

Annual Report of the Council to the Assembly 2025



BIO

**ANNUAL REPORT
OF THE COUNCIL
TO THE ASSEMBLY
2025**

CONTENTS

Message from the President of the Council

1. ICAO's six strategic goals

- 1.1 Every flight is safe and secure
- 1.2 Aviation is environmentally sustainable
- 1.3 Aviation delivers seamless, accessible and reliable mobility for all
- 1.4 No Country Left Behind
- 1.5 The International Civil Aviation Convention and other treaties, laws and regulations address all challenges
- 1.6 The economic development of air transport ensures economic prosperity and societal well-being for all

2. Enablers

- 2.1 Continuous organizational improvement
- 2.2 Innovation
- 2.3 Attracting new talent to aviation and gender equality
- 2.4 Partnerships, resource mobilization and financial sustainability
- 2.5 Ethics
- 2.6 Oversight

Appendices

MESSAGE FROM THE PRESIDENT OF THE COUNCIL

Over the past six years, ICAO has embarked on a journey of transformation, guided by a clear agenda for modernization and adaptation. This sustained effort has strengthened the Organization's capacity to serve all Member States more effectively, enhancing transparency and flexibility and encouraging innovation. By fostering consensus and mutual trust, ICAO has ensured that decisions taken reflect the collective interests of the global aviation community. This spirit of modernization continues to shape our progress as we work together to build a more resilient, inclusive and sustainable future for international aviation.

Through ICAO's long-term strategic plan, ICAO Member States have fully recognized that the technologies, energies and ideas transforming flight are already delivering new economic and social benefits. ICAO's strategic vision for this transformation is clear: access to air transport for all by 2050, with zero fatalities and net-zero carbon emissions.

The ICAO Council and Assembly have reached an unprecedented consensus to ensure the realization of this vision. Thirty-two resolutions at the 42nd session of the Assembly, attended by a record 192 Member States, will structure the way forward. The Assembly's endorsement of the 2026–2028 Global Aviation Safety Plan (GASP) sharpened the focus on emerging risks, with global targets for runway contact, system failures and turbulence, while the updated Global Air Navigation Plan (GANP) introduces strategies for resilience and environmental performance, including approaches for artificial intelligence, advanced air mobility and other new technologies.

Momentum on climate action accelerated. The Assembly confirmed the long-term aspirational goal of net-zero carbon emissions from international air transport by 2050, adopted new monitoring and reporting tools to support progress towards the goal, and reaffirmed the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) as the sole global market-based measure for international aviation emissions. ICAO also accelerated progress on advanced sustainable fuels, new feedstocks and the emissions unit programmes.

Security and facilitation have evolved to meet changing needs. Oversight was strengthened through the Universal Security Audit Programme – Continuous Monitoring Approach (USAP-CMA) Task Force, and traveller identification improved with the ICAO Traveller Identification Programme (TRIP) Road Map and Doha Declaration. Resolutions also addressed disaster risk reduction, accessibility, assistance to accident victims, human trafficking and facilitation standards.

The legal and economic agenda advanced with new ratifications of air law treaties, updates to the legal work programme and renewed attention on key regulatory matters.

In line with ICAO's strategic plan, we also made progress on the key enablers of our vision: innovation, human development and organizational reform. The Next Generation of Aviation Professionals (NGAP) initiative now reaches all aviation workers, a new policy on innovation and a new road map on standardization were launched, and governance reforms delivered greater transparency and flexibility across ICAO's work.

In 2025, the Council's leadership drove steady progress across ICAO's work and strengthened the legal foundations of international air transport, reflected in the Assembly's adoption of a new resolution encouraging stakeholder collaboration in the development of international air law. With this framework in place, the international aviation community is well positioned to continue advancing our shared goals of safety, sustainability and access for all.

1. ICAO'S SIX STRATEGIC GOALS

Progress towards ICAO's vision of safe and sustainable air transport for all by 2050 is supported by the six strategic goals set out in the Organization's long-term strategic plan, with significant achievements realized for each goal in 2025.

Enhancements to safety and security frameworks strengthened the foundation for the elimination of fatalities. As the sector embraced new technologies and operational models, ICAO's risk management systems evolved to ensure that innovation advanced in parallel with safety. This approach enabled the confident adoption of new solutions critical for environmental sustainability and expanded access to air travel.

Environmental initiatives demonstrated how coordinated global action can accelerate progress towards full decarbonization and related environmental priorities. The successful implementation of emissions monitoring and sustainable fuel programmes showed that environmental sustainability can be achieved while expanding aviation's reach and economic benefits. This progress reinforced the sector's continued growth while creating new opportunities for sustainable development.

Improvements in seamless mobility and technological implementation removed barriers to access, while capacity-building initiatives ensured these benefits reached all regions. Strengthened legal frameworks and economic tools laid the groundwork for Member States to fully participate in aviation's growth, supporting the development of a truly global and inclusive air transport system.

Through coordinated progress across strategic goals, the foundations for transforming aviation have been further strengthened.

1.1 Every flight is safe and secure

1.1.1 In 2025, ICAO strengthened its leadership in driving Member States' progress towards zero fatalities and bolstered its wider safety and security ambitions by anticipating and addressing emerging risks in civil aviation. By rapidly identifying significant trends and operational challenges, ICAO adapted the international regulatory framework to ensure timely and effective responses. Progress was measured through robust global auditing programmes, with audit findings providing critical insights that informed the continuous evolution of standards and targeted capacity-building activities. This integrated approach ensured that risk identification, regulatory adaptation and performance measurement worked in concert to support Member States and drive sustained improvements in global aviation safety and security.

Emerging risks

1.1.2 In 2025, abnormal runway contact, system or component failure or malfunction (non-powerplant), and turbulence encounters were recognized as new and distinct aviation safety risk categories. The ICAO Assembly's endorsement of the 2026–2028 edition of the Global Aviation Safety Plan (GASP) established a new global standard for risk management.

1.1.3 ICAO also identified emerging aviation security risks linked to sabotage, foreign interference and the malicious use of technology. The proliferation of advanced air mobility systems and increased insider involvement presented further challenges, including acts of organized crime and of sabotage for political purposes. Cargo supply chains remained vulnerable to sophisticated improvised explosive devices (IEDs) and incendiary devices. Terrorism and insider threats (including the concealment of liquid explosives) have persisted.

1.1.4 The understanding and mitigation of cyber threats and risks to civil aviation were enhanced by ICAO this year through the publication of ICAO's *Global Cyber Risk Considerations* (Doc 10213 – Restricted) and *Aviation Common Certificate Policy* (Doc 10169). These were supported by four regional seminars for States that combined knowledge transfer, implementation support and simulated cyber-incident exercises. ICAO Regional Offices also supported implementation, prioritizing global navigation satellite system (GNSS) dependency, air traffic control (ATC) and air navigation service provider (ANSP) resilience, third-party risk and operational continuity.

Effective solutions

1.1.5 The ICAO GASP and Global Aviation Security Plan (GASeP) direct and structure Member States' efforts to implement critical aviation standards, ensuring harmonized and accelerated progress towards ICAO safety and security targets. In 2025, ICAO operating plans and work programmes were implemented in direct alignment with the GASP and GASeP, with regional coordination groups serving as the primary platforms for planning, assessment and delivery.

1.1.6 Planning and Implementation Regional Groups (PIRGs) and regional aviation safety groups (RASGs) aligned their work with GASP priorities, using key performance indicators and dashboards to target the most critical risks, such as runway safety events, controlled flight into terrain (CFIT) and loss of control in-flight (LOC-I) precursors, and terminal manoeuvring area (TMA) collision risks.

1.1.7 The second edition of the Global Runway Safety Action Plan provides a unified set of recommended actions for all runway safety stakeholders, driving coordinated improvements at airports and across the industry. This plan was implemented alongside the Global Action Plan for the Prevention of Runway Incursions (GAPPRI) and the Global Action Plan for the Prevention of Runway Excursions (GAPPRE), and was further supported by the establishment of runway safety teams at airports.

1.1.8 Oversight of global aviation safety was further reinforced in 2025 by the adoption of Amendment 2 to Annex 19 – *Safety Management*, which expanded State safety programme (SSP) and safety management system (SMS) requirements. This amendment extended SMS coverage to Remotely Piloted Aircraft System (RPAS) operators, approved maintenance organizations providing services to them, and certified heliport operators. Provisions for the development of safety intelligence to inform aviation decision-making were also introduced.

Auditing and results

1.1.9 The ICAO Universal Safety Oversight Audit Programme Continuous Monitoring Approach (USOAP CMA) and Universal Security Audit Programme – Continuous Monitoring Approach (USAP-CMA) enable Member States to prioritize their efforts to implement critical safety and security standards. In 2025, these programmes resulted in the identification of one new Significant Safety Concern (SSC) and eight new Significant Security Concerns (SSeCs). An SSC or SSeC represents an urgent deficiency that poses an immediate risk to civil aviation safety or security, respectively. Progress was marked by the resolution of three SSeCs, which is essential to restoring the confidence of all stakeholders.

1.1.10 These results were the outcomes of:

- 15 audits and six validation missions (including four ICAO Coordinated Validation Missions and two off-site validation activities) under the USOAP CMA; and
- 28 audits and two validation missions under the USAP-CMA.

1.1.11 In addition, two Mandatory Information Requests (MIRs) were issued under the USOAP CMA. An MIR is a formal request issued by ICAO during audits to obtain essential information or clarification from a State regarding its compliance with safety or security standards.

1.1.12 Significant efforts were also made to further strengthen the audit programmes. ICAO implemented 31 of the 42 recommendations from the Ad Hoc USOAP CMA Advisory Group, while a dedicated task force was established to guide further enhancements to the USAP-CMA. Regional Offices used model standard operating procedures (SOPs), templates and evidence-based road maps to enhance planning quality and standardize indicators across States.

1.2 Aviation is environmentally sustainable

1.2.1 In 2025, ICAO continued to pursue a comprehensive vision for environmental protection in international aviation, reinforcing its commitment to support Member States in meeting ambitious climate and sustainability objectives. Building on its leadership role, ICAO worked to strengthen the global framework for reducing emissions, addressing noise and promoting operational and technological innovation across the sector. By establishing clear and consistent processes for monitoring progress, adapting standards and facilitating cooperation, ICAO enabled Member States to transform shared environmental goals – most notably the long-term aspiration of net-zero carbon emissions by 2050 – into coordinated and credible action. This integrated approach ensured that environmental protection remained central to the evolution of global aviation, with progress underpinned by transparency, capacity-building and a shared commitment to continuous improvement.

ICAO's achievements towards the long-term aspirational goal of net-zero carbon emissions from international aviation by 2050 (LTAG)

1.2.2 The implementation of a new LTAG monitoring and reporting (LMR) methodology provided a standardized process to track sector progress towards net-zero carbon emissions for the first time. This system enabled the collection and review of country-level emissions data.

1.2.3 Participation in State Action Plans – national strategies for reducing aviation CO₂ emissions – reached a new peak. In 2025, 154 States submitted new or updated plans, covering more than 99 per cent of global revenue tonne-kilometres (RTK), the core metric for airline activity. Regional Offices provided support in the implementation of the operational efficiency measures in the State Action Plans, with regional dashboards and standardized data for credible tracking.

1.2.4 ICAO received its first-ever application for the certification of a lower carbon aviation fuel (LCAF) in 2025, marking a significant milestone in the Organization's cleaner aviation energy efforts. LCAF, a category of jet fuel with reduced life cycle emissions, is now assessed against the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) sustainability standards. This follows the 42nd Assembly's confirmation in 2025 that CORSIA sustainability criteria, certification and life cycle emissions assessment form the acceptable basis for determining eligibility.

1.2.5 As part of its capacity-building programme for sustainable aviation fuel (SAF), known as the ACT-SAF Programme (Assistance, Capacity-building and Training for Sustainable Aviation Fuels), ICAO surpassed 280 partners, delivered more than 20 training sessions and initiated or completed over 30 feasibility studies in 2025. Regional Offices also provided support focused on SAF road maps and promoted ACT-SAF Programme activities.

1.2.6 Meanwhile, ICAO Finvest Hub, intended to facilitate access to financing for decarbonization projects, has successfully been launched. The first ICAO Finvest Partnership was with the International Renewable Energy Agency (IRENA) to create Finvest@ETAF, a financial matchmaking hub. This channel within IRENA's Energy Transition Accelerator Financing Platform gives SAF projects potential access to several billion dollars in climate finance. The Finvest Hub also has four programme partners – Airbus, Boeing, GenZero and International PtX Hub. Partners will have the opportunity to review projects and provide project support while contributing to the broader Finvest work programme.

1.2.7 Market-based emissions reduction also saw key milestones. For the first time, airlines were required to offset 2024 CO₂ emissions under CORSIA, ICAO's global carbon offsetting scheme for carbon-neutral growth. In 2025, 128 States submitted emissions reports through the CORSIA Central Registry (CCR), covering 99 per cent of international aviation CO₂. Eight emissions unit programmes are now eligible to supply emissions units for CORSIA's first phase (2024–2026), and four programmes are eligible for both the first phase and second phase (2027–2029). The ACT-CORSIA Buddy Partnerships – peer-to-peer State support for CORSIA implementation – expanded to 141 participants, with five new States joining in 2025.

1.2.8 In addition to the Organization's progress in 2025 towards the LTAG, the ICAO Committee on Aviation Environmental Protection (CAEP) finalized new noise requirements for subsonic and supersonic aircraft, and began work on stricter nitrogen oxide (NO_x) emission standards.

1.2.9 Finally, ICAO offered new guidance on climate adaptation and resilience planning through the publication of its Climate Adaptation Synthesis Report.

1.3 Aviation delivers seamless, accessible and reliable mobility for all

1.3.1 In 2025, ICAO reinforced its commitment to ensuring that aviation delivers seamless, accessible and reliable mobility for all, advancing both the resilience of the global air transport system and the inclusivity of its services. Recognizing that the benefits of air connectivity must be both far-reaching and universally accessible, ICAO guided the evolution of international frameworks and operational practices to address emerging challenges and diverse user needs. By modernizing air navigation and facilitation standards, strengthening crisis preparedness and championing innovation in traveller identification and accessibility, ICAO worked with Member States to build a more connected, adaptive and user-centric aviation ecosystem. This integrated approach helped to ensure that aviation's expansion was matched by the ability to withstand disruptions and by a steadfast commitment to making air transport accessible and secure for all.

Improvement of air navigation performance

1.3.2 The ICAO Global Air Navigation Plan (GANP) provides a coordinated, worldwide framework to guide the modernization and harmonization of air navigation systems, ensuring safe, efficient and sustainable air traffic management for all States. At its 42nd session, the ICAO Assembly endorsed the eighth edition of the GANP, which incorporates a new approach to air navigation services for new entrants and the United Nations principles on the use of artificial intelligence. This plan will ensure integrated performance management and strengthen resilience and implementation support.

1.3.3 ICAO also advanced preparations for future improvements in global air navigation performance by developing and circulating proposed amendments to Annex 11 – *Air Traffic Services* and the Procedures for Air Navigation Services – *Air Traffic Management* (ATM) (PANS-ATM, Doc 4444). These proposals would establish air traffic flow management (ATFM) as a mandatory supporting service and support the evolution towards cross-border ATFM collaboration, aiming to build a globally connected network of ATFM services. The proposed amendments, with a target applicability date of November 2030, were distributed to States and international organizations for consultation.

Advanced air mobility and new entrants

1.3.4 Progress towards globally interoperable, safe and scalable advanced air mobility (AAM) was achieved through the development of a holistic vision for AAM, the identification of potential regulatory gaps as well as ICAO's participation in the newly established United Nations Unmanned Aviation Coordination Forum. This forum fosters convergence among 14 United Nations entities, supporting both commercial and humanitarian unmanned aircraft system (UAS) deployment and harmonized regulatory solutions.

Crisis preparedness and response

1.3.5 In 2025, ICAO supported States and stakeholders in preparing for and managing a broad range of disruptions to air traffic services. These included natural hazards such as hurricanes, typhoons and volcanic eruptions, as well as conflicts, air traffic control strikes and public health emergencies. ICAO's assistance included contingency planning, the development and implementation of recovery plans, and continued guidance to facilitate the safe and orderly normalization of flight operations following crisis situations.

1.3.6 At the regional level, ICAO remained at the forefront of crisis response by coordinating business continuity efforts, assessing impacts on aircraft operations, sharing critical information and leading scenario-based exercises to improve preparedness. Regional Offices also strengthened readiness for GNSS disruptions, severe weather, public health incidents and geopolitical events through clear communications protocols, Contingency Coordination Team (CCT)-style coordination and the establishment of regional forums for information exchange. Monitoring and mitigation of GNSS radio frequency interference (RFI) disruptions were supported by targeted guidance and best practices.

1.3.7 ICAO continued to drive the development of the Regional ATM Contingency Management Framework (RACF), which will be presented for endorsement by Planning and Implementation Regional Groups (PIRGs) in 2026–2027. The RACF is also a key input to the ICAO Global Crisis Preparedness and Response Framework.

1.3.8 ICAO's collaboration with the World Health Organization (WHO) in 2025 further reinforced global and regional coordination between the aviation and health sectors. Through the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA) programme, States maintained scalable public health readiness at points of entry by updating plans, conducting drills and applying monitoring checklists. This helped to preserve operational continuity during periods of increased health risk. Recommendations from CAPSCA working groups and meetings were advanced for inclusion in future ICAO manuals. Participation in major international public health conferences contributed to enhanced knowledge-sharing and cross-sector preparedness.

Facilitation and the Traveller Identification Programme

1.3.9 The adoption of the Doha Declaration at the Facilitation Conference in Doha, Qatar, unified Member States around a vision for a more inclusive and innovative air transport system, establishing new priorities for governance, digital transformation and passenger experience.

1.3.10 Modernized provisions for passenger data, accessibility, health measures, clearance procedures and airport services were introduced through Amendment 30 to Annex 9 – *Facilitation*, creating a more resilient and user-centric regulatory framework. Work by expert groups supported modernization in accessibility, passenger data management and technical innovation.

1.3.11 The ICAO Traveller Identification Programme (TRIP) Road Map is a strategic framework for States to enhance the security, facilitation and efficiency of traveller identification management throughout all stages of travel. The updating of the Road Map in 2025 strengthened global alignment around secure, interoperable identity management systems to reflect cutting-edge standards, empowering States to streamline passenger identification and border processes. The 20th ICAO TRIP Symposium furthermore convened 700 leaders to share progress in digital transformation and interoperability, accelerating adoption of next-generation identity tools.

1.3.12 Major updates to international standards included cryptographic enhancements for travel documents and developments in addressing future potential risks presented by quantum computing technologies.

1.3.13 Efficiency and security in passenger processing benefited from the awarding of a contract for a next-generation Public Key Directory (PKD) system, supported by new partnerships and stakeholder workshops. These investments will deliver faster, more robust identity verification and facilitate seamless, secure mobility worldwide.

1.4 No Country Left Behind

1.4.1 In 2025, ICAO's No Country Left Behind initiative played a vital role in supporting Member States to fully benefit from safe, secure, accessible and sustainable air connectivity. Through dedicated partnerships and practical support, ICAO empowered Member States to strengthen their aviation systems, expand opportunities and contribute to a thriving, globally connected air transport community.

1.4.2 ICAO partnered with 137 States and 12 international organizations in deploying vital infrastructure and technology through 109 targeted projects.

1.4.3 The scope and pace of delivery increased during the year, with 38 projects and project revisions and 13 framework agreements signed in 2025.

1.4.4 The iPacks programme, which provides bundled packages of ICAO guidance, tools, training and expert support, was enhanced in 2025. It now features a flexible new delivery model to better meet the evolving needs of States and requirements of donors worldwide.

1.4.5 ICAO increased the global supply of recognized aviation training in 2025, as the TRAINAIR PLUS Programme grew to include 14 new training organizations and corporate partners, expanding to 146 entities from 85 Member States. ICAO directly improved training quality by conducting 43 organizational assessments and updating internal protocols and assessor training.

1.4.6 Training reach and accessibility expanded as ICAO and its partners developed 53 new courses and introduced artificial intelligence-powered innovations. The integration of artificial intelligence tools for narration, videos, digital avatars and translations resulted in faster, lower-cost and more personalized learning for trainees worldwide.

1.4.7 Over 30 000 professionals were trained by ICAO in 2025. This included professionals from 84 States who participated in the "Unleashing Aviation Excellence: 193 Women Empowerment" initiative.

1.4.8 There were 979 training fellowships awarded, including 460 awards within the framework of the ICAO Developing Countries Training Programme.

1.5 The International Civil Aviation Convention and other treaties, laws and regulations address all challenges

1.5.1 In 2025, ICAO strengthened its strategic focus on ensuring that the International Civil Aviation Convention (Chicago Convention) and related legal frameworks continued to address emerging and ongoing challenges. Ratification and implementation of international air law instruments moved forward through high-level advocacy and regional engagement.

1.5.2 The Third ICAO Treaty Event contributed to this progress, with seven States depositing instruments of ratification and a total of 16 depositary actions, broadening participation in the 1999 Montréal Convention, 2010 Beijing Convention and Protocol, 2014 Montréal Protocol and the 2016 Protocols amending the Chicago Convention.

1.5.3 The accession of seven States to the Beijing Convention, Beijing Protocol and Montréal Protocol in particular strengthened legal coverage against cyber threats and unruly passenger behaviour. Strategic collaboration in this area was further reinforced through a joint initiative between the ICAO Secretary General and the United Nations Office on Drugs and Crime (UNODC) Executive Director, encouraging broader adherence to key treaties and underlining their role in aviation security.

1.5.4 In relation to international interests in mobile equipment (aircraft equipment), the related Cape Town instruments reached 88 parties by December. Furthermore, the ICAO Council approved amendments to the Regulations and Procedures for the International Registry, as recommended by the Commission of Experts of the Supervisory Authority of the International Registry (CESAIR).

1.5.5 Progress was also made on targeted legal initiatives. Ongoing analysis of States' obligations under Article 12 of the Chicago Convention included a legal survey and development of a web-based regulatory information exchange tool. The mandate of the International Explosives Technical Commission under the Convention on the Marking of Plastic Explosives for the Purpose of Detection is being reviewed, with actionable options identified. Work on unmanned aircraft advanced through a study group that delivered interim recommendations and continued analysis of liability, security and Convention provisions.

1.5.6 Preparatory work on legal aspects of global satellite systems included a Secretariat survey and consideration of expanded risk monitoring, with further direction to be provided by the Legal Committee. Data protection in international air carriage was addressed through a new study group and global survey, coordinated with the Passenger Name Record (PNR) Task Force.

Settlement of differences under Article 84 of the Chicago Convention

Australia and the Kingdom of the Netherlands and the Russian Federation (2022)

The Decision of the Council dated 30 June 2025 was suspended with effect from 18 September 2025 until the appeal is decided by the International Court of Justice (ICJ).

Canada, Sweden, United Kingdom and Ukraine and Iran (Islamic Republic of) (2024)

The Decision of the Council dated 17 March 2025 was suspended with effect from 17 April 2025 until the appeal is decided by the ICJ.

Venezuela (Bolivarian Republic of) and Argentina (2024)

The proceedings in the above matter are deemed to have been completed in accordance with the ICAO Rules for the Settlement of Differences.

1.6 The economic development of air transport ensures economic prosperity and societal well-being for all

1.6.1 In 2025, ICAO supported the economic development of air transport by equipping Member States and industry stakeholders with actionable data, market intelligence and regulatory tools to drive competitiveness and growth. Enhanced analytics, updated traffic forecasts and new benchmarking platforms enabled more informed decisions on investment, route development and strategic partnerships. Through high-impact events and targeted publications, ICAO fostered stronger collaboration across the sector, supporting an enabling environment for innovation, market access and sustainable business expansion.

1.6.2 ICAO completed a significant upgrade of big data visualization dashboards, providing Member States with enhanced tools for real-time planning and implementation across safety, security, economic efficiency, air navigation and environmental priorities. The release of updated long-term traffic projections, aligned with current global economic indicators, further enabled evidence-based decision-making and resource allocation by States.

1.6.3 High-impact events, including the First ICAO Global Air Cargo Summit, the ICAO Air Services Negotiation Event (ICAN), workshops on economic regulatory frameworks, and the Second UN Tourism and ICAO Ministerial Conference on Tourism and Air Transport in Africa, also promoted dialogue and accelerated cooperation on priority economic issues.

1.6.4 To facilitate informed decision-making, ICAO published two major reference documents: the *Report of the Survey on Barriers to Market Access and Foreign Investment in Airlines* and the *Compilation of Information on Air Carriers' Ownership*. Progress was also marked by the delivery of the Global Aviation Competitiveness Index's methodological framework, with provisional results and supporting data distributed to States. This new benchmarking platform gives governments actionable insights for evaluating their aviation sectors and identifying opportunities for growth and value creation.

1.6.5 Panel meetings, notably the Eighteenth Meeting of the Air Transport Regulation Panel and the Tenth Joint Meeting of the Airport Economics Panel and Air Navigation Services Economics Panel, generated new momentum on regulatory modernization and funding mechanisms, giving States practical pathways to enhance policy implementation.

2. ENABLERS

The achievement of ICAO's strategic goals depends on strong organizational foundations and key enablers that amplify the impact of the Organization's work. Together, these enablers create the conditions needed for aviation's continued evolution towards greater safety, security, sustainability and accessibility.

2.1 Continuous organizational improvement

2.1.1 ICAO successfully created a resilient foundation for continuous organizational improvement by [completing its Transformational Objective activities in 2025](#), with all 40 projects and initiatives concluded. The Transformational Objective has strengthened the Organization to deliver better-integrated and responsive services to Member States and will drive ongoing progress in cultural, digital and operational transformation.

2.1.2 This ambitious cross-cutting work made ICAO more adaptive, collaborative and innovative, embedding a results-driven culture, operational excellence and a people-focused way of working.

Human resources

2.1.3 As at 21 November 2025, the ICAO Secretariat comprised 676 staff members, including 385 in the Professional and higher categories representing 87 nationalities, and 291 in the General Service category. The representation of women in the Professional and higher categories increased to 37.4 per cent in 2025, compared with 36.6 per cent in 2024. Twenty-nine per cent of all Professional roles filled in 2025 were assumed by women.

2.1.4 In 2025, the Secretariat hosted 76 secondees, including 66 on a gratis basis and 10 supported by trust funds. Of the 193 Member States, 84 are represented in positions subject to equitable geographical representation (EGR). Among them, 39 States are at desirable levels, 17 are underrepresented, and 28 exceed the desirable level.

2.1.5 ICAO achieved measurable improvements in employee experience and organizational effectiveness through enhanced leadership development, expanded career development through mentoring and talent mobility, and the formal establishment of a cultural transformation programme with a clear vision and priority initiatives. Major efficiency gains were also realized through the application of Kaizen methodologies to streamline and strengthen key human resources processes.

2.1.6 ICAO and the United Nations Office of Administration of Justice (OAJ) concluded the accession agreement for the recognition by ICAO of the competence of the United Nations Dispute Tribunal (UNDT) as the first-level appeal process for staff member appeals. ICAO and the OAJ also concluded an agreement regarding access for ICAO staff to legal assistance in relation to appeal matters through the resources provided by the United Nations Office of Staff Legal Assistance.

ICT and information security management

2.1.7 The Organization's digital transformation showed remarkable progress, as overall digitalization reached 87 per cent, compared with 7 per cent in 2022. This follows the full implementation of the IT strategy and the digitalization of work processes, with 100 per cent of new applications now consisting of cloud-based software as a service (SaaS).

2.1.8 Operational efficiency and sustainability were strengthened by delivering digital transformation investment at costs significantly below estimated figures, and by leveraging workforce renewal and experience from other United Nations agencies. The ICT workforce is now 32 per cent smaller than in January 2022.

2.1.9 The implementation of new cloud architecture, modernized infrastructure and network security successfully supported the 42nd session of the Assembly with a capacity for 5 000 simultaneous connections while maintaining high reliability. Quantum Enterprise Resource Planning (ERP) was implemented on time and on budget, enabling comprehensive financial and human resources transaction processing.

2.1.10 The Organization's digital resilience was further strengthened through comprehensive information security management improvements. The completion of the Information Security Road Map and all related Transformational Objective activities resulted in enhanced identity and privileged access management, business continuity, vulnerability management, and governance, risk and compliance oversight. ICAO's commitment to security excellence was also validated through ISO/IEC 27001:2022 certification. Incident detection and response capacity improved significantly in 2025, with recorded incidents decreasing from 677 in 2024 to 398 in 2025. Moreover, 17 audit recommendations were closed in 2025, leaving only 11 outstanding.

2.1.11 This demonstrates the effectiveness of ICAO's enhanced monitoring and reporting processes, and was particularly evident in the successful containment and management of an information security incident in January 2025.

Multilingualism at ICAO and language and conference services

2.1.12 Continuous organizational improvement in 2025 was also reflected in strengthened multilingualism and enhanced language and conference services, supporting ICAO's commitment to inclusive participation and effective global communication. ICAO furthered its multilingualism strategy by integrating artificial intelligence into language services, including adopting machine translation solutions and piloting large-scale translation of training materials with human post-editing. These innovations marked significant progress towards more efficient, scalable and high-quality multilingual content management.

2.1.13 Conference service capabilities were further strengthened in support of ICAO's governing bodies, technical panels, expert groups and major high-level events. The technical infrastructure for the Hybrid Control Hub (HCH) was fully established and optimized, enhancing the reliability and flexibility of hybrid meetings across Headquarters and regional locations. At the 42nd session of the Assembly, ICAO

launched a new digital Access Control System using QR code technology, which improved security, facilitated the efficient movement of delegates and enabled real-time attendance analytics for data-driven event management.

2.1.14 These improvements supported the following outputs in 2025:

- **73 publications issued**
- **1 434 sittings interpreted** at ICAO Headquarters and in the regions, totaling over 4 302 hours of interpretation services delivered in ICAO's six working languages across 127 meetings
- **Interpretation services which supported over 14 per cent of all 911 ICAO meetings**
- **Over 10 million words translated** into ICAO's six working languages, exceeding the budgeted capacity of 7.7 million words by 30.1 per cent

Financial management

2.1.15 In 2025, ICAO maintained sound financial management to support the achievement of its Strategic Goals. This section provides an overview of Organization's financial performance and position for the year, with a focus on main funding sources.

Regular Budget

2.1.16 ICAO is primarily funded by the Regular Budget, which is allocated over a triennial period to achieve the Business Plan objectives. The performance of the Regular Budget for 2025 is summarized as follows:

| (Thousands of CAD) | Appropriations | | Expenditure and commitments | Variance |
|--|-------------------------------------|----------------|-----------------------------------|---|
| | Original Assembly Resolution A41-28 | Final revised | Actual at budget rate of exchange | Final revised appropriation vs. actuals |
| Safety | 34 881 | 40 666 | 40 314 | 351 |
| Air Navigation Capacity and Efficiency | 22 630 | 24 828 | 24 669 | 159 |
| Security and Facilitation | 16 064 | 18 557 | 18 044 | 513 |
| Economic Development of Air Transport | 5 256 | 6 305 | 6 185 | 120 |
| Environmental Protection | 7 351 | 8 910 | 8 873 | 37 |
| Sub-total | 86 183 | 99 266 | 98 086 | 1 181 |
| Transformational Objective | 5 326 | 5 214 | 4 991 | 223 |
| Support to Strategic Objectives | 16 215 | 18 725 | 18 662 | 63 |
| Management and administration | 15 101 | 22 500 | 22 462 | 38 |
| Sub-total | 36 641 | 46 439 | 46 115 | 324 |
| Total | 122 824 | 145 705 | 144 200 | 1 505 |

Assessed contributions receivable

2.1.17 Assessments from Member States are the primary funding source of the Regular Budget. The summary of assessed contributions receivable is summarized below:

| (Thousands of CAD) | Number of States 2025 | Amount outstanding as at 31 Dec 2025 |
|---|-----------------------|--------------------------------------|
| Group A: States that have concluded agreements with the Council to liquidate their arrears over a period of years | 7 | 3 444 |
| Group B: States with contributions in arrears of three full years or more that have not concluded agreements with the Council to liquidate their arrears | 8 | 5 301 |
| Group C: States with contributions in arrears for less than three full years | 7 | 1 815 |
| Group D: States with contributions outstanding only for the current year | 21 | 14 710 |
| Sub-total | 43 | 25 270 |
| The Former Socialist Federal Republic of Yugoslavia | - | 699 |
| Total outstanding contributions | 43 | 25 969 |

2.1.18 As at 31 December 2025, seven States had concluded agreements to liquidate their arrears over a set period of years. The agreements provide for these States to effect payment of the current year's contribution, as well as an annual instalment payment towards the prior year's arrears.

Revolving Fund

2.1.19 The Revolving Fund, established on 1 January 2008 under Financial Regulation 7.8, reflects transactions relating to after-service health insurance (ASHI), annual leave and repatriation benefits. During 2025, the accumulated deficit of the Fund, including reserves, reached CAD 125 million at the end of the year, resulting from the pay-as-you-go funding approach.

Voluntary and in-kind contributions

2.1.20 In 2025, the Organization received CAD 17.5 million in voluntary contributions, bringing the total fund balance to CAD 54.7 million. The breakdown of voluntary contributions is presented in the table below:

| (Thousands of CAD) | Balance 1 Jan 2025 | Contributions received | Other revenue | Expense | Net surplus/ (deficit) | Transfers and refunds | Balance 31 Dec 2025 |
|---|-----------------------|---------------------------|------------------|-----------------|------------------------------|--------------------------|---------------------------|
| Aviation security | 10 823 | 716 | 530 | (2 463) | (1 217) | (498) | 9 108 |
| AFI Plan | 350 | 0 | 15 | (168) | (153) | 64 | 261 |
| Environment | 5 525 | 2 957 | 262 | (1 092) | 2 127 | (2 638) | 5 014 |
| Capacity-building and implementation | 4 469 | 3 559 | 243 | (1 185) | 2 617 | 285 | 7 371 |
| Regional sub-office | 2 134 | 685 | 36 | (604) | 117 | (851) | 1 400 |
| SAFE Fund | 7 131 | 868 | 305 | (1 726) | (553) | (86) | 6 492 |
| Transformational | 1 524 | 754 | 69 | (393) | 430 | 0 | 1 954 |
| Other funds | 17 688 | 8 003 | 1 217 | (4 690) | 4 530 | 850 | 23 068 |
| Grand total | 49 644 | 17 542 | 2 677 | (12 321) | 7 898 | (2 874) | 54 668 |

Ancillary Revenue Generation Fund

2.1.21 The Ancillary Revenue Generation Fund (ARGF) was established to administer self-financing and revenue-generating products and services. The ARGF reported an operating surplus of CAD 11 million in 2025, from which the required contribution of CAD 8.1 million to the Regular Budget and further contributions of CAD 0.6 million to ICAO Work Programmes were made. The ARGF net surplus amounted to CAD 1.2 million, and its accumulated surplus to CAD 4.5 million.

| (Thousands of CAD) | 2025 | 2024 |
|---|---------------|---------------|
| Net assets as at 1 January | 13 674 | 9 610 |
| Revenue | 31 858 | 32 380 |
| Expenses and transfers to RB | 30 611 | 28 315 |
| Net surplus/(deficit) for the year | 1 247 | 4 065 |
| Sub-total net assets as at 31 December | 14 921 | 13 674 |
| Restricted surplus/reserves | | |
| Operational reserve | 7 771 | 7 113 |
| Earmarked for special projects | 2 662 | 2 955 |
| Sub-total restricted surplus/reserves | 10 433 | 10 068 |
| Accumulated surplus as at 31 December | 4 489 | 3 606 |

Administrative and Operational Services Cost Fund (AOSC)

2.1.22 The Administrative and Operational Services Cost Fund (AOSC) was established to meet the cost of administration and operation of ICAO's Capacity Development and Implementation Programme (CDIP). The AOSC net surplus in 2025 amounted to CAD 11.2 million, and its adjusted accumulated surplus to CAD 30.9 million.

| (Thousands of CAD) | 2025 | 2024 |
|---|---------------|---------------|
| Net assets as at 1 January | 26 726 | 20 577 |
| Revenue | 27 004 | 22 637 |
| Expenses | 14 794 | 11 488 |
| Net surplus/(deficit) for the year | 12 210 | 11 149 |
| Transfer to Operational Reserve (C-DEC 232/3) | | (5 000) |
| Sub-total net assets as at 31 December | 38 936 | 26 726 |
| Restricted surplus/reserves | | |
| Efficiency and Effectiveness Fund | 2 004 | 496 |
| Special Reserve Fund | 6 065 | 3 507 |
| Sub-total restricted surplus/reserves | 8 069 | 4 003 |
| Adjusted accumulated surplus as at 31 December | 30 867 | 22 723 |

2.1.23 Overall, ICAO closed 2025 in good financial health through sound financial management practices, including processes and controls designed to keep its expenses within the available financial resources.

Governance, accountability, risks and controls

2.1.24 The ICAO Council's adoption of the accountability framework in 2025 made a significant contribution to strengthening governance across ICAO. This framework clarified the respective competencies of the Council and the Secretary General, fostering greater cooperation, mutual trust and transparency in the Organization's internal working environment.

2.1.25 Further improvements in governance were supported by more flexible arrangements for Council meetings and sessions, refined working methods for both the Council and its subsidiary bodies and enhanced internal communication. These changes enabled more effective and responsive decision-making processes.

2.1.26 ICAO also continued to embed and mature its Enterprise Risk Management and Internal Control Framework in 2025, maintaining a corporate risk register and issuing annual statements of internal controls as part of its financial statements. Together, these measures have reinforced accountability, improved operational effectiveness and strengthened overall risk management within the Organization.

2.2 Innovation

2.2.1 In 2025, ICAO positioned innovation as a key enabler of progress across all strategic objectives by implementing its newly approved Policy on Innovation. This policy, endorsed by the ICAO Council in March, set a clear direction for fostering new approaches and accelerating the adoption of emerging technologies in global aviation. The ICAO Innovation Fair in September 2025 focused on practical implementation of the policy, including dedicated sessions for sandbox demonstrations to explore and validate innovative solutions in a controlled environment.

2.2.2 Collaboration with industry was deepened through the Industry Consultative Forum (ICF). The Council endorsed recommendations from the fifth ICF meeting and convened a sixth forum on the topic of horizon scanning. Outcomes from this meeting will inform future forums and ensure that ICAO's innovation activities remain aligned with global trends and industry needs.

2.3 Attracting new talent to aviation and gender equality

2.3.1 In 2025, significant progress was made in meeting aviation's workforce needs. The Next Generation of Aviation Professionals (NGAP) strategy expanded to include all aviation workers, and the ICAO Global Ambassadors Programme was established to directly connect youth and women to aviation through inspirational role models. The 2025 NGAP Global Summit Call to Action prompted governments, industry and educational institutions to prioritize inclusive talent development, while targeted regional workshops and the Global Aviation Education Plan (GAEP) equipped Member States with tools to address workforce needs and close representation gaps.

2.3.2 Nominations have been received for the ICAO Global Ambassadors Programme following its approval by the ICAO Council, with operational materials prepared in advance of this inaugural cohort's onboarding.

2.3.3 ICAO supported women's advancement by holding events on International Women's Day, launching a landmark study on women in global aviation to identify critical gaps and solutions, and creating new gender analysis guidance with UN Women to enable Member States to mainstream gender equality into their policies and programmes.

2.4 Partnerships, resource mobilization and financial sustainability

2.4.1 Strengthened financial sustainability and partnerships were achieved in 2025 as ICAO consolidated revenue-generating and voluntary funding streams under a unified business model and strategy. ICAO also maintained strong surpluses from the Ancillary Revenue Generation Fund (ARGF) and Administrative and Operational Services Cost (AOSC) as well as funds through publications, events, data services and training. The ARGF was established to administer self-financing and revenue-generating products and services, while the AOSC covers the cost of the administration, operation and support of the Capacity Development and Implementation (CDI) Programme. Resource mobilization efforts generated significant new voluntary contributions across ICAO's thematic funds and remained on track to meet the annual fundraising target for 2025.

2.4.2 Enhanced engagement with States, international organizations, industry and financial institutions was realized in 2025 through the Global Implementation Support Symposium (GISS), donor dialogues and the first High-Level Pledging Event at the 42nd Assembly, which aligned voluntary contributions with the ICAO Global Appeal 2026–2028 and Business Plan 2026–2028. The updated annual Global Appeal clearly articulated the priority needs of the No Country Left Behind initiative and resource gaps. Structured platforms for pledging, held at Headquarters and through Regional Offices, enabled Member States and partner organizations to announce and align financial, technical and in-kind contributions.

2.4.3 Operational capacity was further strengthened in 2025 by the introduction of a new customer relationship management tool and the launch of the ICAO Buy platform, establishing a new procurement channel. Finally, a Supplementary Understanding signed with the Government of Quebec in September 2025 secured financing for the lease of ICAO premises from 2026 to 2042.

2.5 Ethics

2.5.1 In 2025, ICAO strengthened ethical standards by providing timely guidance on 278 matters, enhancing both management and personnel decision-making. The Organization advanced organizational integrity by actively contributing to 41 policy and standard-setting projects that included revising key staff policies and establishing a network of Trustful Workplace Ambassadors to foster a safer workplace.

2.5.2 ICAO ensured protection for whistleblowers by addressing four reported cases of perceived retaliation and ensuring access to confidential advice, while ongoing processing of a formal request illustrated responsiveness to personnel concerns.

2.5.3 Conflict of interest risks were addressed by achieving full compliance in the Financial Disclosure Programme among all eligible staff, including senior leaders, and by offering tailored mitigation advice where needed.

2.5.4 Workforce ethical capacity was strengthened when ICAO finalized a three-year development plan for 10 mandatory online courses, capped in 2025 by the launch of dedicated modules on conflicts of interest, the prevention of sexual exploitation and abuse, and the prevention of sexual harassment for managers and supervisors.

2.5.5 Finally, ICAO increased anti-fraud and anti-corruption awareness by collaborating on its second global campaign, reinforcing integrity across all levels of the Organization.

2.6 Oversight

2.6.1 ICAO strengthened its accountability framework in 2025 through comprehensive audit and evaluation activities. Nine internal audits were completed, including seven assurance and two advisory engagements, covering critical areas such as language services, regional operations, anti-fraud measures, events management, information systems governance and organizational resilience.

2.6.2 Three major evaluations were conducted, examining the regional portfolio of the Eastern and Southern African Office, economic development of air transport and project cycle management. The Gender Equality Programme evaluation progressed through its data collection phase, supporting the Organization's commitment to assessing strategic initiatives.

2.6.3 Organizational governance was enhanced through working group and Senior Management Board meetings, guidance on the Delegation of Authority Framework and contributions to anti-fraud campaigns. Oversight functions maintained effective external review mechanisms through the management of the Joint Inspection Unit recommendations and preparation of six working papers for the ICAO Council. Annual oversight activities and the Triennial Work Plan for 2026–2028 were presented to the Council, ensuring transparency and strategic alignment of oversight activities.

APPENDICES

The following appendices accompany this report and are issued separately: [2025 World of Air Transport and Capacity Development and Implementation Project Summaries](#).

— END —