



WORKING PAPER

ASSEMBLY — 42ND SESSION

PLENARY

Agenda Item 2: Approval of the Agenda

PROVISIONAL AGENDA FOR THE 42ND SESSION OF THE ICAO ASSEMBLY

(Presented by the Council of ICAO)

EXECUTIVE SUMMARY

The Provisional Agenda of the Assembly, as approved by the Council, is presented in the Appendix together with explanatory notes on each agenda item. Any items that the Council may decide to add will be notified immediately to Member States via a separate communication.

Member States wishing to submit proposals for the addition of items should do so by 14 August 2025. In instances where a new initiative or project activity is proposed and in which there are budget implications for the Organization, the Member State is required to include a cost estimate for its proposal. In this connection, the Member State is invited to develop the new initiative or project activity in consultation with the Secretariat, and to submit the proposal before 1 June 2025, for consideration and decision by the Council for inclusion in the draft budget submission.

Action: The Assembly is invited to approve the Provisional Agenda for the 42nd Session of the ICAO Assembly as presented in the Appendix.

<i>Strategic Objectives:</i>	This working paper relates to all Strategic Objectives.
<i>Financial implications:</i>	No additional resources required.
<i>References:</i>	Doc 7600/8, <i>Standing Rules of Procedure of the Assembly of the International Civil Aviation Organization</i> Doc 10184, <i>Assembly Resolutions in Force</i> (as of 7 October 2022)

APPENDIX
ASSEMBLY – 42ND SESSION
PROVISIONAL AGENDA

PLENARY

Item 1: Opening of the Session by the President of the Council

The opening of the Session by the President of the Council will take place on Tuesday, 23 September 2025 at 1000 hours in the Assembly Hall.

Item 2: Approval of the Agenda

As soon as possible after the opening of the Session, the Assembly shall be invited to approve the Provisional Agenda, as prepared by the Council (Rule 12).

Item 3: Establishment of Committees and Commissions

In accordance with Rules 6, 14 and 18 of the Standing Rules of Procedure, the Assembly shall establish a Credentials Committee, an Executive Committee, a Coordinating Committee, and an Administrative Commission. It is anticipated that the Assembly shall also establish three other Commissions, namely, the Technical, Economic and Legal Commissions, and may establish any such other committees and commissions as it deems desirable for the conduct of its business, pursuant to Rule 14 c).

Item 4: Reference of subjects to Committees and Commissions

The Assembly will be invited to refer items of the agenda to the Executive Committee and to the Technical, Economic, Legal and Administrative Commissions, as well as to any other committees or commissions which may be established in accordance with Rule 14 c), for consideration and report (Rule 20).

Item 5: Election of Member States to be represented on the Council

Documentation will be presented to the Assembly setting forth the voting procedure for the election of the Council, the precedents of the elections in previous years and other relevant information. Reference will also be made to Assembly Resolution A4-1 specifying the obligations of Council Member States (Rules 54-61).

Item 6: Election of the President of the Assembly

The Assembly shall elect its President, who shall preside over the plenary meetings of the Assembly. Until such election, the President of the Council shall act as President of the Assembly (Rule 8).

Item 7: Election of the four Vice-Presidents of the Assembly and Chairpersons of Commissions

The Assembly shall elect four Vice-Presidents and the Chairpersons of the Commissions referred to above (Rules 9 and 22).

Item 8: Statements by delegations of Member States

Written, oral or pre-recorded video statements may be delivered by delegations of Member States. Additional information in this regard will be made available on the Assembly website.

Item 9: Reports by Committees and Commissions of the Assembly and action thereon

These reports are the final reports of the Committees and Commissions on each item, together with the draft resolutions presented for adoption by the Assembly.

EXECUTIVE COMMITTEE

Item 10: Contributions in arrears

In accordance with Assembly Resolution A39-31, this item will permit consideration of the status of voting privileges of States that have long-outstanding arrears.

Item 11: Annual Reports of the Council to the Assembly for 2022, 2023 and 2024

The Executive Committee will be invited to review as a whole the Annual Reports of the Council to the Assembly for 2022, 2023 and 2024, and the supplementary report covering the first six months of 2025. Information will also be presented on the work undertaken by the Secretariat in relation to key policy areas and issues of interest.

Item 12: Facilitation Programmes

The Council will report on major activities related to recent developments in Annex 9 – *Facilitation*, and the progress made in the implementation of the ICAO Traveller Identification Programme (ICAO TRIP) Strategy, including Advanced Passenger Information (API) Guidelines and Passenger Name Record (PNR) Standards, and the ICAO Public Key Directory (PKD). The issues faced by States in protecting the health of the travelling public and aviation personnel, mitigating the risk of transmission of communicable diseases by air transport, combatting human trafficking and irregular migration in civil aviation, as well as in implementing the United Nations Security Council resolutions to detect and counter the threat posed by foreign terrorist fighters (FTFs), will be highlighted. The Council will also report on the progress made to address long-standing issues being faced by aircraft accident victims and their families, as well as the on work undertaken to ensure accessible air transport services for persons with disabilities and reduced mobility. A work programme for the 2026-2027-2028 triennium will be proposed, pointing out the prioritization of the actions by ICAO in the Facilitation area, while considering the resources available for the next triennium. The Council will also propose the adoption of a revised *Consolidated statement of continuing policies related to facilitation* (Assembly Resolution A41-17), taking into consideration the outcomes and recommendations arising from the ICAO Facilitation Conference (April 2025).

Item 13: Aviation Security — Policy

The Council will provide a progress report on major aviation security policy developments and related activities and initiatives, including cybersecurity for civil aviation, taking into account the Second Edition Global Aviation Security Plan (GASeP), the Muscat Ministerial Declaration and relevant resolutions adopted by organs of the United Nations. The Council will outline the Organization's aviation security priorities for the next triennium, including those aimed at supporting States' efforts towards reaching the aspirational goal and associated milestones of the GASeP, improving governance on aviation security matters as well as those intended to further enhance the international aviation security policy and regulatory framework. The Council will also propose the adoption of a revised *Consolidated statement on continuing ICAO policies related to aviation security* (Assembly Resolution A41-18).

Item 14: Audit Programmes – Continuous Monitoring Approach

Pursuant to Assembly Resolutions A40-13 and A41-18, Appendix D, the Assembly will be invited to review the progress reports on the performance and activities of the Universal Safety Oversight Audit Programme (USOAP) and the Universal Security Audit Programme (USAP) both under a continuous monitoring approach (CMA). The Council will present progress reports on the evolution and operation of the Programme, including relevant policy updates and associated resource proposals for endorsement.

Item 15: Environmental Protection – General provisions, Aircraft Noise and Local Air Quality

The Council will present reports on the present and future impact and trends in aircraft noise, Local Air Quality (LAQ) emissions and CO₂ emissions as the basis for decision-making on environmental matters. Reports will also be presented on activities with regard to progress on the development of policies and Standards and Recommended Practices (SARPs) on aircraft noise, emissions affecting LAQ and CO₂ emissions. In addition, information will be provided on cooperation and main developments with other UN bodies, including new emerging issues (e.g. single use plastics, aircraft end-of-life). The Council will present proposals for updating the *Consolidated statement of continuing ICAO policies and practices related to environmental protection – General provisions, noise and local air quality* (Assembly Resolution A41-20).

Item 16: Environmental Protection – International Aviation and Climate Change

The Council will present reports on activities with regard to international aviation and climate change, including the work on the long-term global aspirational goal for international aviation (LTAG) and the related progress monitoring, implementation support and climate finance initiatives under ICAO, including the Finvest Hub. Information will also be presented on the outcomes arising from the Third ICAO Conference on Aviation and Alternative Fuels (CAAF/3), namely the ICAO Global Framework for Sustainable Aviation Fuels (SAF), Lower Carbon Aviation Fuels (LCAF) and other Aviation Cleaner Energies and its implementation Roadmap. In addition, information on climate change adaptation and resilience as well as progress on enhancing scientific understanding of aviation's climate impacts will be presented. The Council will also present proposals for updating the *Consolidated statement of continuing ICAO policies and practices related to environmental protection – Climate change* (Assembly Resolution A41-21), taking into consideration the outcomes of CAAF/3 and other relevant Council decisions.

Item 17: Environmental Protection – Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)

The Council will present reports on activities with regard to the implementation of the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), including the update of Annex 16, Volume IV and other relevant CORSIA implementation elements (e.g. CORSIA eligible fuels and eligible emissions units), as well as progress on the ICAO Assistance, Capacity-building and Training for CORSIA (ACT-CORSIA) programme, as well as the 2025 periodic review of CORSIA. The Council will present proposals for updating the *Consolidated statement of continuing ICAO policies and practices related to environmental protection – Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)* (Assembly Resolution A41-22).

Item 18: Capacity Development and Implementation Support – Policy and Activities

The Council will present a comprehensive report on the overall implementation and performance results of the capacity development and implementation programme, including civil aviation training activities, for the current triennium, from both the financial and the non-quantifiable operational perspectives. This report will also highlight those specific projects and activities which have supported the advancement of the *No Country Left Behind Initiative* (NCLB), as well as ICAO's contributions toward the attainment of the United Nations Sustainable Development Goals. An update on resource mobilization efforts, together with the status of ICAO voluntary funds, will also be presented. Accordingly, the Council will put forward a proposal for updating the *Consolidated statement of ICAO policies on technical cooperation and technical assistance* (Assembly Resolution A41-25).

Item 19: Multilingualism at ICAO

Pursuant to Assembly Resolution A37-25, the Council will present a report on the actions taken to support the implementation of the ICAO Multilingualism Strategy and to promote the principle of multilingualism as an integral part of the Organization's programmes and activities.

Item 20: Innovation in Aviation

The Council will present a proposal to update Assembly Resolution A40-27, *Innovation in Aviation*, which will incorporate lessons learned from the work conducted on all dimensions of innovation, including the interaction with innovators, the timely incorporation of innovations in ICAO's global standards, the review of the progress on the Standardization Roadmap and the ability to enhance internal processes supported by more openness to technologies. The updated Resolution will also chart a path forward, taking into consideration the goals defined in the *ICAO Policy on Innovation*.

Item 21: Next Generation of Aviation Professionals (NGAP) initiative

Pursuant to Assembly Resolution A39-29 the Council will present a report on the actions taken to support the implementation of the NGAP programme, and the progress made in this regard.

Item 22: Other high-level policy issues to be considered by the Executive Committee

This item is intended for subjects concerning high-level policy issues other than those that have a specific agenda item, which require the consideration of the Assembly.

TECHNICAL COMMISSION

Item 23: Global Aviation Safety and Air Navigation Plans

Taking into consideration the recommendations arising from the 14th ICAO Air Navigation Conference (AN-Conf/14), the Council will present proposals, for endorsement, of the Global Aviation Safety Plan (GASP), for its 2026-2028 edition (fifth edition) and Global Air Navigation Plan (GANP), for its eighth edition, to ensure the plans remain relevant, strategically aligned, and best reflect global issues in aviation safety as well as capacity and efficiency, and the means to address them.

Item 24: Aviation Safety and Air Navigation Priority Initiatives

Taking into consideration the recommendations of AN-Conf/14, the Council will report on proposed key aviation safety and air navigation initiatives and activities over the next triennium. The Council will also outline regional cooperation and implementation support initiatives for the next triennium at the global, regional and State levels, including global priorities for implementation support as well as expectations for PIRGs, RASGs, Regional Safety Oversight Organizations (RSOOs), Regional Accident and Incident Investigation Organizations (RAIOs), and associated regional collaboration mechanisms. The Council will also report on matters that may affect the safety of air transport and the reliability of air navigation systems, such as GNSS interference. Recommendations may also be made with respect to the evolution of the Technical Commission of the ICAO Assembly.

Item 25: Other issues to be considered by the Technical Commission

This item is intended for subjects other than those that have a specific agenda item, which require the consideration of the Assembly.

ECONOMIC COMMISSION**Item 26: Economic Development of Air Transport**

The Council will present a report on significant developments in the economic regulation of international air transport, including in relation to the global economic regulatory environments and activities aimed at facilitating and supporting the liberalization process. An update will also be provided with respect to the regulatory and economic aspects of airports and air navigation services, while highlighting recent developments with respect to ICAO's policies and guidance on user charges and cost recovery mechanisms, as well as financing for aviation infrastructure.

The Council will also report on the advancements made in the area of aviation data and analysis, as follows: Business Intelligence dashboards and big data analytics provided to Member States to support their data-driven decision and policy-making for improving operational and economic efficiency of air transport; updates to the ICAO Long-Term Traffic Forecasts and on-going refinements to the econometric models to meet the planning and implementation needs of Member States; the methodological frameworks to index the state of global aviation competitiveness and measure direct economic contribution of civil aviation using the aviation satellite account; and ongoing work in the area of advanced data and analytics using new technologies.

Accordingly, the Assembly will be invited to consider the adoption of a revised *Consolidated statement of continuing ICAO policies in the air transport field* (Assembly Resolution A41-27). A work programme covering the activities in the area of economic development for the 2026-2027-2028 triennium will also be proposed.

Item 27: Other issues to be considered by the Economic Commission

This item is intended for subjects other than those that have a specific agenda item, which require the consideration of the Assembly.

LEGAL COMMISSION

Item 28: Work Programme of the Organization in the Legal Field and Consolidated Statement of Continuing ICAO Policies in the Legal Field

The Council will present a report on the progress of work in relation to the items on the work programme of the Legal Committee and will present recommendations for the future work programme as appropriate. A proposal for updating the *Consolidated statement of continuing ICAO policies in the legal field* (Assembly Resolution A41-4) will also be presented.

Item 29: Other issues to be considered by the Legal Commission

This item is intended for subjects concerning issues other than those that have a specific agenda item, which require the consideration of the Assembly.

ADMINISTRATIVE COMMISSION**Item 30: Budgets for 2026, 2027 and 2028**

Article 49 (e) of the Convention stipulates that the Assembly votes annual budgets and determines the financial arrangements of the Organization. Under this provision, the Council will submit the ICAO Budget for 2026, 2027 and 2028, as well as, if required, estimates for supplementary appropriations. The Council will also submit the Indicative Budget Estimates of the Administrative and Operational Services Cost (AOSC) fund of the Capacity Development and Implementation Programme and the Ancillary Revenue Generation Fund (ARGF).

Item 31: Confirmation of Council action in assessing the contributions to the General Fund and determining advances to the Working Capital Fund of States which have adhered to the Convention

In accordance with Financial Regulations 6.9 and 7.5, the Council will act on the assessment of any State that may adhere to the Convention before the opening of the 42nd Session of the Assembly. The Council action will be reported to the Assembly for approval.

Item 32: Contributions in arrears

The Council will report on arrangements that may have been concluded to settle Member States' contributions in arrears and action to be taken in the case of Member States failing to discharge their financial obligation to the Organization.

In accordance with Financial Regulation 6.8 and Assembly Resolution A39-31, the Council will report on the result of actions undertaken, effective 1 January 2017, to monitor outstanding contributions and review the effectiveness of the incentive schemes, taking into account the additional measures applied to those Member States whose voting rights have been suspended in Resolving Clauses 10 and 11.

The Assembly will be informed of the actions taken in accordance with Assembly Resolution A38-25, Resolving Clause 1.

The application of Assembly Resolution A38-25, Resolving Clause 2, will be reviewed.

In accordance with Assembly Resolution A38-25, Resolving Clause 3, with effect from 1 January 2005, subject to cash surplus availability, only that portion of a payment from a Member State that is in excess of the sum of the three preceding years' assessments and all instalments due under agreements entered into under Resolving Clause 4 of Assembly Resolution A39-31, shall be retained in a separate account to finance expenditure on aviation security activities, and new and unforeseen projects related to aviation safety, and/or to the enhancement of efficient delivery of ICAO programmes, such action to be under the control of the Council and reported to the next ordinary session of the Assembly.

In accordance with Assembly Resolution A38-25, Resolving Clause 4, the Council will report on the results of the efforts to closely monitor the question of outstanding contributions and the effects of the incentive schemes on payment of arrears by States, and report to the next ordinary session of the Assembly on the results of their efforts including other measures to be considered.

Item 33: Assessments to the General Fund for 2026, 2027 and 2028

This item is governed by Assembly Resolution A36-31, Clause 3. In accordance with the methodology outlined in Assembly Resolution A36-31 Clause 1, the draft Scales of Assessment have been calculated and will be submitted for the consideration and approval of the Assembly.

Item 34: Report on the Working Capital Fund

In accordance with Assembly Resolution A41-30, the Council will report on the position of the Working Capital Fund and recommend any changes to the level.

Item 35: Review of expenditures: Disposition of cash surplus/deficit; and Approval of accounts and examination of audit reports for the financial years 2022, 2023 and 2024

The Council shall report on the disposition of cash surplus in accordance with Financial Regulation 6.2, or on how a deficit may be financed in accordance with Financial Regulation 6.3.

This item will also include the Audit Reports and Statement of Accounts for each of the financial years and in respect of the Organization, including Joint Financing funds, United Nations Development Programme funds, Trust Funds, Civil Aviation Purchasing Service funds and other funds administered by ICAO, as well as reports dealing with transfers from one Strategic Objective or Supporting Implementation Strategy to another, supplementary appropriations and ex-gratia payments, if any.

Item 36: Amendment of the Financial Regulations

In accordance with Financial Regulation 14.1, the Council will report to the Assembly on its actions in amending the Financial Regulations.

Item 37: Appointment of External Auditor

In accordance with Financial Regulation 13.1, the Council will present a report on the appointment of the External Auditor.

Item 38: Human Resources Management and Gender Equality

Pursuant to Assembly Resolutions A24-20, A36-27 and A41-26, the Council will present a report on the composition of the ICAO workforce, including Equitable Geographical Representation (EGR), gender and demographic data, such as age, length of service, retirement projections and occupational groups, as at 31 December for the years 2022, 2023 and 2024.

Item 39: Other issues to be considered by the Administrative Commission

This item is intended for subjects other than those that have a specific agenda item, which require the consideration of the Assembly.