
PKD Board Annual Report 2025

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PKD Board Discussion Paper

Forwarded by: 2025 Chairperson

Reference Document(s): B-Pub/76 - PKD Board Annual Report 2023 dated 25.06.2025

BACKGROUND

The MoU, Attachment C, paragraph 1.2 states the following:

"1.2 The PKD Board is the standing body responsible for the ICAO PKD. Its duties will include:

...

j) submit to the Participants an Annual Report on its activities and other relevant issues in the preceding year on or before 31 October;"

PURPOSE

This Discussion Paper is intended to fulfil the MoU requirement.

URGENCY

This report should be considered by the Board through written procedure in order to allow for publication on the ICAO public website in a timely manner.

PROPOSAL**PKD Board Annual Report 2025****Purpose**

Based on, and in continuation of the previous PKD Board Annual Reports, the present Annual Report gives an overview of the development of the PKD as well as important activities of the PKD Board in the year 2025.

1. PKD Organization – PKD Governance Bodies, Liaison with ICAO Governance Bodies**a) PKD Board**

The 32nd meeting of the PKD Board took place in Montreal, Canada on 10 and 11 December 2025. Some 100 attendees from the ICAO Secretariat, ICAO PKD participants and International Organizations joined the meeting. Topics discussed included a new PKD Long-Term Strategy and a PKD Communications Strategy, capacity building and redesign of the PKD Data Quality Coaching Programme, establishment of PKD subgroups to deliberate on issues arising related to new use cases, capacity building and communications, elaboration of new PKD-related Standards and Recommended Practicess in Annex 9 – Facilitation and extended cooperation. All 2024 and 2025 financial and organizational documents were approved, text for an update of the PKD Memorandum of Understanding was approved for further consideration while PKD Strategic Guiding Principles and the Data Quality Coaching Programme redesign proposed were endorsed.

A technical workshop was organized alongside the Board meeting on 9 December 2025 that provided an opportunity for participants to share technical insights and information. An unconference format session provided for open sharing of information and debate on topics of most interest.

During the meeting, it was agreed that Mr. Cor de Jonge (Netherlands) would be the 2026 PKD Board Chairperson and that Ms. Tori Lamb (Australia) would be the 2026 PKD Board Vice-Chairperson.

Representatives of Nigeria, Switzerland and Uganda were elected by acclamation and nominated by the Board to occupy the three vacancies arising from the ending of Board terms. The ICAO Council approved this proposal on 13 January 2026.

b) Executive Body

The group convened in Montreal, Canada on 7 and 8 March 2025 and in Amsterdam, the Netherlands from 8-10 September 2025. The meetings focused on PKD Strategic matters, capacity building, the private sector use initiative, administration and communications. PKD involvement in various events and meetings through 2025 was planned and the arrangements for the 32nd PKD Board meeting finalized. The transition to the new PKD contract, communications to participants and fees for 2026 were also discussed and proposals finalized for the Board meeting.

Attendees of the 32nd Board meeting elected Mr. Peter Campbell (New Zealand), Mr. Osman Shah (Canada) and Mr. Roman Vanek (Switzerland) as Executive members for a two-year period.

c) Contract Support Group

The contract for delivery of a new PKD service from 31 March 2026 was signed with the selected tenderer in March 2025 following agreement of contractual text on all sides, with extensive contribution and oversight from the Contract Support Group.

The Group members participated in a kick-off meeting with the selected contractor that took place in Montreal, Canada from 10-14 March 2025. This meeting advanced planning for the launch of the new PKD system and allowed for finalization of all matters of pertinence to the System Design Document which was revised by the contractor following the discussions and subsequently became an inherent part of the contract.

Following the installation of the new system following the agreed specifications, the PKD Board Chairperson, under the stewardship of the CSG and Board, joined the Secretariat to complete the Provisional Acceptance Test for the new PKD system on 11 November 2025. The Group has continued to answer clarification questions submitted by the contractor, steer communications towards the participants and monitor planning and work towards system launch in March 2026.

d) PKD engagement with other groups

The ICAO PKD was a subject of focus at the 42nd Assembly of ICAO that took place in September/October 2025. Updates were provided to the Executive Committee by the Secretariat, with the Assembly endorsing a proposed work programme for the coming triennium involving efforts to increase effective participation and use, prioritise implementation of revised and updated capacity building measures, assure seamless

transition to the new PKD system, rollout a programme for private sector use and extend PKD usage where appropriate to new data types or use cases. A resolution calling on Member States to join the ICAO PKD, to upload relevant data to the system, to use the data in border control, and to implement improved technological solutions, including through use of the PKD, was endorsed. The resolution also requests ICAO Council to support the active use of the PKD globally by both government and private sector parties.

The Chairperson of the Board and the ICAO PKD Officer delivered two briefings to ICAO Council in January and November 2025. During these presentations, members and resident delegations were briefed on developments in the PKD, the new PKD system and developments in private sector use of the PKD. In the second briefing, actions for the Council to take with regard to modification of the MoU to take account of the new system and the intended private sector programme were introduced, building anticipation for work to come.

A presentation on developments in the ICAO PKD was brought to the Intersessional Facilitation Panel meeting that took place in Doha, Qatar, in April 2025. The presentation provided general updates on the PKD programme, on the private sector use initiative, on capacity building work, and on PKD preparations for post-quantum cryptography. It provided a foundation for further cooperation, in particular pertaining to evolution of PKD-related SARPs in Annex 9 moving forward.

The Secretariat updated the members of the Technical Advisory Group on the Traveller Identification Programme (TAG/TRIP) on developments in the PKD at its meeting on 14 November 2025. Overall capabilities and usage of the system were presented, while capabilities and future possibilities for the new PKD system were outlined to provide increased understanding of how the PKD can continue to support developments in the TRIP programme in years to come. The private sector use of the PKD was also noted as an initiative that can advance possible utilisation of the ICAO Digital Travel Credential while anticipation was provided on likely developments in terms of the PKD long-term strategy and revision of capacity building strategies.

Updates on PKD-related developments continue to be provided at all meetings of the Implementation and Capacity Building Working Group and New Technologies Working Group under the TRIP program.

2. PKD Administration

a) Membership Fees

The fees for 2026 were approved by the PKD Board to consist of an ICAO fee of US\$ 7,209.35 and an operator fee of US\$ 11,212.50, thus totaling US\$ 18,421.85 (compared to US\$ 20,795.00 in 2025). The annual fee decreased relative to previous years largely on account of reduced operator fees being charged under the new operational contract signed in March 2025. As participation grows, the fees levied should further decrease, as shown in Table 1.

≤ 100 Participants	USD 10 800
≤ 105 Participants	USD 10 500
≤ 110 Participants	USD 10 200

≤ 115 Participants	USD 9 900
≤ 120 Participants	USD 9 600
≤ 125 Participants	USD 9 300

Table 1. Operator fees for the new ICAO PKD system relative to the number of active PKD participants

b) Participation

In the course of 2025, six new PKD Participants were welcomed. Specifically, Jordan, San Marino, Guyana, Malawi, Dominican Republic and Brunei Darussalam joined the PKD.

Together with Australia, New Zealand, the United States, Canada, the United Kingdom, Japan, Singapore, Germany, Republic of Korea, France, China, Kazakhstan, India, Nigeria, Switzerland, Ukraine, Latvia, the Czech Republic, Macao/China, the United Arab Emirates, Hong Kong/China, Slovakia, the Netherlands, Morocco, Austria, Hungary, Norway, Bulgaria, Luxembourg, Sweden, United Nations, Spain, the Russian Federation, Malaysia, Argentina, Thailand, Ireland, Moldova, Belgium, Brazil, Qatar, Seychelles, Uzbekistan, Philippines, Iran, Colombia, Romania, Finland, Benin, Botswana, Kuwait, Georgia, Turkey, Iceland, Oman, Turkmenistan, Peru, Barbados, Panama, the European Union, Mali, Cote d'Ivoire, Serbia, Belarus, Bosnia and Herzegovina, Croatia, Egypt, Indonesia, Italy, the United Republic of Tanzania, Uganda, Bangladesh, Togo, Ecuador, Rwanda, Sudan, Lesotho, Mexico, Ghana, Nepal, Viet Nam, Mongolia, Cameroon, Zimbabwe, Belize, Vanuatu, Saudi Arabia, Bahrain, Kenya, Iraq, Costa Rica, Jamaica, Namibia and Bermuda, Yemen, SADC, Chile, Saint Kitts and Nevis, Albania, Ethiopia and Angola, there were 107 PKD Participants at the end of 2025.

3. Technology, System Maintenance and Evolution

The PKD system remained stable in operation throughout 2025. No instances of unplanned downtime were noted throughout the year. Services to participants were maintained with 100% availability. All requests were processed within 1 second. A full maintenance update across all 3 PKD sites was successfully completed during the year.

The PKD operator introduced new notification services in May 2025, by which participants were notified of upcoming expiries of CSCA certificates and CRLs. The notifications helped to ensure timely upload of new data to the PKD on the part of participants and improved quality of system data.

A new PKD system, operated under a new contract, will launch in 2026. It will enable sharing of a wider scope of data to enable possible new use cases, introduce additional interfaces for more convenient user connection and interaction with the PKD system and offer user friendly dashboards for enhanced monitoring of data uploads and downloads. The system is also architecture to provide for increased flexibility and adaptability should enhancements be sought through the lifetime of the contract. Through 2025, all necessary work to design and deliver the new system was completed through collaborative efforts of ICAO, the PKD community and the new PKD operator. The system is in place in Montreal and at operational sites in Singapore and Amsterdam and ready for rollout.

a) ICAO CSCA Master List

The ICAO CSCA Master List, first published in March 2020, continued to grow through 2025. Twenty-four key import ceremonies were completed in 2025, thirteen of which involved in-person deposit by a representative in Montreal. The Master List available online and through the ICAO PKD at the end of 2025 contained 536 certificates from 95 different document-issuing entities.

b) ICAO Health Master List

The ICAO Health Master List, first made available on the ICAO PKD website in January 2022, provides the public key certificates required for electronic verification of digital health proofs (i.e. digital certificates of vaccination, testing and/or recovery) presented during travel. During its 29th meeting (October 2022), the PKD Board agreed that the Health Master List should be maintained and offered free of charge to all as a Global Public Good and as a measure that can better assure aviation's resilience to future health-related challenges such as communicable disease outbreaks.

The Health Master List is made available based on an innovative partnership with a Luxembourg State Agency that provides the hardware, infrastructure and software for ICAO's maintenance of the Health Master List. The Agency has agreed to continue supporting the service, as requested by the Board, until the service is integrated into the new PKD service from 2026.

While no new certificates are being added, the list continues to be made available online and was re-issued at intervals through 2025. Updated CRLs continue to be made available through the ICAO PKD website.

Through 2025, preparations were made to incorporate the Health Master List into the new PKD system. The Health Master List signing service will be managed within the PKD system from 2026. A link certificate linking the current CA certificate to the new CA operating within the new PKD system will be made available to support users in establishing trust in the new CA and the associated Health Master List.

c) Private sector use of PKD data

The pilot on private use of PKD data, launched in May 2021, continued through 2025. As of the end of 2025, following some new company enrolments and removal of participants, fifty companies were participating. All participants have authorization to use data from the PKD – the master lists and data obtained from the public download site – within their own solutions, products and projects, subject to certain limitations included in the authorization agreement that they have concluded pertaining to matters such as use cases and service offerings to states, until September 2026.

A new paid-for private sector programme should launch in September 2026 as part of the new ICAO PKD system. The PKD Board endorsed the overall setup and advised on fees for participants in the new programme at its 32nd meeting in December 2025. The necessary legal agreements were also endorsed by the Board and will be finalized through internal consultations with ICAO's Legal and External Affairs Bureau and ICAO Council as needed.

d) Capacity Building

The PKD Board hosted a workshop alongside its 32nd meeting in Montreal, Canada, on 9 December 2025. Alongside presentations by experienced PKD participants, the ICAO

Secretariat and the new ICAO PKD operator (who introduced the new PKD system through live demonstration of interfaces and capabilities), an unConference style session was convened to allow all participants to raise their own topics for discussion and to participate in community conversations that facilitated information, insight and knowledge sharing on matters of most importance at national, regional and global levels. Discussions focussed on use of PKI to make travel more seamless, setting up of National PKD systems, capacity building, contact list management, certificate and chip conformance, post-quantum cryptography and future PKD use cases. A Book of Proceedings has been made available to inform future debates.

During the year, the coaching partnerships with Cameroon, Barbados and Uganda under the PKD Data Quality coach programme were concluded. No new partnerships were initiated pending a revision of the programme structure which was advanced at the 32nd Board meeting and should be finalized in 2026.

4. Promotional activities

Global outreach is a foundation for assuring the international impact foreseen by the PKD programme. Engagement at global meetings is a vital contributor to these efforts. The PKD was been actively presented at the following global events through 2025

- a. The ICAO Facilitation Conference that took place in Doha, Qatar in April 2025
- b. The Global Digital Collaboration Conference that took place in Geneva in June 2025
- c. The ICAO TRIP Symposium which took place in Montreal in November 2025

Outreach at regional level complements this work, providing for explanation and clarification on how the PKD can address regional challenges. Through the year, the PKD was presented at these regional events:

- a. The ICAO Regional Facilitation Forum that took place in Yaounde, Cameroon in March 2025
- b. The European Identity and Cloud Conference that took place in Berlin in May 2025
- c. The Facilitation Regional Forum that took place in Ulaanbaatar, Mongolia in July 2025
- d. The APEC Border Management Group meeting in August 2025
- e. Identity Week Americas which took place in Washington DC in September 2025

The use of the PKD was demonstrated live in sessions at the Doha Facilitation Conference and the ICAO Innovation Fair that took place in Montreal in September 2025.

The Secretariat, particularly through its Regional Office network, updated on PKD developments at the AVSECFAL Regional Group for South America in May 2025, the Africa-Indian Ocean (AFI) Aviation Week in May 2025, the Twelfth Regional Aviation Security Coordination Forum – Asia and Pacific Region in July 2025, the Regional Aviation Security and Facilitation Implementation Team meeting for the Middle East that took place in September 2025, and the Directors General of Civil Aviation Meetings for North America (August 2025) and for Asia Pacific (September 2025).

The ICAO PKD Officer delivered a Skytalk alongside the 42nd ICAO Assembly highlighting the importance of PKI in modern border management processes and emphasizing the key strategic importance of PKI across government, and therefore advocated for proactive investment in PKI capabilities amongst authorities involved in air transport facilitation and beyond. The Skytalk is available as a recording on ICAOtv.

Media outreach on the PKD, intended to clarify the importance of the programme for achievement of ICAO's objectives and sustainable global development, continued through the year. The PKD Officer recorded an interview with the Identity Week team while participating in the Identity Week Americas event. The interview, focussed on developments at ICAO pertaining to digital travel and the importance of the PKD in this regard, was recorded and is available on identityweek.net. The Officer also participated in a recorded interview with experts as part of the Trust Talks series administered by DIACC – the Digital ID and Authentication Council of Canada on global interoperability, privacy-enhancing verification methods, regulatory considerations, and the role of trust frameworks in enabling seamless and secure domestic and cross-border movements. The recording has been published as a podcast and is available at <https://diacc.ca/podcasts/>. Regular social media outreach also continues through accounts of ICAO, the ICAO Security and Facilitation section and personal accounts of PKD staff and community members.

Conclusion

The ICAO PKD programme is global in scope, built around established services to the entire global community that advance aviation security and facilitation. Through 2025, the PKD more States have joined the ICAO PKD, taking advantage of the growing service offering and expanded community of practice to improve their own capabilities in the areas of document authentication and border management. As the year ends, the programme is well set to successfully transition to a new system in 2026 that should offer improved services to users, usher in new developments such as a private sector programme and open possibilities for additional use cases in the future.

The Chairperson acknowledges the contributions of the entire PKD community and the many experts and stakeholders with whom the community interacts for their positive contributions and proactive engagements to support continued growth of the PKD programme.

The Chairperson and the Board look forward to continued enhancement of service provided to participants through the PKD and further enlargement of an active PKD community in the coming years.

Mr. Cor de Jonge
2025 Chairperson
(on behalf of the ICAO PKD Board)

March 2026
