



C-DEC 234/2
12/03/25

COUNCIL — 234TH SESSION

SECOND MEETING

(COUNCIL CHAMBER, MONDAY, 10 MARCH 2025 AT 1430 HOURS)

SUMMARY OF DECISIONS

OPEN MEETING

Opening remarks and Schedule for consideration of items

1. On the basis of the President memorandum SS/3682 Revision No. 5, dated 10 March 2025, the Council took note of the following amendments to the calendar of meetings for the current session:

- the meeting of the Committee on Governance (COG) planned for Friday, 14 March 2025 would now be convened on Wednesday, 12 March 2025 at 1430 hours, preceding the informal briefing; and
- the meeting of the Air Transport Committee (ATC) planned for Tuesday, 11 March 2025 would now be convened on Wednesday, 19 March 2025, immediately following the Joint Support Committee (JSC) meeting.

Amendments to the work programme for the 234th Session

2. On the basis of a proposal by the President of the Council, and in addition to the amendments to the work programme for the 234th Session which were already agreed by the Council (C-DEC 234/1) and reflected in the Addendum/Corrigendum No. 1 to C-WP/15614 Revision No. 1, the Council agreed to further amend the work programme with the addition of the item *Addressing Workforce Challenges in Aviation: A Global Government Perspective*, as proposed by the United Arab Emirates, to the work programme of the current Session.

Welcome

3. The Council warmly welcomed the newly appointed Representative of Saudi Arabia (Mr. Mohammed Sami Habib).

Condolences

4. The President, on behalf of the Council, expressed his sincere condolences to the Representative of Equatorial Guinea and his family following the recent passing away of the Representative's wife.

5. The President, on behalf of the Council, also expressed his sincere condolences to the Representative of Spain and his family following the recent passing away of the Representative's stepdaughter.

Accidents in Kazakhstan and in the Republic of Korea (ROK) in December 2024

6. The Council considered this item on the basis of two separate oral updates from the Delegation of the Republic of Korea on the Council of ICAO and the Delegation of Kazakhstan to ICAO, which provided an update on the status of their respective investigations into the accidents involving Jeju Air Flight 2216 on 29 December 2024, and Azerbaijan Airlines Flight 8243 on 25 December 2024.

7. Following consideration, the Council:

- a) expressed its deepest sympathies and condolences to the victims of the tragic accidents involving Jeju Air Flight 2216 and Azerbaijan Airlines Flight 8243 and their families, while wishing a full and swift recovery to the surviving passengers and crew injured in these accidents;
- b) acknowledged that the respective preliminary investigation reports into the circumstances surrounding the accidents involving Jeju Air Flight 2216 and Azerbaijan Airlines Flight 8243 had been published, and in that regard took note of the information presented by the Delegation of the Republic of Korea and of the Delegation of Kazakhstan on the status of these ongoing investigations;
- c) reaffirmed the fundamental obligations of Contracting States to ensure the safety of international civil aviation, in accordance the *Convention on International Civil Aviation*, including in particular Article 3 *bis*;
- d) expressed grave concern over the ongoing threat posed to aviation safety and security, particularly in and around conflict zones, underscored the importance of the Safer Skies initiative in mitigating such risks, reaffirmed its continued support for the initiative, and recalled the need for States and operators to implement the guidance contained in the *ICAO Risk Assessment Manual for Civil Aircraft Operations Over or Near Conflict Zones* (Doc 10084);
- e) requested the Secretariat to prepare a draft Assembly working paper to be submitted to the 42nd Session of the ICAO Assembly recalling Contracting States' obligations to ensure the safety of international civil aviation in accordance with the *Convention on International Civil Aviation*, in particular its Article 3 *bis*, and urging Member States and operators to implement the guidance contained in the *ICAO Risk Assessment Manual for Civil Aircraft Operations Over or Near Conflict Zones* (Doc 10084);
- f) requested the Secretariat to prepare a draft Assembly working paper identifying potential trends impacting air navigation safety and proposing possible actions that could be taken to address risks for consideration by the 42nd Session of the ICAO Assembly, it being understood that the Secretariat would also organize an informal briefing to the Council to provide additional and complementary information on this matter during the 235th Session;
- g) underlined that the preliminary investigation report of the accident involving Azerbaijan Airlines Flight 8243 indicated a loss of GPS signal and recommended that risk assessments should be conducted in regions experiencing GNSS signal degradation or loss, and in this connection, decided to hold a more in-depth discussion on the growing risks to flight safety posed by the increasing cases of GNSS jamming and/or spoofing in a subsequent meeting of the current 234th Council Session; and

- h) decided to remain seized of the matter, and in doing so, invited the Delegations of the Republic of Korea and Kazakhstan, respectively, to continue to keep the Council apprised of further developments in this regard, as appropriate.

Draft State letter on the election of the President of the Council

8. The Council considered this item on the basis of C-WP/15643, together with an associated Flimsy, which presented a draft State letter notifying Member States of the forthcoming election of the President of the Council and inviting the submission of candidatures. The Council also had for consideration an oral report thereon from the Committee on Governance (COG).

9. Following consideration, the Council:

- a) approved the draft State letter as appended to C-WP/15643, which would notify Member States of the forthcoming election of the President of the Council and invite submission of candidatures; and
- b) agreed that the submission of candidatures for the position of President of the Council should be received by the Secretary General by no later than 12 September 2025.

Enhancing the Efficiency of the Working Methods of the Council and its Subsidiary Bodies – Review of the dissolution of the Human Resources Committee

10. The Council considered this item on the basis of C-WP/15644, which pursuant to the decisions taken by the Council during its 229th and 230th Sessions (C-DEC 229/6 and C-DEC 230/1, refer), presented a review of the dissolution of the Human Resources Committee (HRC). The Council also had for consideration an oral report thereon from the Committee on Governance (COG).

11. Following consideration, the Council:

- a) took note of the information contained in C-WP/15644, particularly the lessons learned during the one-year trial period following the dissolution of the HRC, including the resulting enhanced efficiency in the working methods of the Council and its subsidiary bodies;
- b) further noted that the implementation of the ICAO Accountability Framework would ensure continued process-level controls and internal governance in the recruitment and appointment for positions that were previously under the purview of the HRC; and
- c) in doing so, confirmed its decision taken during the 229th Session to dissolve the HRC (C-DEC 229/6, refers).

Draft Assembly working paper - Appointment of the External Auditor of ICAO for the Financial Years 2026, 2027 and 2028

12. The Council considered this item on the basis of C-WP/15647, which presented an overview of the process followed for the appointment of the External Auditor of ICAO for the financial years 2026, 2027 and 2028, together with the related draft Assembly working paper. The Council also had for consideration an oral report thereon from the Finance Committee (FIC).

13. Following consideration, the Council:

- a) took note of the information presented in the C-WP/15647, and in doing so, endorsed the report of the Council Working Group as contained in Appendix A to said working paper;
- b) in accordance with Financial Regulation 13.1, decided to appoint Mr. Pierre Moscovici, First President of the Cour des comptes, France, as the ICAO External Auditor for a three-year period (i.e. financial years 2026, 2027 and 2028) commencing 1 January 2026, subject to confirmation by the upcoming Assembly (A42);
- c) approved the draft Assembly working paper as contained in Appendix B to C-WP/15647, subject to the inclusion of the name of Mr. Pierre Moscovici; and
- d) requested that the Secretariat, for the purpose of the future selection of External Auditors, explore best practices, including those employed by other United Nations entities, to enhance fairness, inclusivity and broader geographical representation in the process, particularly with respect to developing States.

Draft Assembly Working Paper – Amendment to the ICAO Financial Regulations

14. The Council considered this item on the basis of C-WP/15648, which presented a draft Assembly working paper proposing amendments to the *ICAO Financial Regulations* (Doc 7515/15). The Council also had for consideration an oral report thereon from the Finance Committee (FIC).

15. Following consideration, the Council:

- a) approved the draft Assembly working paper containing the proposed amendments to the *ICAO Financial Regulations*, subject to the additional modifications agreed by the FIC in relation to maintaining the original text of Financial Regulation 9.5, and to the inclusion of the proposed revision to terminology in Financial Regulation 5.8 in Appendices A and B of the Assembly working paper, as reproduced in Appendix A to this C-DEC; and
- b) approved the Draft Assembly Resolution, as contained in Appendix B to the draft Assembly working paper, for submission to the 42nd Session of the Assembly, subject to the modifications agreed in sub-paragraph a) above, being reflected, and delegated authority to the President of the Council to thereafter approve the revised working paper on its behalf, for subsequent submission to the 42nd Session of the Assembly.

Draft Assembly working paper – Level of the Working Capital Fund

16. The Council considered this item on the basis of C-WP/15649, which presented a draft Assembly working paper reporting on the adequacy of the current level of the Working Capital Fund (WCF), and on the appropriation of the level of the borrowing authority as requested by the Assembly in Resolving Clause 2 of Resolution A41-30. The Council also had for consideration an oral report thereon from the Finance Committee (FIC).

17. Following consideration, the Council:

- a) noting that over the course of the current triennium (2022, 2023 and 2024), the Organization had not utilized the WCF, nor the borrowing authority, agreed to maintain the same level of the WCF and the borrowing authority for the next triennium; and

- b) approved the draft Assembly working paper appended to C-WP/15649, as well as the associated draft Resolution, for submission to the 42nd Session of the Assembly.

Evaluation and Audit Advisory Committee (EAAC) Membership

18. The Council considered this item on the basis of an oral report from the President of the Council, which pursuant to the decision taken by the Council during the 233rd Session (C-DEC 233/4, refers) presented a proposal for the appointment of new Members to the Evaluation and Audit Advisory Committee (EAAC).

19. Following consideration, the Council:

- a) took note of the information contained in the oral report, and in doing so, agreed to the procedure proposed by the President of the Council for the purpose of replacing the four EAAC members departing in 2026 and updating the roster membership, it being understood that this procedure would ensure an effective transition and transfer of knowledge between the exiting and new EAAC Members, while avoiding any disruption to the EAAC's work;
- b) requested the Secretariat to proceed with the issuance of the State letter to Member States calling for the nomination of candidates to the EAAC;
- c) agreed to temporarily expand the composition of EAAC from seven Members to nine, in order to accommodate the two new Members to be appointed in 2025, and to that effect, further agreed to waive the relevant provision in paragraph 2.3 of the EAAC Terms of Reference; and
- d) noted that the Secretariat, in coordination with EAAC, would be undertaking an effectiveness review of the functioning of EAAC, and that any amendments to the EAAC Terms of Reference arising from this review would be presented to the Council for consideration in due course.

Any other business

Additional Guidance for Member States on the 42nd Session of the ICAO Assembly

20. The Council considered this item on the basis of the e-mail messages circulated by the President of the Council on Friday, 28 February 2025 and Thursday, 6 March 2025, relating to the additional guidance for Member States on the 42nd Session of the ICAO Assembly, which had been prepared for the consideration by the Council pursuant to C-DEC 232/4 and C-DEC 232/8.

21. The Council took note of the clarifications presented by the President of the Council and the Director, Legal Affairs and External Relations Bureau, and the views expressed by the Representatives of the Council in this regard. In doing so, the Council approved the additional guidance subject to the additional modifications agreed by the Council over the course of its deliberations, and as reflected in Appendix B to this C-DEC. It was understood that this guidance would be appended to the forthcoming State letter informing Member States of the arrangements for the 42nd Session of the Assembly.

Appointment of an Alternate on the Air Navigation Commission (ANC)

22. It was noted that in the absence of comments by 4 February 2025, to the President of the Council's email dated 28 January 2025, Mr. Sergey Nabokov, nominated by the Government of the Russian Federation, had been appointed as Alternate to Mr. Alexander A. Batalov on the Air Navigation Commission, with effect from 9 January 2025.

Appointment of Members to the Committee on Aviation Environmental Protection (CAEP)

23. It was noted that in the absence of comments by 26 February 2025 to the President of the Council's email dated 12 February 2025, Mr. Ivan Iatsenko had been appointed as the Member from Ukraine to CAEP, replacing Ms. Iryna Kustovska, with effect from 27 February 2025.

Appointment of Members to the Edward Warner Award Committee

24. It was noted that in the absence of comments by 28 February 2025 to the President of the Council's email dated 24 February 2025, the Council had approved the appointment of Messrs. Estanislao Esono Anguesomo (Equatorial Guinea) and Sergio Martes (Italy) to fill the current vacancies on the Edward Warner Award Committee.

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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			
[...]			

Existing Text	Edited changes	New Complete Text	Comments/Justification
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, 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	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.	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.

Existing Text	Edited changes	New Complete Text	Comments/Justification
Council and an increase in excess of 10 per cent will be subject to prior approval by the Council.			

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 may be effected by the Secretary General.	5.8 Transfers between Strategic Results within each Strategic Goal may 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	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

Edited changes	New revised text
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.	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~~ 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.

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