



C-DEC 234/2
12/03/25

理事会 — 第 234 届会议

第二次会议

(2025 年 3 月 10 日，星期一，14 时 30 分，理事会会议厅)

决定摘要

公开会议

开幕词和项目审议时间表

1. 理事会根据主席 2025 年 3 月 10 日的 SS/3682 号备忘录第 5 号修改稿，注意到对本届会议日程表的如下修订：

- 原计划于 2025 年 3 月 14 日（星期五）举行的治理委员会（COG）会议，现将于 2025 年 3 月 12 日（星期三）14 时 30 分举行，然后举行非正式简报会；和
- 原计划于 2025 年 3 月 11 日（星期二）举行的航空运输委员会（ATC）会议，现将于 2025 年 3 月 19 日（星期三）在联营导航委员会（JSC）会议之后立即举行。

对第 234 届会议工作方案的修订

2. 根据理事会主席的提议，除了理事会已经同意并反映在 C-WP/15614 号文件第 1 号修改稿第 1 号增编/更正中对第 234 届会议工作方案的修订（C-DEC 234/1 号决定）之外，理事会同意进一步修订工作方案，按照阿拉伯联合酋长国对本届会议工作方案提出的建议，增加“应对航空部门劳动力挑战：全球政府视角”项目。

欢迎

3. 理事会热烈欢迎新任沙特阿拉伯代表（Mohammed Sami Habib 先生）。

致哀

4. 主席代表理事会就赤道几内亚代表的夫人最近去世向该代表及其家人表示诚挚的哀悼。

5. 主席还代表理事会就西班牙代表的继女最近去世向该代表及其家人表示诚挚的哀悼。

2024 年 12 月在哈萨克斯坦和大韩民国（ROK）发生的事故

6. 理事会根据大韩民国驻国际民航组织理事会代表团和哈萨克斯坦驻国际民航组织代表团各自提供的两次口头最新情况介绍审议了这一项目。两个代表团分别介绍了对 2024 年 12 月 29 日济州航空 2216 航班和 2024 年 12 月 25 日阿塞拜疆航空公司 8243 航班事故调查的最新情况。

7. 经过审议，理事会：

- a) 向济州航空 2216 航班和阿塞拜疆航空公司 8243 航班悲惨事故的受害者及其家属表示最深切的同情和哀悼，同时祝愿在事故中受伤的幸存乘客和机组人员早日完全康复；
- b) 确认分别关于济州航空 2216 航班和阿塞拜疆航空公司 8243 航班事故情况的初步调查报告均已公布，并在这方面注意到大韩民国代表团和哈萨克斯坦代表团提供的关于这些正在进行的调查状况的信息；
- c) 重申缔约国根据《国际民用航空公约》、特别是第三条分条，确保国际民用航空安全的基本义务；
- d) 对航空安全和安保面临的持续威胁表示严重关切，特别是在冲突区及其周围，强调“更安全的天空”倡议在减缓此类风险方面的重要性，重申其对该倡议的持续支持，并忆及各国和运营人需要实施国际民航组织《冲突区上空或附近民用航空器运行风险评估手册》（Doc 10084 号文件）中所载的指导；
- e) 要求秘书处编制一份大会工作文件草案提交国际民航组织大会第 42 届会议，忆及缔约国根据《国际民用航空公约》、特别是其第三条分条确保国际民用航空安全的义务，并敦促成员国和运营人实施国际民航组织《冲突区上空或附近民用航空器运行风险评估手册》（Doc 10084 号文件）中所载的指导；
- f) 要求秘书处编制一份大会工作文件草案，查明影响空中航行安全的潜在趋势，并提出为解决风险而可能采取的行动的提议，供国际民航组织大会第 42 届会议审议，理解是，秘书处还将在第 235 届会议期间为理事会组织一次非正式简报会，就此事项提供额外补充信息；
- g) 强调阿塞拜疆航空公司 8243 航班事故的初步调查报告显示全球定位系统（GPS）信号丢失，建议在全球导航卫星系统（GNSS）信号衰减或丢失的地区进行风险评估，并因此决定，在本届即第 234 届会议随后的一次会议上，更深入地讨论 GNSS 干扰和/或欺骗事件日益增多给飞行安全带来的日益严重的风险；和
- h) 决定继续关注这一事项，并为此分别请大韩民国代表团和哈萨克斯坦代表团酌情继续向理事会通报这方面的进一步进展。

关于选举理事会主席的国家级信件草案

8. 理事会根据 C-WP/15643 号文件及相关说贴（Flimsy）审议了这一项目，文件中提交了一份国家级信件草案，通知成员国即将举行理事会主席选举，并邀请提交候选人。理事会还审议了治理委员会（COG）就此提交的口头报告。

9. 经过审议，理事会：

- a) 批准了 C-WP/15643 号文件所附的国家级信件草案，其中通知成员国即将举行理事会主席选举，并邀请提交候选人；和
- b) 同意秘书长应在 2025 年 9 月 12 日之前收到所提交的理事会主席职位的候选人。

加强理事会及其附属机构工作方法的效率 — 审查人力资源委员会的解散

10. 理事会根据 C-WP/15644 号文件审议了这一项目，该文件按照理事会在第 229 和第 230 届会议期间做出的决定（参见 C-DEC 229/6 号决定和 C-DEC 230/1 号决定），对人力资源委员会（HRC）的解散进行了审查。理事会还审议了治理委员会（COG）就此提交的口头报告。

11. 经过审议，理事会：

- a) 注意到 C-WP/15644 号文件中所载的信息，特别是人力资源委员会解散后一年试行期间吸取的经验教训，包括由此提高的理事会及其附属机构工作方法的效率；
- b) 进而注意到，实施国际民航组织问责制框架，将确保在招聘和任命以前属于人力资源委员会职权范围的职位时，继续进行流程层级的控制和内部治理；和
- c) 在此过程中，确认了其在第 229 届会议期间做出的解散人力资源委员会的决定（参见 C-DEC 229/6 号决定）。

大会工作文件草案 — 任命 2026、2027 和 2028 财政年度国际民航组织外部审计员

12. 理事会根据 C-WP/15647 号文件审议了这一项目，该文件概述了任命 2026、2027 和 2028 财政年度国际民航组织外部审计员所遵循的程序，并提交了相关的大会工作文件草案。理事会还审议了财务委员会（FIC）就此提交的口头报告。

13. 经过审议，理事会：

- a) 注意到 C-WP/15647 号文件中提供的信息，并在此过程中核准了该工作文件附录 A 中所载的理事会工作组报告；
- b) 根据《财务条例》第 13.1 条，决定任命法国审计署（Cour des comptes）第一主席 Pierre Moscovici 先生为国际民航组织外部审计员，自 2026 年 1 月 1 日起任期三年（即 2026、2027 和 2028 财政年度），但须经即将召开的大会（A42）确认；

- c) 批准了 C-WP/15647 号文件附录 B 中所载的大会工作文件草案，但须包括 Pierre Moscovici 先生的姓名；和
- d) 请秘书处为将来遴选外部审计员探讨最佳做法，包括其他联合国实体采用的最佳做法，以加强这一过程中的公平性、包容性和更广泛的地域代表性，特别是对于发展中国家。

大会工作文件草案 — 对《国际民航组织财务条例》的修订

14. 理事会根据 C-WP/15648 号文件审议了这一项目，该文件提交了一份大会工作文件草案，提议对《国际民航组织财务条例》（Doc 7515/15 号文件）进行修订。理事会还审议了财务委员会（FIC）就此提交的口头报告。

15. 经过审议，理事会：

- a) 批准了载有《国际民航组织财务条例》拟议修订的大会工作文件草案，但须采纳财务委员会就保留《财务条例》第 9.5 条原有案文所商定的额外修改意见，并将对《财务条例》第 5.8 条术语的拟议修改纳入大会工作文件附录 A 和附录 B，内容复制在本 C-DEC 附录 A；和
- b) 批准了大会工作文件草案附录 B 中所载的大会决议草案，以提交大会第 42 届会议，但须反映上文 a) 分段商定的修改，并授权理事会主席在此之后代表理事会批准经修改的工作文件，以随后提交大会第 42 届会议。

大会工作文件草案 — 周转基金额度

16. 理事会根据 C-WP/15649 号文件审议了这一项目，该文件提交了一份大会工作文件草案，其中按照大会第 A41-30 号决议的决议条款第 2 条的要求，报告了周转基金（WCF）当前额度和借款权经费的充足程度。理事会还审议了财务委员会（FIC）就此提交的口头报告。

17. 经过审议，理事会：

- a) 注意到在本三年期（2022 年、2023 年和 2024 年）期间，本组织未使用周转基金，也未使用借款权，同意在下一个三年期将周转基金和借款权保持在相同水平；和
- b) 批准了 C-WP/15649 号文件所附的大会工作文件草案以及相关的决议草案，以提交大会第 42 届会议。

评价和审计咨询委员会（EAAC）的成员情况

18. 理事会根据理事会主席的口头报告审议了这一项目，该报告按照理事会在第 233 届会议期间作出的决定（参见 C-DEC 233/4 号决定），提出了任命评价和审计咨询委员会（EAAC）新成员的提案。

19. 经过审议，理事会：

- a) 注意到口头报告中所载的信息，并在此过程中同意理事会主席提议的程序，以替换在 2026 年离职的四名 EAAC 成员并更新名册成员，理解是，该程序将确保在现有 EAAC 成员和新成员之间实现有效的过渡和知识转移，同时避免对 EAAC 的工作造成任何干扰；
- b) 请秘书处着手向成员国发出国家级信件，呼吁提名 EAAC 候选人；
- c) 同意暂时将 EAAC 的组成从七名成员扩大到九名，以容纳将于 2025 年任命的两名新成员，并为此进一步同意免除 EAAC《职权范围》第 2.3 段的相关规定；和
- d) 注意到秘书处将与 EAAC 协调，对 EAAC 的运作进行有效性审查，因审查而对 EAAC 职权范围产生的任何修订将在适当时候提交理事会审议。

任何其他事项

为成员国提供的国际民航组织大会第 42 届会议补充指南

20. 理事会根据理事会主席于 2025 年 2 月 28 日星期五和 2025 年 3 月 6 日星期四散发的电子邮件审议了这一项目，内容涉及为成员国提供的国际民航组织大会第 42 届会议补充指南，这是按照 C-DEC 232/4 和 C-DEC 232/8 号决定拟定的，以供理事会审议。

21. 理事会注意到理事会主席和法律事务与对外关系局局长所作的澄清，以及理事会代表就此表达的观点。在此过程中，理事会批准了补充指南，但须采纳经理事会在审议过程中商定的额外修改，内容见于本 C-DEC 附录 B。理解是，该指南将附在即将发出的向成员国通报大会第 42 届会议安排的国家级信件之后。

任命空中航行委员会（ANC）候补成员

22. 会议注意到，鉴于截至 2025 年 2 月 4 日，未收到对理事会主席 2025 年 1 月 28 日电子邮件的评论意见，俄罗斯联邦政府提名的 Sergey Nabokov 先生被任命为空中航行委员会 Alexander A. Batalov 先生的候补委员，自 2025 年 1 月 9 日起生效。

任命航空环境保护委员会（CAEP）成员

23. 会议注意到，鉴于截至 2025 年 2 月 26 日，未收到对理事会主席 2025 年 2 月 12 日电子邮件的评论意见，Ivan Iatsenko 先生被任命为乌克兰 CAEP 成员，接替 Iryna Kustovska 女士，自 2025 年 2 月 27 日起生效。

任命爱德华·沃纳奖委员会成员

24. 会议注意到，鉴于截至 2025 年 2 月 28 日，未收到对理事会主席 2025 年 2 月 24 日电子邮件的评论意见，理事会批准任命 Estanislao Esono Anguesomo 先生（赤道几内亚）和 Sergio Martes 先生（意大利）填补爱德华·华纳奖委员会的当前空缺。

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APPENDIX A

**ADDITIONAL MODIFICATIONS TO THE PROPOSED AMENDMENTS TO THE
ICAO FINANCIAL REGULATIONS (DOC 7515/17)**

Pursuant to the Council’s consideration of C-WP/15648, the following table reflects the additional modifications agreed by the Finance Committee (FIC), and approved by the Council, to the amendments proposed to Financial Regulations 5.8 and 9.5 of the ICAO Financial Regulations (DOC 7515/17), for incorporation into Appendices A and B of the relevant draft Assembly working paper.

**APPENDIX A
(to Draft Assembly Working Paper)**

PROPOSED AMENDMENTS TO THE ICAO FINANCIAL REGULATIONS DOC 7515/17

Existing Text	Edited changes	New Complete Text	Comments/Justification
[...]			
Article V Regular Budget Appropriations			
5.8 Transfers between Strategic Results within each Strategic Objective may be effected by the Secretary General	5.8 Transfers between Strategic Results within each Strategic Objective Goal may be effected by the Secretary General.	5.8 Transfers between Strategic Results within each Strategic Goal may be effected by the Secretary General.	Update terminology to align with 2026-2028 Business Plan. Replacement of “Objectives” with “Goals”.
[...]			

To Article IX Technical Cooperation Capacity Development and Implementation			
[...]			
9.5 Budgetary estimates for AOSC, after having been reviewed by the Technical Co-operation Committee and the Finance Committee and approved by the Council, shall be presented with the Regular Budget to the Assembly. The Assembly shall review and approve the AOSC estimates. The Secretary General shall make such adjustments to the approved estimates as may be required during the budgetary period concerned in order to provide adequate administration and support services to the Organization's programmes of technical cooperation, within the terms of these Financial Regulations and within the amounts of extra budgetary resources provided to the Organization for this purpose,	9.5 Budgetary estimates for AOSC, after having been reviewed by the Technical Co-operation and Implementation Support Committee and the Finance Committee and approved by the Council, shall be presented with the Regular Budget to the Assembly. The Assembly shall review and approve the AOSC estimates. The Secretary General shall make such adjustments to the approved estimates as may be required during the budgetary period concerned in order to provide adequate administration and support services to the Organization's CDIP programmes of technical cooperation, within the terms of these Financial Regulations and within the amounts of extra budgetary resources provided to the Organization for this purpose, and report to the Finance and Technical Co-operation and Implementation Support Committees thereon. Any such adjustment to the ordinary administrative and operational	9.5 Budgetary estimates for AOSC, after having been reviewed by the Technical Co-operation and Implementation Support Committee and the Finance Committee and approved by the Council, shall be presented with the Regular Budget to the Assembly. The Assembly shall review and approve the AOSC estimates. The Secretary General shall make such adjustments to the approved estimates as may be required during the budgetary period concerned in order to provide adequate administration and support services to the Organization's CDIP, within the terms of these Financial Regulations and within the amounts of extra budgetary resources provided to the Organization for this purpose, and report to the Finance and Technical Co-operation and Implementation Support Committees thereon. Any such adjustment to the	To reflect revised name of Technical Co-operation Committee and to allow flexibility for the Council to determine which Committee(s) would review the AOSC budgetary estimates.

and report to the Finance Committee thereon. Any such adjustment to the ordinary administrative and operational costs for the year exceeding a 5 per cent increase over the amount approved by the Assembly, or previously approved by the Council hereunder, shall be reported to Council and an increase in excess of 10 per cent will be subject to prior approval by the Council.	costs for the year exceeding a 5 per cent increase over the amount approved by the Assembly, or previously approved by the Council hereunder, shall be reported to Council and an increase in excess of 10 per cent will be subject to prior approval by the Council.	ordinary administrative and operational costs for the year exceeding a 5 per cent increase over the amount approved by the Assembly, or previously approved by the Council hereunder, shall be reported to Council and an increase in excess of 10 per cent will be subject to prior approval by the Council.	
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APPENDIX B

(to the Draft Assembly Working Paper)

DRAFT RESOLUTION FOR ADOPTION BY THE 42ND SESSION OF THE ASSEMBLY

[...]

Edited changes		New revised text	
[...]		[...]	
5.8	Transfers between Strategic Results within each Strategic Objective Goal	5.8	Transfers between Strategic Results within each Strategic Goal may

Edited changes	New revised text
may be effected by the Secretary General.	be effected by the Secretary General.
[...]	[...]
9.5 Budgetary estimates for AOSC, after having been reviewed by the Technical Co-operation and Implementation Support Committee and the Finance Committee and approved by the Council, shall be presented with the Regular Budget to the Assembly. The Assembly shall review and approve the AOSC estimates. The Secretary General shall make such adjustments to the approved estimates as may be required during the budgetary period concerned in order to provide adequate administration and support services to the Organization's CDIP programmes of technical cooperation, within the terms of these Financial Regulations and within the amounts of extra budgetary resources provided to the Organization for this purpose, and report to the Finance and Technical Co-operation and Implementation Support Committees thereon. Any such adjustment to the ordinary administrative and operational costs for the year exceeding a 5 per cent increase over the amount approved by the Assembly, or previously approved by the Council hereunder, shall be reported to Council and an increase in excess of 10 per cent will be subject to prior approval by the Council.	9.5 Budgetary estimates for AOSC, after having been reviewed by the Technical Co-operation and Implementation Support Committee and the Finance Committee and approved by the Council, shall be presented with the Regular Budget to the Assembly. The Assembly shall review and approve the AOSC estimates. The Secretary General shall make such adjustments to the approved estimates as may be required during the budgetary period concerned in order to provide adequate administration and support services to the Organization's CDIP, within the terms of these Financial Regulations and within the amounts of extra budgetary resources provided to the Organization for this purpose, and report to the Finance and Technical Co-operation and Implementation Support Committees thereon. Any such adjustment to the ordinary administrative and operational costs for the year exceeding a 5 per cent increase over the amount approved by the Assembly, or previously approved by the Council hereunder, shall be reported to Council and an increase in excess of 10 per cent will be subject to prior approval by the Council.

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APPENDIX B

The following text reflects the modifications to the “Additional Guidance for Member States on the 42nd Session of the ICAO Assembly,” as agreed by the Council. This approved guidance will be included as a separate Attachment A to the forthcoming State letter to Member States communicating the administrative arrangements for the upcoming 42nd Session of the Assembly.

ATTACHMENT A to State letter SA 42/2 – 25/[xxx]

ADDITIONAL GUIDANCE FOR MEMBER STATES ON THE 42ND SESSION OF THE ICAO ASSEMBLY

1. Pursuant to the decisions taken by the ICAO Council during the fourth and eighth meetings of its 232nd Session, on 12 and 18 June 2024, respectively, and taking into account lessons learned from the 41st Session of the ICAO Assembly, the Council agreed to adopt a streamlined approach in the preparation of the agenda of the 42nd Assembly. This approach aims to enhance the efficiency of the proceedings by focussing on strategic priorities and policy matters. The provisional agenda for the 42nd Session of the ICAO Assembly was communicated via State letter SA 42/1 – 24/108, dated 13 December 2024, and is reproduced in A42-WP/1, available on the 42nd Assembly website at <http://www.icao.int/A42>.
2. Accordingly, Member States are encouraged to submit working papers ~~to be submitted for consideration by the Assembly that are should be~~ action-oriented and ~~directly~~ relevant to an Assembly Resolution under consideration. Member States are further encouraged ~~Working papers should,~~ to the extent possible, to focus their working papers ~~be focussed~~ on proposals related to decisions on the adoption of amendments to Assembly Resolutions or on specific topics or issues on which action has not already been taken by the ICAO Council or other high-level bodies.
3. ~~It is recommended that s~~ Should a Member State wish to propose a new initiative or project activity with budgetary implications for the Organization, it is ~~recommended~~ ~~required~~ to include a cost estimate for its proposal, and to submit said proposal before 2 June 2025, for consideration ~~and decision~~ by the Council for inclusion in the draft budget submission. ~~This is in order to allow the Secretary General to meet the requirements of Rule 42A of the Standing Rules of Procedure of the Assembly of the International Civil Aviation Organization (Doc 7600/8).~~
4. Member States ~~and other originators of working papers~~ are also encouraged to refrain from submitting extensive and/or substantive amendments to Assembly Resolutions after the established deadlines for the submission of Assembly documentation ~~(see below for further information in this regard), or,~~ as well as during the Assembly session itself.
5. ~~Any~~ Should a working paper ~~that does~~ not meet these criteria, the Secretariat will ~~be converted~~ engage with the Member State to consider options for converting the working paper to an information paper, ~~and~~ as appropriate. Information papers will be acknowledged in the report of the subsidiary body of the Assembly to which ~~it was~~ they are referred.
6. It is recalled that the function of the subsidiary bodies established in accordance with Rules 6, 14 and 18 of the *Standing Rules of Procedure of the Assembly of the International Civil Aviation Organization* (Doc 7600/8), is the consideration of those items of the agenda, or parts of those items, referred to them by the Assembly. As such, their primary role is to frame proposals and provide recommendations thereon, as appropriate, for decision by the Plenary of the Assembly.
7. While the Standing Rules do not preclude voting in subsidiary bodies, it is anticipated that any voting on a particular question would occur only once, preferably in the Plenary.