furthermore, the Commission urged Member States to engage in regional coordination initiatives, pilot projects, knowledge sharing in support of UTM-ATM integration, and facilitate cross-border UAS operations through mutual recognition of UAS operational authorizations.

24.94 The Commission reviewed A42-WP/269, presented by the United Arab Emirates, on investigation of advanced air mobility accidents and incidents; and A42-WP/381, presented by Argentina and supported by Belize, Bolivia (Plurinational State of), Colombia, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Peru and Uruguay, pertaining to the regulation and integration of airspace by manned and unmanned aviation. The Commission noted the ongoing work in identifying gaps and formulating recommendations for future work in relation to AAM, and recognized that the unique characteristics of AAM posed complex challenges, including with respect to implementation and capacity building. Therefore, the Commission agreed on the importance to develop fit-for-purpose regulatory frameworks for AAM, and also agreed to refer these papers to the relevant expert groups for further consideration.

24.95 The Commission reviewed A42-WP/467, presented by Brazil, proposing to establish an expert group on the application of AI. The Commission noted the approach of the Organization with respect to AI, which was that it should be discussed first and foremost in the various fora where AI use is considered, and that only common elements (e.g. governance, ethics) would be coordinated. The Commission further noted that ICAO would work with the relevant United Nations efforts to ensure that AI governance aspects are consistent across sectors. The Commission, while recognizing the implications of AI in ICAO's work, called the Organization to strengthen its coordination efforts, both internally and externally.

24.96 The Commission reviewed A42-WP/160, presented by Australia, co-sponsored by Brazil, Canada, New Zealand and Singapore; and A42-WP/287, presented by the United States and co-sponsored by Singapore, calling for the urgent development and implementation of measures to facilitate legally compliant and safe UAS operations over the high seas, including interim solutions. The Commission acknowledged the need for a timely solution and noted the ongoing work as a part of the gap analysis undertaken by the relevant expert groups. The Commission also acknowledged the current framework of the *Convention on International Civil Aviation* (Doc 7300), and more specifically certain provisions of its Annexes, as presenting challenges for UAS operations over the high seas, preventing States from authorizing said operations in a lawful manner. The Commission, in expressing broad support for the two papers, noted the need for a long-term framework, requested that the Organization develop an interim solution to enable States to lawfully authorize such operations, both in a manner commensurate with risk. The Council was urged to develop and adopt, ideally before the end of 2026, an interim framework which would be outcome-based, consistent with the intent of, and compliant with, the Chicago Convention, such as through acceptable means of compliance. In noting the recent legal work of the relevant expert group on the subject, the Council was also requested to consider using an expedited development process for such interim solution.

24.97 Information papers provided by Belize on behalf of COCESNA Member States²⁷ (A42-WP/387), China, Cook Islands, Indonesia, Philippines, Singapore, Thailand and co-sponsored by Fiji, Japan, New Zealand and the Republic of Korea (A42-WP/172 Revision No. 1), China, Singapore and co-sponsored by Egypt (A42-WP/195), Dominican Republic (A42-WP/312), India (A42-WP/166), Indonesia (A42-WP/635), Japan (A42-WP/170), Malaysia (A42-WP/566 and A42-WP/567), Qatar (A42-WP/62), Saudi Arabia (A42-WP/520), United States (A42-WP/618 and A42-WP/636), Venezuela (Bolivarian Republic of) and supported by Member States²⁸ of LACAC (A42-WP/441), AFCAC on behalf of its Member States²⁹ (A42-WP/223), IAC (A42-WP/50), IATA (A42-WP/355) and ICCAIA (A42-WP/500) were noted.

Regional cooperation and implementation

24.98 The Commission reviewed A42-WP/32, presented by the Council, outlining ICAO's strategic efforts to enhance aviation safety oversight and accident investigation capabilities of States through regional cooperation mechanisms. The paper also highlighted the need for ICAO to continue evolving its processes and activities to support States effectively in overcoming common safety challenges through strengthening regional cooperation mechanisms and implementation support activities. The Commission noted the key activities and programmes undertaken by ICAO to strengthen regional cooperation mechanisms to assist States and supported the transition of Global Aviation Safety Oversight System (GASOS) to the RSOO and RAO Assessment Programme (RRAP). The Commission agreed to urge States, industry and international organizations to support ICAO's regional cooperation activities and programmes.

24.99 The Commission reviewed A42-WP/206, presented by AFCAC on behalf of African States³⁰ and co-sponsored by IAC, which highlighted the contributions of Regional Safety Oversight Organizations (RSOOs), RAIOS, Investigation Cooperation Mechanisms (ICMs), and other regional cooperative mechanisms in strengthening safety oversight and accident investigation across Africa, such as the Africa-Indian Ocean Cooperative Inspectorate Scheme (AFI-CIS), and globally. The paper recommended that Member States promote and support participation in regional mechanisms, devise funding to support these mechanisms, as well as establish legal frameworks to enable effective delegation of safety functions to regional and cooperative bodies. The Commission acknowledged the ongoing need for enhanced support to strengthen these regional safety cooperation mechanisms, and agreed that the inclusion of delegated functions by regional cooperation mechanisms within ICAO Annexes will be referred to and considered by the relevant expert groups as appropriate.

²⁷ Belize, Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua.

²⁸ Belize, Bolivia (Plurinational State of), Colombia, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Nicaragua, Panama, and Uruguay.

²⁹ Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cabo Verde, Central African Republic, Chad, Comoros, Congo, Cote d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, São Tomé and Príncipe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe.

³⁰ Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cabo Verde, Central African Republic, Chad, Comoros, Congo, Cote d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, São Tomé and Príncipe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe.

24.100 In view of the overall discussion, the Commission agreed to submit, for adoption by the Plenary, the following resolution to supersede Assembly Resolution A40-6:

~~A40-6~~ A42-xx: Regional cooperation and assistance to resolve safety deficiencies, establishing priorities and setting measurable targets

Whereas a primary objective of the Organization continues to be that of ensuring the safety of international civil aviation worldwide;

Whereas ensuring the safety of international civil aviation is also the responsibility of Member States both collectively and individually;

Whereas in accordance with Article 37 of the *Convention on International Civil Aviation* each Member State undertakes to collaborate in securing the highest practicable degree of uniformity in regulation, standards, procedures and organization in relation to aircraft, personnel, airports, airways and auxiliary services in all matters in which uniformity will facilitate and improve air navigation;

Whereas the improvement of the safety of international civil aviation on a worldwide basis requires the active collaboration of all stakeholders;

Whereas the Convention and its Annexes provide the legal and operational framework for Member States to build a civil aviation safety system based on mutual trust and recognition, requiring that all Member States implement the SARPs as far as practicable and adequately perform safety oversight;

Whereas the results of the ~~audits and ICAO Coordinated Validation Missions (ICVMs) conducted under the Universal Safety Oversight Audit Programme Continuous Monitoring Approach (USOAP CMA)~~ activities indicate that several Member States have not yet been able to establish a satisfactory sustainable national safety oversight and/or investigative systems and some Member States have been identified as having significant safety concerns (SSCs);

Whereas ICAO plays a leadership role in facilitating the implementation of SARPs and the rectification of safety-related deficiencies by coordinating support and harnessing resources among aviation safety partners;

Recognizing the endorsement by the 41st Assembly of the ICAO Policy on Implementation Support Provided to States in 2022 for the provision of needs-based implementation support to States and non-State entities, under a *One ICAO- Approach*;

Recognizing that the ICAO Country Strategies developed under the ICAO Policy for Implementation Support Provided to States, ~~Plans of Action developed for individual Member States, serve as platforms~~ serve as a platform to provide, in coordination with other stakeholders, direct assistance implementation support and guidance to ~~these~~ States in resolving their SSCs as well as addressing low effective implementation (EI) of critical elements;

Whereas ICAO has a Policy on Regional Cooperation which is committed to render assistance, advice and any other form of support, to the extent possible, in the technical and policy aspects of international civil aviation to Member States in carrying out their responsibilities pertaining to the *Convention on*

International Civil Aviation and ICAO Strategic Objectives Goals, inter alia by promoting regional cooperation through close partnerships with regional organizations and regional civil aviation bodies;

Recognizing that not all Member States have the requisite human, technical and financial resources to adequately perform safety oversight and/or investigative functions;

Recognizing that the establishment of subregional and regional aviation safety and safety oversight bodies, including regional safety oversight organizations (RSOs), regional accident and incident investigation organizations (RAIOs) and Investigation Cooperative Mechanisms (ICMs), has great potential to assist States in ~~complying with~~ fulfilling their obligations under the Chicago Convention through economies of scale and harmonization on a larger scale resulting from the collaboration among Member States in establishing and operating a common safety oversight and/or accident and incident investigation system;

Recalling that as signatories to the Convention, the obligations pertaining to safety oversight and/or accident investigation rest and remain exclusively with the Member States and that they are responsible for implementing ICAO Standards ~~and may~~, States may, in this respect, decide on a voluntary basis to delegate certain tasks and functions to RSOs, and RAIOs, based on an appropriate legal instrument and that, when applicable, the word “States” should be read to include RSOs and RAIOs;

Recalling that the Thirteenth Air Navigation Conference (AN-Conf/13) (2018) recommended that ICAO continue developing GASOS to strengthen RSOs and to improve their effectiveness and efficiency in supporting States; ~~while addressing the liability, governance and cost benefit analysis issues and other concerns raised by the Conference;~~

Recognizing the need to evolve GASOS into the RSO and RAIO Assessment Programme (RRAP) that will assess the capabilities and qualifications of RSOs and RAIOs/ICMs, with the goal to strengthen these organizations and improve their effectiveness and efficiency in supporting States;

Acknowledging the recognition given in Annex 19 to RSOs and their role in discharging delegated State safety management functions on behalf of States;

Recognizing that groups of Member States may decide to establish regional aviation systems, the legal basis of which may be realized through one or a combination of means including, but not restricted to regional frameworks, an international Treaty and national primary legislations, ~~would encompass~~ with the aim of establishing common rules and oversight applicable in the participating Member States;

Recognizing that the assistance available to Member States experiencing difficulties in correcting deficiencies identified through the safety oversight audits, particularly with priority given to those States with SSCs, would be greatly enhanced by coordination amongst all RSOs, RAIOs, Member States, ICAO and other concerned parties in civil aviation operations; and

Recalling Assembly Resolution A37-16 that recognizes the establishment of the Safety Fund (SAFE) to serve as a mechanism for collecting and allocating voluntary contributions from States and other donors to support ICAO safety and air navigation programmes to improve the safety of civil aviation by addressing serious safety deficiencies in Member States that lack the financial means to do so;

~~Recognizing that established regional aviation safety groups (RASGs) have the objective of establishing objectives, priorities and indicators and the setting of measurable targets to address safety-related deficiencies in each region while ensuring consistency of action and coordination of efforts;~~

The Assembly:

1. *Directs* the Council, in partnership with all aviation safety partners, to ~~continue~~ implementing a ~~coordinated and collaborative implementation support programme~~ ~~comprehensive assistance programme~~ that will help Member States to correct deficiencies identified through USOAP CMA, with priority given to the resolution of SSCs;
2. *Directs* the Council to promote the concepts of regional cooperation, including the strengthening of RSOOs, and RAIOs ~~and RASGs, as well as the establishment of objectives, priorities and indicators and the setting of measurable targets to address SSCs and safety-related deficiencies;~~
3. *Directs* the Council to take the appropriate actions to ensure that the specificities of a regional aviation system established by a group of Member States are recognized and integrated in the ICAO framework;
4. *Directs* the Council to ~~support the implementation and further development of~~ evolve and transition the Global Aviation Safety Oversight System (GASOS) into the RSOO and RAIO Assessment Programme (RRAP), including in its aim to leverage synergies with the Universal Safety Oversight Audit Programme (USOAP), ~~regarding the necessary measures to strengthen, assess and support RSOOs and~~ or RAIOs in their efforts to assist their Member States in accomplishing certain safety oversight, accident and incident investigation and safety management functions and activities, while ensuring those States ~~maintain~~ understand their obligations and responsibilities under the Chicago Convention;
5. *Directs* the Council to continue to ~~build new and foster existing partnerships with Member States, industry and other aviation safety partners~~ for coordinating and facilitating the provision of financial and technical assistance to States and subregional and regional safety ~~and safety oversight and investigative~~ bodies, including RSOOs and RAIOs, in order to enhance their capacity ~~safety and strengthen safety oversight capabilities;~~
6. *Directs* the Council to continue the analysis of relevant safety-critical information for determining effective means of providing ~~assistance~~ implementation support to States and subregional and regional ~~safety and safety oversight and investigative~~ bodies, including RSOOs and RAIOs;
7. ~~*Directs* the Secretary General to continue to foster coordination and cooperation between ICAO, RASGs, RSOOs and other organizations with aviation safety-related activities in order to reduce the burden on States caused by repetitive audits or inspections and to decrease the duplication of monitoring activities;~~
- 8-7. *Urges* Member States to give the highest priority to the resolution of SSCs in order to ensure that there are no immediate safety risks to international civil aviation and that the minimum requirements established by the Standards set forth in the ICAO Annexes are met;

9. ~~Urges Member States to utilize the Flight Procedures Programme, where available, for PBN implementation and, additionally, to provide assistance (financial or otherwise) to ensure continuity and sustainability;~~

~~10-8.~~ Urges Member States to develop and further strengthen regional and subregional cooperation in order to promote the highest degree of aviation safety;

9. Reminds Member States, industry and other stakeholders on the need to provide voluntary contributions to the SAFE Fund as requested under A37-16 to ensure that effective implementation support in the area of safety is provided to States and/or regional cooperation mechanisms that are in need of assistance;

~~11-10.~~ Calls upon all Member States and relevant aviation safety partners, wherever possible, to assist requesting States with financial and technical resources to ensure the immediate resolution of identified SSCs and the longer-term sustainability of the State safety oversight system;

11. Encourages Member States to request their RSOOs and/or RAIOS to participate in the RSOO and RAO Assessment Programme (RRAP) to strengthen those organizations and better serve their Member States in meeting their safety and investigative responsibilities under the Convention;

12. Encourages Member States to establish partnerships with other States, RSOOs, RAIOS, industry, financial institutions and other aviation safety partners to strengthen safety oversight and investigative capabilities, in order to better discharge State responsibilities and foster a safer international civil aviation system;

13. Encourages Member States to foster the creation of regional or subregional partnerships to collaborate in the development of solutions to common problems to build State safety oversight capability and investigative capabilities, and to participate in, or provide tangible support for, the strengthening and furtherance of subregional and regional aviation safety and safety oversight and investigative bodies, including RSOOs and RAIOS;

14. Requests the ~~Secretary-General~~ Council to play a leading role in coordinating efforts to assist States to resolve SSCs through the development of ICAO Plans of Action-Country Strategies and/or specific project proposals and to assist States to obtain the necessary financial resources to fund such ~~assistance-implementation support~~ projects;

15. Urges Member States and relevant safety partners to support the implementation of Country Strategies to assist States overcome SSCs, as well as to build sustainable capacity within States;

~~15-16.~~ Requests the Council to report to the next ordinary session of the Assembly on the overall progress of regional cooperation and implementation of the comprehensive assistance programme support activities; ~~and~~

17. Encourages Member States to reinforce their legal frameworks for RSOOs and RAIOS/ICMs, ensuring that delegation mechanisms are clearly defined while preserving their responsibilities under the Chicago Convention;

18. *Encourages* the industry to actively engage in the work of RSOOs and RAIOS/ICMs and provide appropriate support; and

~~16-19.~~ *Declares* that this resolution supersedes Resolution ~~A39-14~~ A40-6.

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