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P/58
29/9/25

ASSEMBLY — 42ND SESSION

REPORT OF THE TECHNICAL COMMISSION ON THE GENERAL SECTION OF ITS REPORT AND ON AGENDA ITEM 23

(Presented by the Chairperson of the Technical Commission)

The attached report on the General Section and Agenda Item 23 has been approved by the Technical Commission. Resolution 23/1 is recommended for adoption by the Plenary.

Note.— After removal of this covering sheet, this paper should be inserted in the appropriate place in the report folder.

(12 pages)

**REPORT OF THE TECHNICAL COMMISSION
TO THE ASSEMBLY**

General

1. The Technical Commission held four meetings between 25 and 26 September 2025.
2. Mr. Declan Fitzpatrick (Ireland) was elected Chairperson at the second Plenary Meeting of the Assembly. The Commission, at its first meeting, elected as First Vice-Chairperson Mr. Luiz Ricardo de Souza Nascimento (Brazil) on a nomination by the Dominican Republic seconded by Cote d'Ivoire and India. On a nomination by Australia and seconded by Cameroon and Kazakhstan, the Commission elected Ms. Toska Sem (Namibia) as Second Vice-Chairperson. On a nomination by Malta, and seconded by Bangladesh and Venezuela, the Commission elected Mr. Xuan Miao (China) as Third Vice-Chairperson.
3. Representatives from some 192 Contracting States and 58 Observer Delegations attended one or more meetings of the Commission.
4. The Secretary of the Commission was Ms. M. Merkle, Director, Air Navigation Bureau. Messrs. P. Luciani, Deputy Director, Air Navigation and Aviation Safety (ANS), and S. da Silva, Acting Deputy Director, Monitoring, Analysis and Coordination (MAC) served as Deputy Secretaries. The Commission was assisted by Mr. M. de Leon, Ms. A. Guiang, and by other members of the Secretariat as follows:
 - Mr. Y. Fattah, Chief, Multidisciplinary Priorities (MP)
 - Ms. D. Flanagan, Chief, Regional Safety Cooperation Unit (RSCU)
 - Ms. E. Gnehm, Chief, Safety Management Section (SM)
 - Mr. J. Guévin, Chief, Oversight Support Unit (OSU)
 - Mr. L. Jónasson, Chief, Communications, Navigation, Surveillance and Frequency Spectrum Management Section (CNSS) and Acting Chief, Global Interoperable Systems Section (GIS)
 - Ms. J. Jordaan, Chief, Aviation Medicine Section (MED)
 - Ms. C. Kim, Acting Chief, Air Traffic Management Section (ATM)
 - Ms. C. Knowles, Chief, Operational Safety Section (OPS)
 - Mr. F. Malaud, Chief, Remotely Piloted Aircraft Systems Section (RPAS)
 - Ms. L. McGuigan, Acting Chief, Cargo Safety Section (CSS)
 - Mr. M. Merens, Chief, Implementation Support Planning and Coordination (ISPC)
 - Mr. J. Nie, Chief, Safety and Air Navigation Oversight Audit Section (OAS)
 - Mr. T. Thormodsson, Accident Investigation Section (AIG)
 - Mr. Y. Wang, Chief, Airport Operations and Infrastructure Section (AOI)

Agenda and working arrangements

5. The following agenda items were considered by the Commission:
 - Agenda Item 23: Global Aviation Safety and Air Navigation Plans
 - Agenda Item 24: Aviation Safety and Air Navigation Priority Initiatives

Agenda Item 25: Other issues to be considered by the Technical Commission

6. The documents and working papers associated with the work of the Commission are listed by agenda item in the appendix to this report.

7. The action taken by the Commission in respect of each item is reported on separately in the paragraphs which follow. The material is arranged according to the numerical sequence of the agenda items considered by the Commission.

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Agenda Item 23: Global Aviation Safety and Air Navigation Plans

Global Aviation Safety Plan (GASP)

23.1 The Commission reviewed A42-WP/17, presented by the Council of ICAO, which put forward the 2026-2028 (fifth) edition of the *Global Aviation Safety Plan* (GASP, Doc 10004) for endorsement by the Assembly. The revised GASP presents the global strategy for the continuous improvement of aviation safety, and is the master planning document upon which regional and national aviation safety plans are developed and implemented. The Commission recommended that the Assembly endorse the 2026-2028 edition of the GASP.

23.2 The Commission reviewed A42-WP/137, presented by the Republic of Korea and A42-WP/175, presented by Singapore and co-sponsored by New Zealand, the Philippines, Flight Safety Foundation (FSF), the International Business Aviation Council (IBAC) and the International Federation of Air Line Pilots Associations (IFALPA) regarding the 2026-2028 edition of the GASP. The Commission agreed that ICAO provide the necessary support to Member States to develop and implement national aviation safety plans, in line with the latest edition of the GASP. The Commission further agreed that ICAO, through relevant expert groups, consider the inclusion of mechanisms to enhance data-driven safety planning, through the identification of global operational safety risks, as well as operational safety risks associated with climate, including significant and evolving meteorological phenomena and related environmental factors, in forthcoming editions of the GASP and/or related documentation.

23.3 Information papers presented by China (A42-WP/603) and Saudi Arabia (A42-WP/92 Revision No. 1) were noted by the Commission.

Global Air Navigation Plan (GANP)

23.4 The Commission reviewed A42-WP/31, presented by the Council of ICAO, which called for the endorsement of a major update of the Global Air Navigation Plan (GANP, Doc 9750 – Eighth Edition) and proposed an outlook for the ninth edition. The eighth edition of the GANP, available through the GANP Portal (<https://www4.icao.int/ganportal>), reflects the global priorities set forth by the ICAO Assembly during its 41st Session and the ICAO Strategic Plan 2026-2050. It introduces: an update to the GANP strategy; guidance on the application of a performance-based approach to optimize the allocation of resources; an update to the GANP performance framework on environment and resilience; an update to the Aviation System Block Upgrade (ASBU) framework; and a mapping between the ASBU framework and the conceptual roadmap to enhance the visibility of the link between the strategic and technical levels of the GANP as requested during the Thirteenth Air Navigation Conference (AN-Conf/13) and the 40th Session of the ICAO Assembly.

23.5 The Commission reviewed A42-WP/192, presented by Thailand, co-authored by Singapore and co-sponsored by the United States, which highlighted challenges related to the ASBU framework stability and structure that were hindering implementation. To address these challenges, the paper proposed streamlining the ASBU framework and advocated for the establishment of a “minimum path” for ASBU implementation. The paper further highlighted the limited application of a

performance-based approach and proposed that support be provided through the planning and implementation regional groups (PIRGs) to assist States and regions in reporting their performance in a holistic and harmonized manner.

23.6 The Commission reviewed A42-WP/202, presented by China and Singapore and co-sponsored by the Dominican Republic, concerning the integration of operational improvement initiatives across ICAO regions. While acknowledging that regions had different priorities and were implementing the GANP at varying paces due to their specific needs and challenges, the Commission recognized the need for effective cross regional integration on the implementation of operational improvement initiatives to support an integrated, harmonized, globally interoperable and seamless air navigation system.

23.7 The Commission reviewed A42-WP/432, presented by Peru and supported by Latin American Civil Aviation Commission (LACAC) Member States¹, which outlined challenges of aligning its National Air Navigation Plan with the GANP. The paper proposed to extend the GANP update cycle to allow sufficient time for States to update their respective national plans and enable an efficient, harmonized and interoperable implementation of ASBU elements in coordination with the State's aviation community. The paper also requested ICAO to intensify its efforts to provide GANP documentation in ICAO's six official languages.

23.8 The Commission recommended that the Assembly endorse the Eighth Edition of the GANP. Considering the challenges and proposals in A42-WP/192, A42-WP/202 and A42-WP/432. The Commission supported the proposed outlook for the Ninth Edition of the GANP and agreed that ICAO develop and disseminate guidance on a minimum implementation path, providing clear, actionable steps and timelines for States. The Commission also agreed that ICAO facilitate the use of the guidance provided within the GANP framework for reporting performance in a transparent, holistic and harmonized manner. The Commission also agreed that ICAO develop guidance for the integration of initiatives across regions, including an approach to define a minimum set of GANP initiatives to be implemented globally with associated timelines, and an approach whereby neighbouring regions would define a set of joint GANP initiatives and implementation timelines between themselves. The Commission agreed with the proposal to extend the duration of the GANP update cycle to six years and focus on supporting States in implementing the GANP and developing national plans. The Commission also recalled that AN-Conf/13 had addressed the translation of the GANP and that ICAO had made available the GANP global strategic level (printable) in all six ICAO languages as per AN-Conf/13 Recommendation 1.1/1. Furthermore, it was noted that the 41st Session of the ICAO Assembly referred a similar proposal to the Council, which recognized the importance of translating the entire GANP, taking into account existing priorities and the availability of extra-budgetary resources.

23.9 The Commission reviewed A42-WP/209, presented by Brazil, which highlighted the effect that security, facilitation and other pre-boarding processes may have on the efficiency of flight operations. It proposed that ICAO align the efficiency principles of the GANP, the Global Aviation Security Plan (GASeP) and other programmes through a comprehensive study to identify where pre-boarding processes most significantly affect efficiency and to develop related key performance indicators (KPIs) to ensure interrelation among the global plans. The paper further proposed that ICAO develop technical material and tools to support States in the collection, analysis and reporting of

¹ Belize, Bolivia (Plurinational State of), Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Paraguay and Uruguay

pre-boarding efficiency indicators, and encouraged States to promote their voluntary sharing. The Commission acknowledged the importance of increasing harmonization between the GANP, the GASP and the GAsEP, and agreed to refer the proposal to the relevant expert groups for further consideration and evaluation, with due regard to existing priorities and available resources.

23.10 The Commission reviewed A42-WP/341, presented by Singapore, the United Arab Emirates, Airports Council International (ACI), the Civil Air Navigation Services Organisation (CANSO), the International Business Aviation Council (IBAC), the International Coordinating Council of Aerospace Industries Associations (ICCAIA), and the International Federation of Air Traffic Safety Electronics Associations (IFATSEA), which presented the industry-developed Complete Air Traffic System (CATS) Concept of Operations (CONOPS). The Commission encouraged the submission of proposals, to relevant experts groups, to consider reflecting the CATS CONOPS and its strategic actions in future revisions to the *Global Air Traffic Management Operational Concept (GATMOC)* (Doc 9854), the GANP as well as initiatives such as advanced air mobility (AAM) and higher airspace operations (HAO).

23.11 The Commission reviewed A42-WP/527, presented by Iran (Islamic Republic of), which noted the challenges associated with sanctions on civil aviation and their effect on the State's ability to advance the development of its air navigation system in alignment with ICAO provisions and the GANP. The Commission noted that sanctions were not limited to air navigation and that the subject had been raised at previous ICAO Assemblies by several States, including Iran (Islamic Republic of). The Commission also noted that the impact of sanctions on civil aviation, including on the planning to improve air navigation services, was outside of the scope of the GANP and beyond the mandate of ICAO expert group(s). The Commission highlighted that the subject of sanctions was outside the scope of the Technical Commission and recalled that the Economic Commission, during the 41st Session of the ICAO Assembly, recognized that sanctions were complex, political and sensitive, and that these matters be brought to the attention of the President of the Council, whose good offices had previously been engaged on such issues.

23.12 Information papers presented by Bolivia (Plurinational State of) (A42-WP/345), China (A42-WP/589, A42-WP/594, A42-WP/595, A42-WP/596 and A42-WP/607), Japan (A42-WP/543), Saudi Arabia (A42-WP/537), the Agency for Air Navigation Safety in Africa and Madagascar (ASECNA)² (A42-WP/378), CANSO (A42-WP/522 and A42-WP/529) and the International Air Transport Association (IATA) (A42-WP/350) were noted by the Commission.

23.13 In view of the discussion on the GASP and GANP under this agenda item and A42-WP/225 under Agenda Item 24, the Commission agreed to submit, for adoption by the Plenary, the following resolution, to supersede Assembly Resolution 41-6:

² On behalf of Benin, Burkina Faso, Cameroon, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Equatorial Guinea, France, Gabon, Guinea-Bissau, Madagascar, Mali, Mauritania, Niger, Rwanda, Senegal, Togo

Resolution 23/1: ICAO global planning for safety and air navigation

Whereas ICAO strives to achieve the goal of a safe and orderly development of civil aviation through cooperation among Member States and other stakeholders;

Whereas to realize this goal, the Organization has ICAO established Strategic Objectives-Goals in its 2026-2050 Strategic Plan, including objectives for goals related to safety and for air navigation capacity and efficiency;

Recognizing the importance of global frameworks and regional and national plans to support the Strategic Objectives-Goals of ICAO;

Recognizing the importance of effective implementation of regional and national plans and initiatives based on the global frameworks;

Recognizing that further progress in improving the global safety, capacity and efficiency of civil aviation is best achieved through a cooperative, collaborative and coordinated approach in partnership with all stakeholders under the leadership of ICAO; and

Noting the approval by the Council of the 2023-2025-2026-2028 edition of the Global Aviation Safety Plan (GASP) and of the seventh-eighth edition of the Global Air Navigation Plan (GANP);

The Assembly:

1. *Endorses* the 2023-2025-2026-2028 edition of the Global Aviation Safety Plan (GASP) and the seventh-eighth edition of the Global Air Navigation Plan (GANP) as the global strategic directions for safety and the evolution of the air navigation system, respectively;
2. *Resolves* that ICAO shall implement and keep current the GASP and the GANP to support the relevant Strategic Objectives-Goals of the Organization, while ensuring necessary stability and alignment;
3. *Resolves* that these global plans shall be implemented and kept current in close cooperation, collaboration and coordination with all concerned stakeholders;
4. *Resolves* that these global plans shall provide the frameworks in which regional, subregional and national plans will be developed and implemented, thus ensuring consistency, harmonization and coordination of efforts aimed at improving international civil aviation safety, capacity and efficiency;
5. *Urges* Member States to develop sustainable solutions to fully exercise their safety oversight and air navigation responsibilities which can be achieved by sharing resources, utilizing internal and/or external resources, such as regional and subregional organizations and the expertise of other States;
6. *Urges* Member States to demonstrate the political will necessary for taking remedial actions to address safety and air navigation deficiencies, including those identified by Universal Safety Oversight Audit Programme (USOAP), through the GASP, the GANP and the ICAO regional planning process;

7. *Urges* Member States, the industry and financing institutions to provide the needed support for the coordinated implementation of the GASP and GANP, as well as regional and national plans, avoiding duplication of efforts;
8. *Calls* upon States and invites other stakeholders to cooperate in the development and implementation of regional, subregional and national plans based on the frameworks of the GASP and GANP;
9. *Instructs* the Secretary General to promote, make available and effectively communicate the GASP and the GANP, and provide the necessary support to Member States to develop and implement national plans; and
10. *Declares* that this resolution supersedes Resolution ~~A40-1~~ A41-6 on ICAO global planning for safety and air navigation.

APPENDIX A

Global Aviation Safety Plan (GASP)

Reaffirming that the primary objective of the Organization continues to be the improvement of safety and an associated reduction in the number of accidents and related fatalities within the international civil aviation system, in line with the goal of zero fatalities in international aviation, as per the ICAO 2026-2050 Strategic Plan;

Recognizing that safety is a responsibility involving ICAO, Member States and all other stakeholders;

Recognizing the safety benefits that can be drawn from partnerships between States and industry;

Noting that a safe, resilient and sustainable aviation system contributes to the economic development of States and their industries;

Recognizing the need to maintain the public's confidence in air transport by providing access to relevant safety information;

Recognizing that a proactive approach in which a strategy is established to set goals, targets and indicators to manage organizational challenges and operational safety risks is of paramount importance to the achievement of further improvements in aviation safety;

Recognizing that regional aviation safety groups (RASGs) have been implemented by ICAO, taking into account the needs of the various regions and building on the already existing structures and forms of cooperation;

Noting the intent to apply a risk-based approach to managing safety in the GASP to enhance safety by focusing action where it is most needed;

Noting the development of the global aviation safety roadmap as an action plan to assist the aviation community in achieving the GASP goals, through a structured, common frame of reference for all relevant stakeholders; and

Noting the need to assist Member States in building upon safety oversight systems to adopt a safety management approach under their State safety programme (SSP);

The Assembly:

1. *Stresses* the need for continuous improvement of aviation safety through a reduction in the number of accidents and related fatalities in air transport operations, ~~including regional aircraft operations~~, in all parts of the world;
2. *Stresses* that limited resources of the international aviation community should be used strategically to support States or regions seeking assistance to facilitate ~~State safety programme (SSP)~~ implementation, including strengthening safety oversight;
3. *Urges* Member States to implement national aviation safety plans consistent with the GASP to continually reduce fatalities and the risk of fatalities;
4. *Urges* Member States, regional safety oversight organizations (RSOOs), ~~regional aviation safety groups (RASGs)~~ and international organizations concerned, to work with all stakeholders to implement regional aviation safety plans consistent with the GASP to continually reduce fatalities and the risk of fatalities;
5. *Urges* States to fully exercise safety oversight of their operators in full compliance with applicable Standards and Recommended Practices (SARPs), and assure themselves that every foreign operator flying into their territory receives adequate oversight from its own State and take appropriate action when necessary to preserve safety; and
6. *Encourages* ICAO to continue the development **and update** of guidance material and tools to support the development and implementation of ~~national and regional~~ **national** aviation safety plans.

APPENDIX B

Global Air Navigation Plan (GANP)

Whereas the enhancement of the safety, capacity and efficiency of aviation operations is a key element of the ICAO Strategic ~~Objectives~~ **Goals**;

Having adopted Resolution ~~A41-10~~ **A42-xx**, a consolidated statement of continuing ICAO policies and associated practices related specifically to air navigation;

Recognizing the importance of GANP as an operational strategy and part of the basket of measures to achieve ICAO's global aspirational goals on CO₂ emissions; ~~and~~

Recognizing that many States and regions are developing new air navigation plans for their own air navigation modernization and transformation;

Recognizing that a service-oriented architecture fosters the safe, efficient and flexible provision of air navigation services; and

Recognizing that sharing of best practices, lessons learned, and provision of guidance material can support States in the introduction of operational improvements in a cost-effective manner through the adoption of advanced systems without going through intermediate steps;

The Assembly:

1. *Instructs* the Council to use the guidance in the Global Air Navigation Plan (GANP) to develop and prioritize the technical work programme of ICAO in the field of air navigation;

~~2. *Urges* the Council to provide States with a standardization and evolution roadmap, as announced in the GANP, as a basis for the work programme of ICAO;~~

3-2. *Calls upon* States, planning and implementation regional groups (PIRGs), and the aviation industry to utilize the guidance provided in the GANP for planning and implementation activities which establish priorities, targets and indicators consistent with globally-harmonized objectives, taking into account operational needs;

4-3. *Calls upon* States to take into consideration the GANP guidelines for the implementation of operational improvements as part of their national strategy to reduce the environmental impact, including CO₂ emissions, from international aviation;

~~5-4.~~ *Calls upon* States, PIRGs, and the aviation industry to provide timely information to ICAO, and to each other, regarding the implementation status of the GANP, including the lessons learned from the implementation of the operational improvements outlined in the ASBU framework;

~~6-5.~~ *Invites* PIRGs to use ICAO standardized tools or adequate regional tools to monitor and, in collaboration with ICAO, analyse the implementation status of air navigation systems;

7-6. *Instructs* the Council to publish the results of the analysis on the regional performance dashboards including, as a minimum, the key implementation priorities and accrued environmental benefits associated with the implementation of the operational improvements outlined in the ASBU framework;

8-7. *Urges* States that are developing new air navigation plans, for their own air navigation modernization, to coordinate with ICAO and align their plans within the framework of their respective PIRGs so as to ensure regional harmonization, and global compatibility and interoperability;

9-8. *Instructs* the Council to continue developing the GANP, including a roadmap of minimum capabilities necessary for the evolution of the air navigation system and timelines for global implementation, keeping it current with evolving and emerging technologies and operational requirements;

9. *Requests* ICAO to incorporate principles of service-oriented architecture into the GANP, so as to guide air navigation service providers in the planning and implementation of agile, globally interoperable and future-ready systems to support seamless air traffic management; and

10. *Invites* ICAO to progress in the development of guidance material related to the national air navigation plan during the upcoming revisions of the GANP and collect and share best practices, lessons learned, and benchmark results related to the implementation of operational improvements.

— END —