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WORKING PAPER

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(NACC/DCA/13)**

Santo Domingo, Dominican Republic, 4-7 August 2025

**Agenda Item 8: Preparation for the Forty-Second ICAO Assembly and Ratification of International Air Law Instruments**

**AREAS OF INTEREST FOR THE UNITED STATES AT THE 42ND SESSION OF THE ICAO ASSEMBLY**

(Presented by United States)

<b>EXECUTIVE SUMMARY</b>	
This paper provides an overview of the areas of interest for the United States at the 42 <sup>nd</sup> Session of the ICAO Assembly.	
<b>Action:</b>	The Conference is invited to:  a) Utilize the information contained in this paper to coordinate and collaborate with the United States in identifying and advancing commonalities during the 42 <sup>nd</sup> ICAO Assembly.
<i>Strategic Objectives:</i>	<ul style="list-style-type: none"><li>• Safety</li><li>• Air Navigation Capacity and Efficiency</li><li>• Security &amp; Facilitation</li><li>• Economic Development of Air Transport</li><li>• Environmental Protection</li></ul>

**1. Introduction**

1.1 The 42<sup>nd</sup> Session of the ICAO Assembly (A42) is scheduled for September 23-October 3, 2025, in Montreal, Canada. The United States recognizes the importance of collaboration in addressing current and future challenges while proactively improving global aviation safety performance. Such collaboration is necessary to maximize resources to ensure the continued efficiency and effectiveness of critical ICAO programs.

## **2 Discussion**

**2.1** The United States has identified the following areas of interest at the 42<sup>nd</sup> Assembly:

### **2.2 Cybersecurity**

**2.2.1** Cybersecurity remains an area of importance due to the interconnectedness of the international air transport community that is consistent, harmonized, and addresses international civil aviation priorities. The United States supports the development of guidance for integrating cybersecurity risk management into the Safety Management System (SMS) framework and will continue to participate in the Cybersecurity Panel to expedite the development of cybersecurity risk management integration methodology guidance consistent with ICAO Annex 19.

### **2.3 Commercial Space Transportation**

**2.3.1** Due to growing launch and re-entry cadences and larger international impacts, cross-border coordination between Air Navigation Service Providers (ANSP) is becoming increasingly key to airspace integration during space transport operations. The United States is considering a working paper requesting that ICAO direct States, their Civil Aviation Authorities (CAAs), and their ANSPs to work collaboratively in bilateral and multilateral forums, such as Civil Air Navigation Services Organization (CANSO), to develop best practices for integration and airspace management during space transport operations, including contingency procedures. Improved global cooperation between ANSPs will help solidify coordinated regional approaches for safe and efficient integration and airspace management during space transport activities.

### **2.4 Aviation Safety**

**2.4.1** Civil aviation relies heavily on satellite-based communication and surveillance, especially in oceanic and remote areas for safety and efficiency. Recent outages and issues with Communication Service Providers (CSPs) and Satellite Service Providers (SSPs) expose significant system vulnerabilities, risking aviation safety by increasing controller workload and delaying critical communications. The United States recommends the continued development and implementation of global Standards and Recommended Practices (SARPs) and guidance material that address CSP and SSP performance and reliability. These SARPs will ensure standardized services are delivered to States, ANSPs, and aviation operators to enable the continued provision of safe and secure services globally.

**2.4.2** The United States may submit a working paper that proposes ICAO prioritize a review and analysis of standards to identify those provisions which are obsolete, duplicative or redundant, unnecessarily prescriptive, or otherwise inconsistent with the intended scope and objectives of Article 37 of the Convention. The objectives of undertaking this review and analysis include harmonizing the envisioned scope and objectives for the international standards, streamlining the number of standards while ensuring they remain relevant to current regulatory approaches, strengthening the ICAO audit programs, and reducing the workload on ICAO and the technical Panels responsible for developing the standards and administering related ICAO programs.

**2.4.3** Given advances in unmanned aircraft systems (UAS) technology, an interim set of risk-based, fit-for-purpose provisions is necessary to enable UAS operations over the high seas. Absent action, States face growing operational and economic pressures to apply national solutions that could unwittingly conflict with the foundational principles of the Convention on International Civil Aviation (the Chicago Convention). The United States presented this gap to ICAO during the 13<sup>th</sup> Air Navigation Conference in 2018 but work has not progressed. The United States believes ICAO could develop interim measures to allow these operations in compliance with the Chicago Convention, while it continues to work on long-term measures (i.e. amendment of applicable SARPs) to enable the safe operations of UAS over the high seas. This would facilitate the continued safe integration of these emerging entrants into the global aviation framework.

**2.4.4** In the face of the increased number and complexity of conflicts, in addition to the ever-evolving threat and risk landscape, the civil aviation community needs to continue working together to reinforce our collective ability to mitigate those risks. The United States, in co-sponsorship with Canada, will review progress made to date, and outline future work to be considered, on all matters pertaining to enhancing the safety and security of civil aviation operations over or near conflict zones. Both States want to underscore the importance of revisiting ICAO's Document 10084, *Risk Assessment Manual for Civil Aircraft Operations Over or Near Conflict Zones* (3<sup>rd</sup> edition) to address emerging challenges, and enhance its clarity, scope, and relevance. The United States and Canada also will highlight the necessary support required to develop ICAO's Contingency Coordination Team (CCT) harmonized framework and promotes the need for effective civil-military coordination during periods of heightened tensions.

**2.4.5** The United States recognizes the importance of Competency-Based Training and Assessment (CBTA), and how it conceptually, has value. Effective implementation of a CBTA training paradigm, however, stipulates that a validated competence framework, validated training and assessment methods, and competent instructor and evaluators elements are included. A single competency framework is unlikely to be appropriate for all disciplines under CBTA. The United States has concerns with the data supporting the current proposal for CBTA and its lack of flexibility. In addition, it is difficult to evaluate an effective training program, and an acceptable metric that demonstrates training effectiveness is needed. The United States highlights the need for the Personnel Training and Licensing Panel (PTLP) to address the challenges of implementing the CBTA framework for States and includes a recommendation to incorporate proven features from other training frameworks that have been in operation for many years providing attributes to which CBTA could benefit.

**2.4.6** For more than twenty years, the Universal Safety Oversight Audit Programme (USOAP) has provided valuable information to ICAO, States, and the public regarding States' capabilities to provide effective safety oversight of their aviation systems. USOAP Continuous Monitoring Approach (CMA) activities conducted over the last several years underscore the need for ICAO to enhance implementation of programmatic improvements and maintain focus on meeting the CMA objectives. The United States will recommend that ICAO establish a permanent steering committee to advise and support the implementation of the USOAP CMA, and to prioritize USOAP CMA activities to States deemed to be of the highest risk based on its risk prioritization in allowing time to focus on programmatic enhancements and improvements. The United States proposes this effort to allow ICAO to focus on completing all pending and recommended programmatic enhancements, while allowing the appropriate flexibility to address emerging safety issues in States with the greatest need.

**2.4.7** Communication among States is vital for the timely sharing of information that directly affects global aviation safety. ICAO provides a means to facilitate contacts among States, including the online version of Circular 95, *The Continuing Airworthiness of Aircraft in Services*, and Document, 7604, *Directory of National Civil Aviation Administrations*. Inaccurate information in both electronic repositories contributes to a State's difficulty in meeting various requirements related to the airworthiness of aircraft such as de-registration from a State's aircraft registry and the timely distribution of mandatory continuing airworthiness information. The United States will emphasize the need for States to update their respective information in both Circular 95 and Document 7604 to ensure this information is reviewed and updated at least annually.

## **2.5 Aviation Security and Facilitation**

**2.5.1** The United States recognizes the importance of the ongoing efforts of the Facilitation Panel (FALP) in finalizing SARPs on crew treatment, emphasizing this work as a top priority for the FALP in the coming triennium. Given the essential role crew members play in maintaining critical connectivity and securing the global supply chain, it is vital that, once these SARPs are adopted, States are urged to implement fair and consistent crew treatment practices in line with international guidance.

**2.5.2** The United States acknowledges the work completed by the Air Transport Regulation Panel (ATRP), the Airport Economic Panel (AEP), and the Air Navigation Services Economics Panel (ANSEP) on Article 15 of the Chicago Convention and recognizes the importance of making Article 15 a top priority for continued coordination and implementation during the next triennium.

**2.5.3** The United States seeks to remind States of their obligations to adhere to SARPs in the Annexes to the Convention; and recommends prioritizing the Annex 9, Chapter 5, Standards 5.26 through 5.29 for updating to reflect modern technological advances, allowing States to provide travel documents for their nationals within 7 days of a request of another Contracting State.

## **2.6 Human Trafficking**

**2.6.1** Human trafficking is an issue that persists in the aviation industry, which is often the primary mode of transportation utilized by traffickers. The United States invites support for a resolution underscoring the importance of giving due regard to Circular 362, *Guidelines for Combating Trafficking in Persons in the Air Operator Supply Chain*. This resolution will encourage the continuation of ICAO's efforts to assist States in their initiatives to counter human trafficking..

## **2.7            Illegal Immigration**

**2.7.1**            Transnational criminal organizations play a significant role in migrant smuggling and operate with near total impunity across multiple jurisdictions to facilitate the rapid movement of clients from origin to destination, often via circuitous routes. These well-organized groups coordinate across international borders, leverage commercial aviation routes, and have little regard for the safety of the smuggled individuals. Disrupting criminal networks that facilitate illegal migration requires international, multistakeholder cooperation to include national governments, law enforcement, airport authorities, airlines, travel agencies, and other service providers. Given the widespread impact of this issue across multiple regions and states, and in follow-up to A42, the United States intends to collaborate with the ICAO Facilitation Panel to explore the potential for updating existing SARPs or introducing new ones, guided by anticipated discussions at the Assembly.

## **2.8            Information Sharing**

**2.8.1**            The United States expects to develop information papers on efforts related to advanced air mobility activities, unmanned aircraft system (UAS) traffic management (UTM) activities, international harmonization of flight simulation training device (FSTD) technical standards, FAA air traffic modernization goals, difficulties of predictability and advance coordination related to random re-entry of space debris, and definition and delimitation of outer space.

In addition to the subjects discussed above, the United States may seek to exchange information concerning new proposals or recommendations anticipated to address other high-interest topics, including:

- Universal Safety Oversight Audit Program Continuous Monitoring Approach;
- Increasing the efficiency and effectiveness of ICAO;
- Innovation in aviation;
- Technical assistance and cooperation;
- Global plans;
- Spectrum-related issues; and
- Regional implementation support mechanisms

## **3                ACTION BY THE CONFERENCE**

3.1                The Conference is invited to:

3.2                Utilize the information contained in this paper to coordinate and collaborate with the United States in identifying and advancing commonalities during the 42<sup>nd</sup> ICAO Assembly.