



IALA POLICY ADVISORY PANEL

REPORT OF THE 59TH SESSION OF THE IALA POLICY ADVISORY PANEL (PAP)

12 November 2025

EXECUTIVE SUMMARY

The 59th session of PAP was held online on 12 November 2025.

Key outcomes included:

- PAP members noted the result from the 2025 second half committee season.
- Acknowledgment that improvements are required for inter-committee communication and that new systems are being developed by the Secretariat to enhance coordination.
- Agreement that further discussion on the format and update cycle of the NAVGUIDE should take place at PAP60, including sponsorship for graphical editing work.
- Agreement to maintain that IALA is referenced in IMO draft documents as a potential provider role of MCP.
- Agreement that the feasibility study results of IALA to potentially take on the role as a MCP provider should be presented to the DTEC Committee and then to PAP for further discussion. A gap analysis will be undertaken to identify whether additional actions are required.
- The PAP noted that a review of the committee output document quality checking procedure will be presented further at a future PAP meeting.
- The PAP agreed that a firm proposal for the 2027 schedule should be prepared for discussion at PAP60.
- The PAP congratulated Norway on successfully completing its national programme to convert all sector lights in accordance with Guideline G1041 after a seven-year project.



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Report of the 59th Session of the Policy Advisory Panel

GENERAL

PAP59 was held virtually 12 November 2025, with Phil Day as Chair and Thomas Southall as Secretary.

1. WELCOME AND OPENING REMARKS

1.1. WELCOME BY THE DEPUTY SECRETARY-GENERAL

The PAP were warmly welcomed by the Deputy Secretary-General.

1.2. APPROVAL OF AGENDA

The agenda (input paper PAP59-1.2.1) was approved. The approved agenda is provided in ANNEX A.

1.3. APOLOGIES

Apologies were received from Serhat Aytugel, PAP Vice-Chair and Thomas Arculus Acting LAP Chair. Dennis Khoo and Trond Ski Vice-Chairs of the DTEC and VTS Committee introduced themselves as this was the first time they had attended.

1.4. REVIEW OF INPUT PAPERS

PAP members noted the input papers for the session.

2. OPERATIONAL AND ADMINISTRATIVE MATTERS

2.1. FEEDBACK FROM THE COMMITTEE SEASON

Each chair reported on their respective committees in turn, summarising attendance, outputs and key developments during the season.

The ARM Committee had 99 participants in attendance. The Committee completed a draft recommendation on digitalisation and services, including considerations on varying levels of autonomy. This recommendation underwent review by the Policy Advisory Panel prior to approval and is now forwarded to Council. A guideline on drone operations was also submitted for Council approval. In addition, a proposal for the 3rd joint IALA/IHO workshop was submitted to Council for approval. Numerous liaison notes were approved and circulated to other committees. A significant focus during the week was the development of S-125, which involved extensive discussion with representatives from the IHO, including the NIPWG Chair. Interaction between S-124 and S-125 was examined and a task group within IHO, which IALA members are welcome to join, will progress edits to the S-125 draft. The objective was to achieve formal approval by HSSC in May of the following year.

The VTS Committee reported a successful session with approximately 136 participants. Outputs included a revised Recommendation R1012 on VTS communications, a revised guideline G1156 on recruitment, training, and certification of VTS personnel and a revised Model Course C0103-5 on VTS revalidation training all three forwarded to Council. A new guideline on VTS English communication competency testing was finalized, addressing long-standing work on language standards for non-English-speaking countries. Updates were made to the service specification and service design for route exchange (version 1.1). Liaison notes were issued to ARM and DTEC on drones, AIS model courses, OREI and emerging digitalisation initiatives. Updates were also made to proposals for the GI Registry.

The ENG Committee met at the offices of Irish Lights in Dún Laoghaire, with 88 participants, 70 attending in person and 18 online. Work focused on revising the recommendation for leading lights, an older document

requiring update and on guideline for the measurement lights. Additional tasks included guidance on maintenance of floating AtoNs, moorings and remote monitoring systems. In the area of radionavigation services, progress was made on recommendations and guidance for implementing R-Mode in MF and VDES bands, as well as on high-accuracy position systems and retransmission of SBAS data via VDES. Two revised recommendations on racon services, R0101 and R146, were completed for Council approval. Work continued on the S-200 product specification for the PNT Station Almanac. The Heritage and Culture Forum identified three candidate lighthouses for the Lighthouse of the Year award. Minor changes to the nomination process were proposed to include associated members and to adjust timelines for 2027 and 2028 due to the conference schedule. The committee also hosted a sustainability workshop the preceding week, attended by 50 participants. The workshop addressed environmental and skills-related aspects of sustainability, featured keynote presentations and produced conclusions for future work. The report and an input paper from the ENG Chair on sustainability will be submitted to PAP for consideration in February, this may feed into the future work programme and the PAP strategy workshop.

The DTEC Committee reported strong participation, with 150 attendees. Key outputs included amendments to the recommendation on harmonized implementation of application-specific messages and updates to IMO regulatory frameworks for VDES. A guideline on the maritime service registry was approved at the last Council but needed revision. The committee discussed the need for a maritime connectivity platform to support S-100 communication and agreed to investigate implementation aspects. Work continued on guidelines for digitalization of waterways. The committee also finalized a draft amendment to ITU recommendations for VDES technical characteristics. Preparations of VDES were made for the entry into force of SOLAS amendments in January 2028, with testing standards under development by IEC. A successful workshop on IMT technologies held in Germany also informed discussions during the session.

Finally, the LAP reported on a short meeting, approving a draft policy on advertising and sponsorship in the IGO for Council consideration and responding to DTEC on the emerging technologies guideline.

PAP members noted the result from the 2025 second half committee season.

2.2. INTER-COMMITTEE LIAISON

The Technical Operations Director, Minsu Jeon, introduced the topic of inter-committee liaison, noting that the purpose of this agenda item was to identify any matters requiring urgent attention and to review the effectiveness of liaison processes. It was acknowledged that improvements are still needed, although new systems developed by the Secretariat are expected to enhance coordination. The timing of committee meetings was highlighted as a factor, with ARM being the last in the cycle, which can delay responses to liaison notes.

A consolidated list of liaison notes was presented (Annex E) and noted by PAP to provide visibility of all papers circulated between committees.

The discussion confirmed that all liaison notes could be addressed within the established committee cycle, with no urgent matters requiring intersessional action. However, the need for clarity on the update process for the NAVGUIDE was raised. While discussion had mentioned that the document could be a living resource, practical considerations such as printed versions for training institutions mean that updates cannot occur continuously. It was agreed that further discussion on the format and update cycle should take place at the next PAP meeting, including sponsorship for graphical editing work.

Acknowledgment that improvements are required for inter-committee communication and that new systems are being developed by the Secretariat to enhance coordination.

Agreement that further discussion on the format and update cycle of the NAVGUIDE should take place at PAP60, including sponsorship for graphical editing work.

3. ANY OTHER BUSINESS

3.1. MCP INSTANCE

The discussion on the Maritime Connectivity Platform focused on clarifying its status and next steps. The Deputy Secretary-General informed PAP members of developments to ensure that all committees were aware of the current status of IALA's considerations.

It was reported that a member from the Republic of Korea had secured funding to conduct a feasibility study on MCP. This study was encouraged as it would provide valuable information for future decisions, particularly for Council. The study is expected to examine technical feasibility, governance arrangements, cost implications and legal issues. The PAP agreed that these aspects are critical for determining whether IALA should host an MCP instance.

The group emphasized the need for independence in the feasibility study to ensure objective advice. The group agreed that the feasibility study results should be presented to the DTEC Committee and then to PAP for further discussion. A gap analysis will be undertaken to identify whether additional actions are required.

Finally, PAP members acknowledged that MCP is referenced in IMO draft documents as a potential provider role for IALA. There was no objection to maintaining this reference at present, provided that IALA continues to monitor developments and assess its capacity to fulfil such responsibilities.

Agreement to maintain that IALA is referenced in IMO draft documents as a potential provider role of MCP.

Agreement agreed that the feasibility study results of IALA to potentially take on the role as a MCP provider should be presented to the DTEC Committee and then to PAP for further discussion. A gap analysis will be undertaken to identify whether additional actions are required.

3.2. PAP REPORT TO COUNCIL

The PAP report to Council will draw on the executive summary from the previous PAP meeting and incorporate the main outcomes from today's discussions, these points will form the basis of the verbal report.

3.3. QUALITY CHECKS

An additional item was raised concerning the handling of documents during the quality checks. The issue arose when a guideline, which had passed through approval without comments, was to be sent back to the committee following a quality check review.

The Secretariat explained that the document in question contained examples of contractual agreements from several administrations. The timing of the intervention was linked to the Secretariat's obligation to conduct thorough quality checks before Council submission, previously a 30-days requirement as an NGO, now extended to 40-days under IGO rules.

It was acknowledged that this situation was exceptional and not intended as a precedent. The Secretariat and chairs emphasized commitment to identifying such issues earlier in the process. PAP members agreed that the current system is an improvement over previous practices but recognized that further refinement is needed to balance quality assurance with timely publication.

Several options were discussed to address the timing challenge. One proposal was to introduce an additional stage in the approval process, allowing the Secretariat to review documents between committee sessions and provide feedback before final approval. Another suggestion was to allocate time during committee meetings for quality checks. It was agreed that a review of the quality checking procedure should be presented further at a future PAP meeting.

The discussion also noted that older documents may require review to ensure they remain fit for purpose for publication under IALA's current status. The Secretariat has already begun to identify such documents, and the findings will be submitted to the committees.

The PAP noted that a review of the committee output document quality checking procedure will be presented further at a future PAP meeting.

3.4. COMMITTEE DATES

The discussion addressed scheduling challenges for upcoming committee sessions, particularly in relation to the 2027 General Assembly and the timing of the Conference in November that year. It was noted that committees traditionally do not meet in the first part of a Conference and General Assembly year (spring for the northern hemisphere) and therefore it was raised that it was not clear if the first season (spring) should be held and the second season (autumn) be cancelled. However, DTEC indicated that they may require an additional session in the second season (autumn) of 2027 to maintain progress on work with IMO, ITU and other organisations.

The group recognized the need for a common approach to scheduling in 2027, balancing workload, liaison processes and Member States' budgets. It was suggested that this matter be discussed further at the next PAP meeting to establish committee timing during the General Assembly cycle.

Attention was also drawn to the impact of the 40-day lead time for Council input papers, which is mandated by the General Regulations. This requirement significantly affects committee scheduling and quality assurance processes. While the possibility of revising this lead time was raised, it was acknowledged that such a change would require General Assembly approval, in the meantime adjustments to committee dates will need to accommodate this.

Several practical considerations were highlighted, including the need to identify available weeks for meetings, avoid conflicts with other international organisations and ensure sufficient time for quality checks. It was agreed that a firm proposal for the 2027 schedule should be prepared for discussion in February, taking into account these factors and the potential need for additional sessions.

The PAP agreed that a firm proposal for the 2027 schedule should be prepared for discussion at PAP60.

3.5. NORWEGIAN SECTOR LIGHTS

Guttorm Tomren, ARM Chair, reported that Norway had successfully completed its national programme to convert all sector lights in accordance with Guideline G1041. This milestone marked the end of a seven-year effort to bring thousands of sector lights, many of which had been in service for over a century, into compliance with the guideline. The final conversion was completed yesterday and the achievement was celebrated nationwide.

The PAP congratulated Norway on successfully completing its national programme to convert all sector lights in accordance with Guideline G1041 after a seven-year project.

4. CLOSING OF MEETING

4.1. REVIEW OF KEY OUTPUTS FROM MEETING

There were none.

4.2. REPORT OF THE MEETING

The final report was approved by correspondence.

4.3. DATE AND VENUE OF NEXT MEETING

PAP60 and the Conference Steering Group will meet at IALA HQ on 2 – 6 February 2025.

5. CLOSING OF MEETING

The Chair expressed appreciation to all PAP members for their engagement and collaboration throughout the meeting. Congratulations were extended to the committee chairs and vice-chairs for steering a productive and successful committee season.

6. LIST OF ANNEXES TO THE REPORT

- 1 Agenda
A copy of the agenda is at ANNEX A.
- 2 Participants
A list of participants is at ANNEX B.
- 3 Input papers
A list of input papers is at ANNEX C.
- 4 Output papers
A list of output papers is at Annex D
- 5 Liaison notes
List of inter-committee liaison notes is at ANNEX E

ANNEX A AGENDA



59th Meeting of the IALA Policy Advisory Panel (PAP59)

The 59th meeting of the Policy Advisory Panel will be held on 13 November online, commencing at 12:00 UTC.

In accordance with the Convention Article 9.1, the Policy Advisory Panel will support the aims and objectives of the Organization by:

- a) Proposing the meeting dates of all Committees for a given year for approval by the Secretary-General at least one year in advance, for notification to all participants through the IALA website.
- b) Considering and advising the Council and the Secretariat on policy and strategy matters concerning the development and harmonisation of Marine Aids to Navigation systems, with specific emphasis on the Strategic Vision.
- c) Co-ordinating the work of the Committees and providing a forum for Committee Chairs to share progress, challenges and operations to provide a collegiate delivery of the various work plans with the Secretariat.
- d) Carry out such other work as the Council may from time to time require.

Agenda

1 Welcome and Opening Remarks

1.1	Welcome by Secretary-General and Deputy Secretary-General	FZ, OFE	
1.2	Approval of agenda	PD	Approve
1.3	Apologies and introductions	TS	Note
1.4	Review of input papers	TS	Note

2 Operational and Administrative Matters

2.1	Feedback from the committee season	PD	Discuss
2.2	Inter-committee liaison	MJ	Discuss

3 Any other business

3.1	MCP instance	OFE	Discuss
3.2	PAP report to Council	PD	Discuss

4 Closing of meeting

4.1	Review of Key Outputs from Meeting
4.2	Report of the meeting
4.3	Date and venue of next meeting

ANNEX B LIST OF PARTICIPANTS

PAP	Chair	Phil Day guttorm.tomren@kystverket.no
ARM Committee	Chair	Guttorm Tomren guttorm.tomren@kystverket.no
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DTEC Committee	Chair	NOGUCHI Hideki hideki.noguchi@gmail.com
	Vice-Chair	Dennis Khoo dennis_khoo@mpa.gov.sg
ENG Committee	Chair	Alwyn Williams alwyn.williams@gla-rad.org
VTS Committee	Chair	Monica Sundklev monica.sundklev@transportstyrelsen.se
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LAP	Acting Chair	Thomas Arculus thomas.arculus@trinityhouse.co.uk
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Document Controller and Legal Advisor		Christina Schneider csc@iala.int



ANNEX C LIST OF INPUT PAPERS

Meeting	Agenda Item	Input Paper Title	Source
PAP59-	1.2.1	Provisional Agenda	Secretariat
PAP59-	3.1.1	LN-from-DTEC-to-VTS-ARM-and-ENG-on-operational-IALA-MCP-instance	DTEC



ANNEX D LIST OF OUTPUT PAPERS

Meeting	Agenda Item	OUTPUT PAPERS
PAP57-	4.2	Report of PAP59



ANNEX E LIAISON NOTES

VTS		title of the document	recipient	summary
VTS58-	12.1.3	LN to ARM on OREI	ARM	The VTS Committee recommends aligning Guideline G1185 on OREI navigation safety with SOLAS Chapter V, referencing G1070, and incorporating it under Recommendation R1010 on Marine Spatial Planning.
VTS58-	12.1.4	Draft G1185 Ed1.0 Enhancing the safety around OREI with track changes	ARM	Comments
VTS58-	12.1.5	LN to DTEC and ARM Recommendation Digitalization on AtoN and Services for Vessels of Varying Levels of Autonomy	DTEC and ARM	The VTS Committee requested revisions to the draft Recommendation on digitalization of Marine AtoN to remove unapproved MASS references and refine the RECOMMENDS section for clearer and stronger guidance.
VTS58-	12.2.1	LN to ARM on the use of drones for AtoN management	ARM	The VTS Committee proposed revisions to ARM's drone guideline to include VTS infrastructure, clarify operational scope (including BVLOS), and streamline content by aligning it with national and industry standards.
VTS58-	12.2.2	LN to DTEC on digitalisation roadmap	DTEC	The VTS Committee endorsed ARM's input and provided updated S-200 and VTS digitalization roadmap details to DTEC for inclusion in IALA's broader digitalisation discussion.
VTS58-	12.3.1	LN to ARM on AIS Model Course	ARM	The VTS Committee proposed refinements to the AIS Model Course to improve clarity, consistency, and alignment with the IALA model course format.
DTEC		title of the document		summary
DTEC5	15.2.2	Liaison note to PAP, ARM, and VTS regarding MRN	PAP, ARM, VTS	DTEC asks PAP to assign DTEC the lead on MRN/OID governance while ARM and VTS handle domain-specific uses, ensuring MRN's interoperable, cross-organisation identification role continues and expands.



DTEC5	15.2.3	Liaison note to VTS, ARM, and ENG on operational IALA MCP instance	VTS, ARM, ENG	DTEC proposes that IALA establish an operational MCP instance to support real-time maritime services beyond the hydrographic domain and invites ARM, VTS, and ENG to contribute to a feasibility study on its governance, operation, and funding.
DTEC5	15.2.4	Liaison note to PAP on MCP	PAP	Input paper
DTEC5	15.3.1	Liaison note to ARM, ENG, VTS on Tech Review Summary Table	ARM, ENG, VTS	DTEC updated its emerging technologies tracker (including 5G-NR positioning, SADRMT, and MS@MS) and asks ARM/ENG/VTS to review the materials, propose new candidates, and contribute to revising G1153 at DTEC6.
DTEC5	15.3.4	Liaison note to ARM, ENG, VTS on Draft Discussion Paper on IALA Vision Towards Digitalization	ARM, ENG, VTS	DTEC invites committee feedback on the draft IALA digitalization vision and strategies paper, which defines IALA's role, strategic goals, and publication roadmap for emerging maritime digital technologies.
DTEC5	15.3.5	Liaison note DTEC to all committees on AI Guideline G1178	ARM, ENG, VTS	DTEC invites all committees to contribute AI-related experiences and use cases to support the 2026 update of Guideline G1178 on Artificial Intelligence in the IALA domain.
DTEC5	15.3.5.1	Revised G1178 An intro to AI in IALA Domain	ARM, ENG, VTS	associated document
DTEC5	15.3.6	Liaison note to ARM on draft Recommendation on Digitalization Marine AtoN	ARM	DTEC advises ARM to update R1019 instead of issuing a new digitalization recommendation and to consolidate the related guideline into one document addressing AtoN for vessels with varying autonomy.
DTEC5	15.3.7	Liaison note to all committees on Digitalisation of Waterways Guideline	ARM, ENG, VTS	DTEC invites all committees to review and comment on the updated Guideline on Digitalization of Waterways and to join the inter-committee meeting on 6 November 2025 before its planned completion in 2026.
DTEC5	15.3.7.1	Draft Guideline on Digitalization of waterways	ARM, ENG, VTS	associated document
ENG		title of the document		summary
ENG21	9.2.1.1	Liaison note from ENG to ARM on AtoN for SIDS project	ARM	ENG asks ARM to add a funded, three-year AtoN for SIDS co-design project to the work plan to deliver low-cost, IALA-compliant AtoN solutions and a practical implementation guide for SIDS/LDCs.



ENG21	9.2.2.3	Liaison note from ENG to DTEC on operational IALA MCP instance	DTEC	ENG supports DTEC's proposal for an IALA-operated MCP and requests the feasibility study also assess options for Members to host or integrate their own MCP instances.
ENG21	9.2.2.4	Liaison note from ENG to DTEC on Update of Emerging Technology Review	DTEC	ENG welcomes the 5G-NR positioning review but asks DTEC to address spectrum, costs, timing, and interference issues and to update both the review and G1153 as needed.
ENG21	9.2.2.5	Liaison note from ENG to DTEC on Draft Discussion Paper on IALA Vision Towards Digitalization	DTEC	ENG supports DTEC's digitalization vision paper but recommends clarifying IMO linkages, improving task references in timelines, and addressing future regulatory and technological challenges.
ENG21	9.2.2.6	Liaison note from ENG to DTEC on AI Guideline G1178	DTEC	ENG supports updating G1178, contributes a Dutch North Sea AI programme as a concrete use case, and asks DTEC to incorporate it and share further AI developments.
ENG21	9.2.2.7	Liaison note from ENG to DTEC on Digitalisation of Waterways Guideline	DTEC	ENG requested DTEC to clarify scope and strengthen references to resilient PNT and precise positioning in the draft Guideline on Digitalization of Waterways.
ARM		title of the document		summary
ARM21-	11.1.2	LN from ARM to all committees on NAVGUIDE 2027	To all committees	The ARM committee kindly requests that all committees review their relevant sections for accuracy and relevant updates, and provide any edits to the 2023 NAVGUIDE edition to ARM for consolidation by ARM 23, October 2026.
ARM21-	11.1.4	LN from ARM to VTS on the revision of G1185 relating to OREI	To VTS	ARM confirms AtoN content for G1185 is complete, assigns the guideline under R1010 on MSP, and forwards the draft to VTS59 for final VTS edits and completion.
ARM21-	11.1.4.1	Reviewed Guideline G1185 Enhancing the safety around OREI V3	To VTS	associated document
ARM21-	11.2.1	LN from ARM to DTEC on establishing MCP instance	To DTEC	ARM supports DTEC's proposal for an IALA MCP but calls for a comprehensive feasibility study addressing operational, legal, and cybersecurity aspects before proceeding.
ARM21-	11.2.2	LN from ARM to DTEC on Discussion Paper On IALA Vision Towards Digitalization	To DTEC	ARM endorses the vision and strategies but rejects expanding IALA publications into broad emerging-tech guidance, urging focus on AtoN-specific application to avoid duplication.



ARM21-	11.2.3	LN from ARM to DTEC on digitalization waterways	To DTEC	ARM appreciates DTEC's work on waterway digitalization but recommends publishing it as an Information Paper instead of a Guideline due to its descriptive, non-guidance nature.
ARM21-	11.2.4	LN from ARM to DTEC on G1178	To DTEC	ARM shares current GLA/GRAD AI projects and urges DTEC to strengthen G1178 with explicit AI risk/impact guidance (referencing the EU AI Act) and linkages to ARM's forthcoming cyber-risk guidance.
ARM21-	11.2.5	LN from ARM to all committees on MSAtoN	To all committees	ARM submits the completed MS2 AtoN Service Guideline for DTEC, VTS, and ENG review, detailing how harmonized AtoN information will be delivered through S-100-based digital services.
ARM21-	11.2.5.1	Draft_Guideline_IALA_ms2_maritime_service	To all committees	associated document
ARM21-	11.2.8	LN from ARM to PAP and all committees on MRN	To all committees	ARM proposes keeping R1023 as-is while splitting and revising G1143/G1164, creating a new IALA-specific MRN namespace guideline, and asks PAP to confirm future ownership before advancing an IMO submission.
ARM21-	11.2.8.1	Draft G1143 Ed3.1 Unique Identifiers For Maritime Resources – post ARM21	To all committees	associated document
ARM21-	11.2.8.2	Draft G1164 Ed1.1 Management of Maritime Resource Name Organisation Identifiers – post ARM21	To all committees	associated document
ARM21-	11.2.8.3	Draft Gxxx Management of the IALA MRN namespace – post ARM21	To all committees	associated document
ARM21-	11.4.1	LN from ARM to PAP on Cyber Security Tasks	To PAP	ARM proposes merging all cybersecurity tasks under Task 1.4.3 and transferring the AtoN Cyber Security Model Course task to WWA to streamline coordination and regular cross-committee review.
LAP		title of the document		summary



LAP28-	13.1	Liaison note to Council on new draft policy on advertising and sponsoring in the IGO	To Council to consider	
LAP28-	13.2	Liaison note to DTEC on the changed G1153	To DTEC to consider	

