

**59th CONFERENCE OF
DIRECTORS GENERAL OF CIVIL AVIATION
ASIA AND PACIFIC REGIONS**

*Cebu, Philippines
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AGENDA ITEM 9: UPDATES

**REGIONAL COOPERATION MECHANISMS TASK FORCE –
EXAMINATION OF THE FEASIBILITY OF
AN ASIA PACIFIC CIVIL AVIATION COMMISSION:
FINAL REPORT**

(Presented by Singapore on behalf of Regional Cooperation Mechanism Task Force)

SUMMARY

This paper presents the final report of the examination of the feasibility of an Asia Pacific Civil Aviation Commission (APCAC). It provides a set of recommendations on the way forward for the APAC region.

REGIONAL COOPERATION MECHANISMS TASK FORCE – EXAMINATION OF THE FEASIBILITY OF AN APCAC: FINAL REPORT

1. INTRODUCTION

1.1 The 57th Conference of Directors General of Civil Aviation Asia and Pacific Regions (DGCA/57) has tasked the Regional Cooperation Mechanisms Task Force (RCM TF) to examine the feasibility of an Asia Pacific Civil Aviation Commission (APCAC). DGCA Action Item 57/63 is in [Annex A](#).

1.2 The RCM TF has concluded the examination of the feasibility of an APCAC and has proposed a set of recommendations on the way forward for the Asia Pacific (APAC) region.

2. DISCUSSION

2.1 The examination of the feasibility of an APCAC consists of three parts, i) information gathering about a civil aviation commission, ii) identifying the challenges and opportunities, and iii) assessment of the feasibility of an APCAC.

2.2 Part I¹ examined the different types of existing civil aviation commissions (CACs). It looked at their objectives, responsibilities, organisational structures including CACs' relationship with ICAO, resourcing, and activities. It considered the preconditions necessary for different initiatives, including those for an APCAC. The Part I report is in [Annex B](#).

2.3 Part II² built on the work of Part I and identified a range of challenges facing the APAC region. These challenges included:

- a) The APAC region is one of the fastest growing aviation economies in the world, although this growth is not even across the region.
- b) Emerging technologies in aviation are advancing rapidly and are providing new and unknown challenges.
- c) There is a need for international aviation to reduce its environmental impact, such as by adopting the use of sustainable aviation fuels, new electric propulsion systems etc.
- d) There is a need to continue building capacity and capability across the region.
- e) The APAC region needs to effectively enhance regional cooperation and collaboration with finite resources and gaining ICAO support for assisting with specific regional priorities.

2.4 Part II proposed three broad options to address these challenges and realise any opportunities. These options were retaining the status quo, enhancing existing mechanisms, and developing new mechanisms. The Part II report is in [Annex C](#).

2.5 The DGCA/58 discussed the Part I and II reports and agreed that retaining the status quo was not tenable given the challenges facing the region that have been identified. The DGCA/58 also endorsed the options of enhancing existing mechanisms and developing new mechanisms to

¹ The Part I Working Group was led by Australia, consisting of members from Bangladesh, China, Nepal and Sri Lanka

² The Part II Working Group was led by New Zealand, consisting of members from Fiji, Japan, the Republic of Korea, Singapore and the United States of America.

address the challenges and realise the opportunities. The Part III³ report has assessed several initiatives under these options.

2.6 Part III identified three objectives which were most relevant to address the current and emerging needs and challenges of the region. These are the primary consideration for enhancing existing mechanisms and developing new mechanisms:

- a) Promoting implementation of ICAO SARPs and regional plans
- b) Coordinating or developing capability and capacity building and training initiatives
- c) Developing and promoting regional policy positions in international fora.

2.7 Five considerations were identified to assess six proposed initiatives under the enhancement of existing mechanisms or development of new mechanisms. These considerations are:

- a) Effectiveness in addressing regional challenges and realising opportunities
- b) Inclusiveness of the region
- c) Ease of implementation
- d) Cost/resources required
- e) Expected timeframe of initiatives, i.e. short, medium, or long term.

2.8 There are four proposed initiatives to strengthen existing mechanisms, as briefly described below:

- a) Asia Pacific Ministerial Conference on Civil Aviation (APACMC)
This is a recent initiative which can be further enhanced by having it held at agreed intervals, with an agreed declaration at each meeting. This would allow States to plan, prepare and follow through the priorities under the declarations.
- b) DGCA Conference
While DGCA Conference has been an effective forum since 1960, it is timely to enhance its effectiveness to meet the needs of the region and States. Several initiatives such as setting up a small team comprising representatives from States to support the running of the DGCA Conference, establishing a formal terms of reference covering the purpose, representation and scope, and improving two-way communication between the DGCA Conference and the Montreal Group⁴, have been proposed.
- c) Cooperation platforms on aviation training
This is a key initiative to address one of the region's priorities for capacity and capability development. A regional training cooperation framework, together with an initial list of initiatives, would enable greater access by States to training in critical areas, such as aviation safety. It would also enhance cooperation among training academies in training delivery and build up of a pool of qualified regional trainers.
- d) Support for the ICAO Asia and Pacific Regional Office (APRO)
As the ICAO APRO plays a pivotal role in fostering the implementation of ICAO standards, global, and regional plans, it is imperative for States to further support the work of the ICAO APRO by providing resources, expertise, and contributions.

2.9 Two new mechanisms are also proposed, as briefly described below:

³ The Part III Working Group was led by Singapore, consisting of members from Australia, China, Hong Kong China, Japan, Malaysia, New Zealand, the Republic of Korea and the United States of America.

⁴ The Montreal Group currently comprises 7 APAC Council Representatives on the ICAO Council, namely Australia, China, India, Japan, Malaysia, ROK and Singapore.

a) Formation of an APCAC

An APCAC may be formed to coordinate discussion and consideration of high level, strategic aviation policy which address regional needs and priorities, facilitate the establishment of regional positions, where possible, and garner support and greater influence as a regional voice at international settings.

b) Establishing an annual forum to discuss and agree to regional aviation issues of common interest

This is to provide a platform for discussion of aviation issues of common interest among senior aviation officials such that agreed regional positions could be tabled at ICAO and other global organisations and fora. It is envisaged that such a forum would be held on the side of the DGCA Conference.

2.10 Details of these initiatives can be found in Part III Report in Annex D.

SUMMARY OF FINDINGS

2.11 **Strengthening existing mechanisms and developing new mechanisms are not mutually exclusive and the region should work on both sets of initiatives.** This ensures that initiatives are implemented in a way that maximises benefits reaped by the region.

2.12 **An APCAC could be feasible over the long term.** An APCAC would require significant discussions and further work on its scope and implementation details.

2.13 **Strengthening existing mechanisms would be a no-regret move in the short- and medium-term.** The region should focus its efforts on addressing the needs and priorities of the region. ICAO and States/Administrations should continue working closely to implement regional plans and further enhance regional cooperation.

2.14 **The region should strengthen the existing mechanisms, particularly the DGCA Conference.** The DGCA Conference is a well-established platform with a high attendance among States/Administrations in the region. Strengthening the DGCA Conference would add greater value to the work already undertaken and serve to better support other initiatives.

2.15 **The region should pursue the Regional Training Cooperation Framework and its initiatives.** This would address one of the region's key priorities of capacity and capability development.

2.16 **The region could establish a dedicated forum, to be held as a side meeting during the DGCA Conference, for States/Administrations to discuss and agree on regional aviation issues of common interest.** This would give the region greater influence at ICAO and other global organisations and fora.

3. ACTION BY THE CONFERENCE

3.1 The Conference is invited to:

a) Note the completion of the examination of the feasibility of an APCAC by the RCM Task Force;

b) Endorse the recommendations of the final report, as follows:

i. The APCAC could be feasible over the long term.

ii. The region is encouraged to strengthen the Asia Pacific Ministerial Conference

on Civil Aviation and support for the ICAO Asia and Pacific Regional Office by providing resources, expertise, and contributions.

- iii. The region should strengthen the DGCA Conference through initiatives such as such as a) setting up a small team comprising representatives from States to support the running of the DGCA Conference, b) establishing a formal terms of reference covering the purpose, representation and scope, and c) improving two-way communication between the DGCA Conference and the Montreal Group.
- iv. The region should pursue the Regional Training Cooperation Framework and its initiatives.
- v. The region could establish a dedicated forum, to be held as a side meeting during the DGCA Conference for States/Administrations to discuss and agree on regional aviation issues of common interest.

— END —

Annex A Action Item 57/63 of the DGCA/57

Agenda Item 11: Other Business		
DP/11a/4 DP/11a/3	Action Item 57/63	<p>While acknowledging the Discussion Papers from the Republic of Korea and Bangladesh and noting that:</p> <ul style="list-style-type: none"> a) increasing the future level of Asia Pacific membership on the ICAO Council and ratification had been responded to by the Conference in the Action Item 57/61 and Action Item 57/62; b) the Regional Cooperation Mechanisms (RCM) Task Force is resuming its work (reference Action Item 57/60) to continue its current work program; c) the priority for the region should be the recovery of aviation in the current circumstances; <p>The Conference:</p> <ul style="list-style-type: none"> a) encouraged Bangladesh and other States/Administrations to join the RCM Taskforce; and b) entrusted the RCM Taskforce as part of its work program to include examination of the feasibility of an APCAC and report on progress to the next DGCA Conference. [emphasis added]

Annex B Part I Report

Regional Cooperation Mechanisms Task Force
Asia Pacific Civil Aviation Commission Feasibility Study – Part I
(Presented by the Part I working group)

Executive Summary

The 57th Conference of Directors General of Civil Aviation Asia and Pacific Regions (DGCA) has tasked the Task Force to Strengthen and Evolve Existing Regional Mechanisms for Regional Cooperation, towards Capability and Capacity Building and Technical Assistance (RCM TF) to examine the feasibility of an Asia Pacific Civil Aviation Commission (APCAC).

The RCM TF has approached this task in three parts:

- Part I: Information-gathering about a Civil Aviation Commission (CAC).
- Part II: Identifying the challenges and opportunities.
- Part III: Assessment of the feasibility of an APCAC.

This report relates to Part I: Information gathering on a CAC. It was prepared by a working group led by Australia with representatives from Bangladesh, China, Nepal and Sri Lanka.

This report covers:

- examining the different types of CACs currently in place
- looking at their:
 - establishment, history and membership
 - objectives
 - activities and responsibilities
 - achievements, challenges and future strategic directions
 - organisational structures
 - relationship with the International Civil Aviation Organization (ICAO), ICAO regional offices, other organisations and stakeholders, and with each other
 - resourcing
- having regard to the above information, considering the preconditions that would inform the consideration of an APCAC's feasibility.

While the four CACs have structures, objectives, activities and responsibilities that share features that are common among them, their implementation reflects the specific priorities and needs of their respective regions and Member States.

As demonstrated by discussions at DGCA and the request for the RCM TF to examine the feasibility of an APCAC, States in the Asia Pacific region are increasingly in alignment on:

- acknowledgement that the status quo does not suit the needs of the region
- consideration of more structured coordination and cooperation on strategic policy and implementation support, as well as directions that could help address the needs of the region
- commitment to examining the feasibility of a forum to address the needs of the region, including the objectives of such a forum and the resourcing required.

These are the types of preconditions that had led to the formation of other CACs.

Introduction

This report builds upon earlier work done by the Asia Pacific Civil Aviation Commission Task Force (APCACTF) to examine the feasibility of an APCAC. That earlier work, presented at DGCA 53, provided an overview of the role, operations, benefits and challenges of the African Civil Aviation Commission (AFCAC), the Arab Civil Aviation Commission (ACAO, also known as the Arab Civil Aviation Commission), the European Civil Aviation Conference (ECAC), and the Latin American Civil Aviation Commission (LACAC).⁵

The APCACTF found that:

- CACs seek to facilitate cooperation and coordination among States on civil aviation matters, to provide support and guidance, and aim to collaborate with other organisations, CACs and ICAO, for the purpose of assisting States' continued improvement of their civil aviation systems.
- CACs have varying additional roles, based on the distinct cultures and systems each CAC operates in, which may include: coordinating harmonisation of Member States' policies and regulations; establishing common approaches to issues; facilitating training; implementing agreed common aviation policies (such as to liberalise air markets); and to facilitate discussions between Directors-General of Member States.
- CACs hold various forums or plenaries, on a regular basis, that are assisted by an elected executive body to develop and carry out the work of the CAC, in addition to a secretariat.
- Member States make some level of financial contribution to the CACs to cover their operating costs, and additional support may come from other organisations as necessary and agreed to.
- Some CACs actively contribute to ICAO meetings on behalf of Member States, and have a memorandum of understanding (MOU) with ICAO to share information and data, establish themselves as a regional safety oversight office, or to build consensus to improve consultation and cooperation mechanisms to improve Member State participation in, and access to, ICAO.
- Some CACs have reported that their challenges include securing sufficient resources from Member States – both in terms of financial and personnel – as well as achieving appropriate and sufficient attendance at meetings. To an extent, some of this can be mitigated by maintaining effective cooperation and coordination with other groups, such as ICAO regional offices.

Characteristics of Civil Aviation Commissions

This section provides an overview of the different CACs – ACAO, AFCAC, ECAC and LACAC – in terms of their: establishment, history and membership; objectives; activities and responsibilities; achievements, challenges and future strategic directions; organisational structures; relationship with other organisations (including ICAO and its regional offices); and resourcing.

Establishment, history and membership

The history of each CAC, or the regional civil aviation organisation it replaced, dates back over 50 years – ECAC to 1955,⁶ the Civil Aviation Council of Arab States was established in 1967 and was the forerunner to ACAO (established in 1996),⁷ AFCAC to 1969,⁸ and LACAC to the early 1970s.⁹ They were each established to improve coordination and cooperation of civil aviation activities in a given

⁵ DGCA, Asia Pacific Civil Aviation Commission (APCAC) Feasibility Study – Progress report, DGCA 53, 2016, Attachment C – Overview of other Regional Civil Aviation Commissions, pp. 14–17.

⁶ ECAC (European Civil Aviation Conference), [About ECAC](#), ECAC, 2021.

⁷ ICAO (International Civil Aviation Organization), [Postal History of ICAO](#), ICAO, 2010.

⁸ Ibid.

⁹ J Bogolasky, [Air Transport in Latin America: The Expanding Role of the Latin American Civil Aviation Commission](#), 44 *Journal of Air Law and Commerce* (1978), pp. 75–81.

region, as well as to undertake joint action.¹⁰ The CACs are advisory bodies – recommendations and advice are subject to the approval of each Member State’s government.

ACAO, AFCAC and ECAC were established as a result of work undertaken in a broader political regional organisation. ACAO is affiliated to the League of Arab States (LAS, also known as the Arab League),¹¹ AFCAC is a specialised institution of the African Union (AU),¹² and ECAC was established in response to recommendations made by the Council of Europe.¹³ LACAC was founded in the context of common traditions, political and economic problems, and legal systems, and membership of the Organization of American States.¹⁴

The CACs are independent and have legal capacity, however, the type of instrument that created them varies. ACAO,¹⁵ AFCAC,¹⁶ and LACAC,¹⁷ were created by treaty-level instruments. This creates legal rights and obligations for the Member States and is binding on them under international law. ECAC was established as an intergovernmental organisation of less-than-treaty status.¹⁸

Among other things, this determines aspects of how the organisation is managed, including how their establishing instruments can be changed over time. The *ECAC Constitution* may be amended in a plenary session by an absolute majority of all Member States.¹⁹ The *ACAO Agreement*, *AFCAC Constitution* and *LACAC Statute* may only be amended according to the provisions of the relevant treaty, which includes the ratification of those amendments in accordance with each Member State’s respective constitutional procedures and a minimum number of ratifications for the amendment to enter into force. For example, the *AFCAC Constitution* may be amended following consideration by the plenary and recommendations by the executive and would enter into force after ratification by 15 African States. Amendments to the *LACAC Statute* require a two-thirds majority of the Member States.

ACAO’s members must be members of the LAS and its working language is Arabic.²⁰ AFCAC’s membership is open to all African states – with its working languages those of the AU: African languages, Arabic, English, French and Portuguese.²¹ ECAC’s membership is open to any European State that will actively further ECAC’s objectives and comply with its constitution.²² Its working languages are English and French. LACAC’s membership is restricted to the states of South America, Central America (including Panama), Mexico and the Caribbean, with its working languages being Spanish, Portuguese and English.²³ Some States may be members of multiple CACs, for example, African members of ACAO may also be members of AFCAC.

¹⁰ Aspects of the history and the impetus behind the formation of CACs was part of the scope of the APCACTF and was reported in in DGCA, Asia Pacific Civil Aviation Commission (APCAC) Feasibility Study – Progress report, DGCA 53, 2016, Attachment C – Overview of other Regional Civil Aviation Commissions, pp. 14–17.

¹¹ ACAO (Arab Civil Aviation Organization), [About ACAO](#), ACAO.

¹² AFCAC (African Civil Aviation Commission), [AFCAC Constitution](#), AFCAC, Article 2.

¹³ ECAC, [The beginnings](#), ECAC.

¹⁴ J Bogolasky, [Air Transport in Latin America: The Expanding Role of the Latin American Civil Aviation Commission](#), 44 *Journal of Air Law and Commerce* (1978), pp. 75–81.

¹⁵ Hassan Radhi, [The Arab Organisation for Civil Aviation](#), 1996, 11 *Arab Law Quarterly* 3, pp. 285–293.

¹⁶ AFCAC (African Civil Aviation Commission), [AFCAC Constitution](#), AFCAC, Article 2.

¹⁷ LACAC (Latin American Civil Aviation Commission), [Statute of the Latin American Civil Aviation Commission, 1973](#), LACAC.

¹⁸ ECAC, [About ECAC](#), ECAC.

¹⁹ ECAC, [Constitution and Rules of Procedure](#), ECAC, Article 16. NB: While titled a constitution this is not a treaty-level instrument.

²⁰ Hassan Radhi, [The Arab Organisation for Civil Aviation](#), 1996, 11 *Arab Law Quarterly* 3, pp. 285–293.

²¹ AFCAC, [AFCAC Constitution](#), 2009, AFCAC, Articles 5 and 24.

²² ECAC, [Constitution and Rules of Procedure](#), ECAC, Articles 1 and 15, and p. 15 (Criteria and Procedures to be used in considering Applications for Membership of ECAC).

²³ LACAC (Latin American Civil Aviation Commission), [Statute of the Latin American Civil Aviation Commission, 1973](#), LACAC, Articles 2 and 26.

Each CAC has a dedicated headquarters for its secretariat which provides a location for its executive and plenary to meet. ACAO is based in Rabat, Morocco; AFCAC in Dakar, Senegal; ECAC in Paris, France; and, LACAC in Lima, Peru.

Objectives

As advisory bodies, the objectives of the CAC's can be broadly summarised as promoting cooperation and coordination among Member States in civil aviation. CAC's objectives include:

- developing and securing the safety, security, and environmental protection of civil aviation regionally through capability and capacity building and by promoting the implementation of ICAO Standards and Recommended Practices (SARPs)
- developing positions, solutions and responses to regional civil aviation matters
- promoting regional policy positions and solutions globally
- strengthening regional engagement with ICAO and other actors in civil aviation (e.g. industry)
- guaranteeing regional representation in ICAO and in other international forums
- acting as a regional civil aviation think-tank
- serving as a centre of expertise for its Member States.

The extent to which any given CAC focuses on these types of objectives is determined by the establishing instrument of the CAC and the priorities of the CAC, as set from time to time in plenary sessions by its Member States.

Activities and responsibilities

Each CAC has its own responsibilities and has developed its own program of activities to achieve its objectives. There are a range of activities and responsibilities, however, which are common to CACs in their capacity as advisory bodies, and which they perform in full, in part or aspects of, as per the priorities and needs of their Member States. These include:

- conducting research and preparing studies on economic, regulatory, legal, technical and security aspects of civil aviation and making recommendations
- coordinating Member States' positions in relation to ICAO activities, e.g. for ICAO Assemblies
- contributing to the works of various ICAO panels and working groups
- monitoring changes in civil aviation and considering Member States' options to respond
- promoting implementation of SARPs and regional air navigation plans
- coordinating or developing capability and capacity building and training initiatives
- managing relationships with other civil aviation actors, including ICAO and other CACs, and civil aviation authorities, and industry
- promoting information sharing among Member States, such as statistical data and best practice.

While the CACs generally perform an advisory role, AFCAC has been given a broader political and regulatory role by its Member States. AFCAC is responsible for implementing the Yamoussoukro Decision (YD) on air liberalisation in Africa and the Single African Air Transport Market (SAATM).²⁴ This includes economic regulatory functions such as rule-making, providing opinions on disputes, and in some cases the ability to investigate and fine Member States for non-compliance with the SAATM's rules.²⁵ As the executing agency it also advocates for the SAATM, including for reforms.

Achievements, challenges and future strategic directions

²⁴ AFCAC, [About the Executing Agency of the Yamoussoukro Decision](#), AFCAC, 2019.

²⁵ African Union, [Decision Relating to The Implementation of The Yamoussoukro Declaration Concerning the Liberalisation Of Access to Air Transport Markets in Africa And Annexes 2018](#), AFCAC, 2018.

As discussed in the APCACTF's earlier report, presented at DGCA 53,²⁶ CACs had reported that their challenges included securing sufficient resources from Member States – both in terms of financial and personnel – as well as achieving appropriate and sufficient attendance at meetings. To an extent, some of this has been mitigated for some CACs by maintaining effective cooperation and coordination with other groups, such as ICAO and its regional offices. However, some CACs have found coordinating and cooperating with ICAO easier than others.

Since that earlier study, despite the impacts of the COVID-19 pandemic, each CAC has reported successes reflecting achievements in addressing the challenges of their Member States in improving civil aviation and for their regions. Each CAC has a longer-term strategic plan to continue to provide benefits to its Member States and to address their challenges and that of their wider region.²⁷ While each CAC has been focusing on the short-term challenges of the recovery from the impacts of the COVID-19 pandemic, many have resumed pursuing longer-term goals including around the continued safe development of air transport and environmental issues.

ACAO

At ACAO's 27th General Assembly in May 2022, the Secretary General of ICAO, Mr Juan Carlos Salazar, highlighted that the working relationship between ACAO and the ICAO Regional Offices, in particular the Cairo and Paris Offices, had been continuously improving.²⁸ Mr Salazar also noted ACAO's recent successes in terms of:

- the diverse joint efforts between ICAO and ACAO, in organising seminars, workshops, and training courses, which led to measurable improvements in SARPs implementation in Arab States across all of ICAO's Strategic Objectives.
- joint activities supporting the implementation of ICAO's Global Plans, through the implementation of regional collaboration frameworks such as the MENA Regional Safety Oversight Organisation, and the MENA AIG Regional Coordination Mechanism.
- how active ACAO has been within the framework of the MID Recovery Plan Task Force, and the related EUR/NAT actions to support the implementation of the ICAO Council Aviation Recovery Task Force (CART) recommendations.

Mr Salazar identified that before the COVID-19 pandemic, Arab States, and especially those in the ICAO Middle Eastern Region, were reshaping global long-haul markets while managing the world's fastest growing air passenger and cargo traffic for almost ten years running. Mr Salazar noted the challenges and economic potential for the Arab States and ACAO as including the management of the recovery of aviation traffic, the need to decrease air transport carbon dioxide emissions, and to make the aviation sector more resilient to future public health outbreaks and other crises.

ACAO has also achieved strategic goals within ICAO. This includes having all Member States nominated by ACAO to the ICAO Council elected at both the 40th ICAO Assembly in 2019 and the 41st ICAO Assembly in 2022. At the 41st Assembly, ACAO either co-sponsored papers, or had papers submitted by a Member State on behalf of its members, seeking to influence the development of: a

²⁶ DGCA, Asia Pacific Civil Aviation Commission (APCAC) Feasibility Study – Progress report, DGCA 53, 2016, Attachment C – Overview of other Regional Civil Aviation Commissions, pp. 14–17.

²⁷ While each CAC has an address by its Executive and/or Secretariat to its Plenary from time to time outlining achievements, challenges and future directions, this was only available from ECAC in English for this report. A copy of LACAC's Strategic Plan was available in Spanish and machine translated into English for this report.

²⁸ ICAO, [*Introductory address by the Secretary General of the International Civil Aviation Organization, Mr. Juan Carlos Salazar, to the 27th General Assembly of the Arab Civil Aviation Organization*](#), 19 May 2022.

model to address the needs of the air cargo sector;²⁹ cybersecurity culture strategy;³⁰ and, updating of the Global Air Navigation Plan,³¹ among other things.

AFCAC

AFCAC's key successes have stemmed from its ability to work at the continental level with various regions and Member States in Africa,³² and to coordinate projects and programs from various stakeholders, including those from ICAO or funded by the EU. In an information paper to the 41st ICAO Assembly,³³ AFCAC identified that it, working with the AU, had been 'indispensable in bringing together the RSOO, RECs and COSCAPs for the purpose of implementation' of the EU-Aviation safety in Africa project.³⁴ AFCAC also identified that it continues 'to provide support towards achieving the strategic objectives as well as monitoring and evaluation of the progress of the project...'.³⁵

In 2013, the then Secretary General of AFCAC, Ms Iyabo Sosina,³⁵ outlined AFCAC's challenges as including time and limited resources to address the issues facing air transport in Africa specifically in the areas of safety and the implementation of the YD for liberalising air transport in Africa. The Secretary General also noted that AFCAC had succeeded in assisting many States in addressing and resolving their Safety Oversight Deficiencies and Significant Safety Concerns. This has ensured that they continuously meet their safety oversight obligations in accordance with ICAO SARPs.

In 2022 the Chairman of the Board of the Cabo Verde CAA identified the benefits of AFCAC, in the context of aviation data, as convening workshops, developing tools to improve aviation data collection, analysis, and usage that meets African needs, and in promoting the SAATM.³⁶

AFCAC has also achieved strategic goals within ICAO. At the 40th ICAO Assembly in 2019 and the 41st ICAO Assembly in 2022 AFCAC co-sponsored or submitted on behalf of its Member States papers to inform ICAO of progress in the continent towards improving its civil aviation sector, to highlight Africa's need for additional assistance in a range of areas from ICAO and other stakeholders, and to advocate for Africa's interests and needs in areas such as the way the USAP-CMA program is implemented,³⁷ a practical way forward on the legal and institutional aspects of CNS systems,³⁸ CORSIA,³⁹ and the LTAG,⁴⁰ among other topics.

ECAC

At ECAC's 39th Triennial Session, Ms Ingrid Cherfils, ECAC President, presented the President's Triennial Report for 2019–21,⁴¹ noting ECAC's main achievements as follows:

²⁹ India, [Proposal to Establish Air Cargo Multidisciplinary Digitalization Task Force](#), 2022.

³⁰ Saudi Arabia on behalf of the ACAO States, [Cybersecurity Culture Strategy](#), 2022.

³¹ Saudi Arabia on behalf of the ACAO States, [Updating of the Global Air Navigation Plan](#), 2022.

³² AFCAC, [Goodwill message from the Secretary General of AFCAC, Ms Iyabo O. Sosina, to the 45th AFRAA Annual General Assembly \(AGA\)](#), 2013.

³³ AFCAC, [Implementation of The Eu-Africa Safety in Aviation \(ASA\) Project for Regional Safety Oversight Organizations \(RSOOS\) – The Current Perspective And Successes](#), 2022.

³⁴ Ibid, p. 2.

³⁵ AFCAC, [Goodwill message from the Secretary General of AFCAC, Ms Iyabo O. Sosina, to the 45th AFRAA Annual General Assembly \(AGA\)](#), 2013.

³⁶ AFCAC and Abraão Lima, Chairman of the Board of the Cabo Verde CAA, [Spotlight #15 : Cabo Verde](#), 2022.

³⁷ AFCAC, [The Need for The Enhancement of The Universal Security Audit Programme - Continuous Monitoring Approach \(USAP-CMA\)](#), 2019.

³⁸ AFCAC, [A Practical Way Forward on Legal and Institutional Aspects of Communication, Navigation and Surveillance/ATM \(CNS/ATM\) Systems](#), 2022.

³⁹ AFCAC, [Views of the AFCAC Member States on CORSIA Implementation](#), 2022.

⁴⁰ AFCAC, [Views of the AFCAC Member States on ICAO Long Term Aspirational Goal \(LTAG\)](#), 2022.

⁴¹ Ingrid Cherfils, ECAC President, [President's Triennial Report 2019-2021](#), 2021.

- Elections to the ICAO Council 2019 – with eight ECAC Member States elected to the ICAO Council, as well as the election of Mr Salvatore Sciacchitano, former ECAC Executive Secretary, to the position of ICAO Council President.
- Contribution of ECAC Member States to ICAO activities – including the coordination of common European positions and papers to the ICAO 40th Assembly, ICAO Council, and other forums.
- Legal and administrative separation from ICAO – see below.
- Relations with other regional organisations and ECAC’s bilateral partners – including regular meetings, signing of cooperation agreements and exchange of ideas and information.
- Relations with the European aviation organisations – including implementing capacity building projects in Africa, the Middle East, and Eastern and Central Asia on behalf of the EU.
- Providing coordination and support for Member States during the COVID-19 pandemic.
- ECAC has prepared a policy statement on its strategy for the future,⁴² which includes:
- Providing an opportunity for free and open discussion between its Member States on key strategic issues, without binding implications.
- Supporting the coordination between ECAC Member States, notably during the case of a crisis situation or in extraordinary circumstances.
- Supporting Member States through working groups which elaborate measures, recommendations, guidelines and good practices, perform analyses and draft position papers and policies, taking into account the need to prevent overlaps and duplication with other European aviation organisations.

ECAC's work programme for 2022-2024 retains its three current strategic priorities: safety and accident investigations, security and facilitation, and environment.⁴³ It focuses on the following domains: safety and accident investigations; uncrewed aircraft systems; security and facilitation; environment; economic matters; legal matters; and, external relations. ECAC also has a specific 2022–2024 work program for external relations with these objectives:⁴⁴

- Aim: To promote European positions and priorities internationally. Objectives are to ensure:
 - European positions, priorities and good practices are well represented and influence the outcome of major international events.
 - close coordination with the European representatives on the ICAO Council.
- Aim: To strengthen cooperation with existing partners within and beyond Europe by:
 - close cooperation with the EU and with European organisations.
 - close coordination with ICAO.
 - effective relationships with regional aviation organisations (e.g. ACAO, AFCAC, LACAC, WAEMU, ECOWAS) and promote European priorities.
 - relationships with bilateral partners and promote European priorities.
- Aim: To strengthen cooperation with industry and other stakeholders. Objective:
 - To consolidate cooperation with the air transport stakeholders (industry, NGOs, consumers organisations) on areas of common interest.

At the 41st ICAO Assembly eight ECAC Member States were elected to the ICAO Council and ECAC presented a number of working papers seeking common positions on topics such as: building a resilient framework for future outbreaks, developing a framework for cybersecurity, access to persons with disability, and environmental issues, among other topics.

LACAC

⁴² ECAC, [ECAC's Strategy for the Future: A Policy Statement](#), May 2021.

⁴³ ECAC, [ECAC Work Programme for 2022–2024](#), 2021.

⁴⁴ ECAC, [External Relations Work Program 2022–24](#), 2022.

According to a paper presented by Uruguay at the 41st ICAO Assembly,⁴⁵ cosponsored by some LACAC Member States, LACAC plays an important role in concluding strategic agreements to promote capacity building in Latin America. One of the pillars of such agreements is regional and interregional cooperation in arranging for access to training and coaching provided by States that are more advanced in aviation. In presenting the paper, Uruguay urged States that are more advanced in aviation to channel assistance through regional civil aviation organisations, such as LACAC, and encouraged the adoption of regional and interregional capacity building and training agreements.

LACAC has, in its 2020–2023 Strategic Plan,⁴⁶ outlined three key strategic objectives, as follows:

- Strengthen coordination between civil aviation authorities and other actors in the aviation sector and promote the work of technical groups to enable the sustainable development of the sector in Latin America.
- Guarantee regional representation in ICAO and in other international forums.
- Develop a strategic management model for institutional strengthening that guarantees its permanence.

LACAC is one CAC that has clearly indicated that it has challenges in its engagement with ICAO. LACAC has called on ICAO to increase its cooperation with it through a more effective, better planned, and tangible coordination such as by establishing suitable procedures for communications, delivery of information, teamwork, and consultation mechanisms.⁴⁷ LACAC has also indicated coordination meetings are required to clearly define forms and mechanisms of mutual cooperation through a joint work program and to assess costs and resources, so that regional bodies may support ICAO without affecting the administrative autonomy of each body.⁴⁸

LACAC has also achieved strategic goals within ICAO. This includes having all Member States nominated by LACAC to the ICAO Council elected at both the 40th ICAO Assembly in 2019 and the 41st ICAO Assembly in 2022. At the 41st Assembly, LACAC Member States either co-sponsored papers or had submitted papers with the support of some or all LACAC Member States, seeking to influence the development of: regional capacity building arrangements, GAsEP development, risk-based decision-making in safety oversight, cross-cutting issues between the GANP and GASP, and the translation of the GANP into all languages of ICAO.

Organisational structures

Each CAC is made up of a plenary, an executive, and a secretariat, and may be aided by committees.

The plenary is made up of representatives of Member States responsible for civil aviation e.g. Directors-General of Civil Aviation. The plenary establishes the work program, committees and budget of the CAC for a given period, as well as other activities, rules and procedures as appropriate. ACAO's and LACAC's plenary meet every 2 years and AFCAC's and ECAC's every 3 years. Extraordinary sessions may be held. The plenary also elects the leadership for the executive.

The executive steers the business of the CACs between plenaries. The executive can be configured in a variety of ways, usually with a President and a number of Vice-Presidents, who may act as focal points for specific fields of activity of the CAC. The executive implements the recommendations and resolutions of the plenary and oversees preparation of CAC projects and activities.

⁴⁵ Uruguay, [Capacity Building in Latin American States with Assistance from LACAC](#), 2022.

⁴⁶ LACAC, [Strategic Plan 2020–2030](#), 2020. Machine translated from Spanish into English for this report.

⁴⁷ LACAC, [Importance of the Participation of Regional Organizations in The Air Transport Work Programme within the Framework of ICAO](#), 2022.

⁴⁸ LACAC, [Importance of the Participation of Regional Organizations in The Air Transport Work Programme within the Framework of ICAO](#), 2022.

The secretariat prepares the projects and work of the CAC, including to oversee the financial and administrative work of the CAC. ECAC requires all members of its secretariat to hold the nationality of a Member State of ECAC.⁴⁹ Committees established by the plenary may consist of experts in civil aviation meeting regularly and reporting back to the plenary as instructed.

Relationships with other organisations (including ICAO and ICAO Regional Offices)

All CACs are empowered to form relationships with other organisations. All CACs have a cooperation agreement with ICAO, and a MOU with each other.

ICAO's relationship with CACs

ICAO Assemblies have issued resolutions on the *Relationship between ICAO and Regional Civil Aviation Bodies* (Resolution A27-17, see Attachment A), and *Cooperation with regional organizations and regional civil aviation bodies* (Resolution A37-21, see Attachment B), which also encourages the establishment of regional civil aviation bodies.

ICAO's *Policy on Regional Cooperation* is to enhance its cooperation with regional civil aviation bodies. ICAO expects its Regional Offices to be the vehicles for this engagement and 'should take into account in their inputs to strategic planning the regional needs and opportunities for cooperation with regional civil aviation bodies, regional organizations and other stakeholders, with the view to assisting States in ensuring harmonization in adherence to ICAO policy.'⁵⁰

Cooperation agreements between ICAO and each CAC include measures regarding both ICAO and its Regional Offices such as regular dialogue, consultation and information sharing, joint capacity-building initiatives and participation in reciprocal meetings.⁵¹

While pursuing the same objectives for a safe, secure and sustainable air transport system, the role of the CACs is different from that played by ICAO Regional Offices. The CACs reflect the specific needs and ambitions expressed by their Member States, whereas the ICAO Regional Offices pursue the regional implementation of ICAO's objectives that are defined globally.⁵²

LACAC has observed that, from its perspective, 'regional civil aviation bodies have taken on many of the tasks related to air transport, incorporating into their respective strategic plans issues related to regulations, economic aspects, market access, cargo services, ownership, air carrier control, consumer protection, competition, etc. This is because ICAO has focused more on air navigation, security, and safety...'⁵³

ACAO's relationship with ICAO and other organisations

49 ECAC, [Constitution and Rules of Procedure](#), ECAC, Article 13(2).

50 ICAO, [Policy on Regional Cooperation](#), 2010, p. 2, para. 2.3.

51 Uniting Aviation, [ECAC and the ICAO EUR/NAT Office: Uniting European Aviation](#), ICAO.

52 Uniting Aviation, [ECAC and the ICAO EUR/NAT Office: Uniting European Aviation](#), ICAO.

53 LACAC, [Importance of the Participation of Regional Organisations in The Air Transport Work Programme within the Framework of ICAO](#), 2022.

ACAO states it has a strong relationship with ICAO and ACAO assists its Member States adopt and implement SARPs.⁵⁴ ACAO and ICAO exchange draft programs of action and invitations to attend each other's General Assemblies and cooperates closely with the LAS and other stakeholders.⁵⁵

As noted above, ICAO has highlighted that the relationship of its ICAO Middle East (MID) Regional Office in Cairo and regional office in Paris with ACAO has been continuously improving. ACAO and ICAO have a joint cooperation program, currently covering the 2023–25 period.⁵⁶ This covers Ministerial meetings attended by ICAO; ACAO attending regional ICAO meetings, such as for the Middle East Air Navigation Committee and DGCA; organising workshops together; establishing a regional safety oversight organisation together; and holding joint seminars and symposiums.

ACAO and the ICAO MID Regional Office hold regular meetings to develop closer coordination and joint cooperation. In 2022 ACAO reported that it has been improving its coordination with the ICAO MID Regional Office and that the improvement has been both quantitative (as demonstrated by an increase in joint activities) and qualitative, with cooperation being driven by a common strategic objective to contribute to the achievement of the GANP, GASP and GAsEP and regionally to safety enhancement initiatives (SEIs) under RASG and PIRG.⁵⁷

AFCAC's relationship with ICAO and other organisations

AFCAC works in close cooperation with the different AU Organs, ICAO, the United Nations Economic Commission for Africa, as well as with other governmental and non-governmental international organisations, and civil aviation service providers on civil aviation matters of mutual interest.⁵⁸

AFCAC collaborates closely with the two ICAO Regional Offices in Africa – the Eastern and Southern African Office (ESAF) and the Western and Central African Office (WACAF). Further to their cooperation agreement, this includes holding an annual coordination meeting between AFCAC, ESAF and WACAF to: review programs of work; align programs, events and meetings; and, to develop synergies to complement assistance to be provided to States in implementing ICAO SARPs and global/regional priorities and targets while addressing current and emerging challenges.⁵⁹ Attendees also include regional aviation organisations.

ECAC's relationship with ICAO and other organisations

ECAC has a unique relationship with ICAO, given that ECAC was initially established as a conference organised by ICAO, which included the provision of secretariat services.⁶⁰ At its 221st Session, the ICAO Council was informed that the transition period leading to the legal and administrative separation of ECAC from ICAO ended on 31 August 2020,⁶¹ confirming that from that date ECAC no longer required certain administrative services from ICAO.

This followed a report from ICAO's Evaluation and Audit Office (EAO) observing that: 'The ECAC Secretariat, which is co-located with the EUR/NAT Regional Office, does not have its own legal personality, and relies entirely on its relationship with ICAO. This has given rise to many significant legal, financial and reputational risks for ICAO'.⁶² These risks included ECAC staff, who were

⁵⁴ ACAO (Arab Civil Aviation Organization), [About ACAO](#), ACAO.

⁵⁵ Hassan Radhi, [The Arab Organisation for Civil Aviation](#), 1996, 11 *Arab Law Quarterly* 3, pp. 292–293.

⁵⁶ ACAO, [ACAO/ICAO Cooperation Program 2023–25](#), ACAO.

⁵⁷ Ibid.

⁵⁸ AFCAC, [Stakeholders map](#), AFCAC.

⁵⁹ ICAO, [Annual ICAO ESAF-WACAF/AFCAC coordination meeting with Regional Aviation Organizations and Partners, Dakar, 31 January-1 February 2023](#).

⁶⁰ ECAC, [The beginnings](#), ECAC.

⁶¹ ICAO, [Separation of the European Civil Aviation Conference \(ECAC\) from ICAO](#), ICAO Annual Report 2020.

⁶² ICAO Council, 2018 Report on the Activities of The Evaluation and Internal Audit Office (C-WP/14850).

employed by ICAO, not reporting to ICAO's Secretary-General, and grant agreements being signed by European civil aviation regulators on behalf of ECAC, rather than by ECAC itself.⁶³

ECAC continues to cooperate closely with the ICAO EUR/NAT Regional Office. In addition to measures outlined above, such close cooperation includes inviting the EUR/NAT Regional Director to present the latest developments taking place in the ICAO EUR region at meetings of ECAC Directors-General. ECAC reports that this contribution allows for discussion on the initiatives taken by both organisations, with the aim of complementing one another and avoiding overlaps.⁶⁴

ECAC has noted examples of close cooperation with the ICAO EUR/NAT Regional Office, such as:⁶⁵

- ECAC and the ICAO EUR/NAT Regional Office jointly organising security seminars.
- EUR/NAT security experts are regularly invited to attend the ECAC Security Forum. On a reciprocal basis, ECAC security experts are invited to AVSEC events organised by EUR/NAT.
- ECAC is implementing, in partnership with EASA, a project that aims at upgrading the safety and security standards in the Eastern Partnership countries and Central Asia (involving some non-ECAC countries that are part of the EUR/NAT region) and offers the opportunity for similar cooperation through the participation of EUR/NAT experts in workshops organised by ECAC.
- A closer relationship has been established with an exchange of information on health matters. ECAC workshops on health matters in civil aviation have offered the opportunity to exchange and share knowledge and good practice on ICAO's Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA), with the participation of an expert from the ICAO EUR/NAT Office.

ECAC has established and maintained cooperative relationships with many non-ECAC States and organisations through cooperation agreements. For example, ECAC holds high-level meetings once or twice yearly with the US covering areas such as aviation safety, security and the environment, with the Department of State, the Department of Transportation, the TSA and the FAA.⁶⁶

LACAC's relationship with ICAO and other organisations

LACAC coordinates regional capacity building efforts in Latin America, along with the ICAO South American (SAM) Regional Office and the ICAO North American, Central American and Caribbean (NACC) Regional Office. One of LACAC's main activities is to form agreements with States and organisations in other regions to provide training opportunities for Latin American States.⁶⁷

Specific examples of the ways LACAC coordinates with ICAO regional offices includes:⁶⁸

- a single LACAC/ICAO AVSEC/FAL regional group was established, which is developing guidelines on procedures for Member States and establishing regional policies. LACAC and ICAO have jointly organised seminars and workshops for providing information and training to States in the areas of air navigation, security, and air transport.
- In the area of safety, based on an agreement between LACAC and ICAO, the Regional Safety System (SRVSOP) was established, which has contributed to the harmonisation of standards and provided support to its Member States. Likewise, the LACAC Secretariat has supported ICAO in the convening of various events on air transport.

⁶³ Ibid.

⁶⁴ Uniting Aviation, [ECAC and the ICAO EUR/NAT Office: Uniting European Aviation](#), ICAO.

⁶⁵ Ibid.

⁶⁶ ECAC, [ECAC in Focus](#), ECAC, 2021.

⁶⁷ LACAC, [Capacity Building in Latin American States with Assistance From LACAC](#), 2022.

⁶⁸ LACAC, [Importance of the Participation of Regional Organizations in The Air Transport Work Programme within the Framework of ICAO](#), 2022.

LACAC has a range of agreements with other organisations, including ACAO, AFCAC, and ECAC, as well as the civil aviation agencies of the USA, Singapore, Qatar, China, Mexico, the UAE and others.⁶⁹

Relationship between the CACs

The CACs have MOUs with each other and work closely with a variety of organisations, such as the AU, EU, LAS, the United Nations, and civil aviation organisations.

The MOUs between the CACs extend to:⁷⁰

- information exchanges
- cooperation through exchanging letters and documents
- mutual visits and executive visits
- invitations to attend meetings and consultations and coordination, when necessary
- identification of joint projects
- training.

In September 2022 the secretariats of the four CACs met to discuss issues related to reciprocal support for working papers and for the election of the Council at the 41st ICAO Assembly.⁷¹

In February 2023 the leaders of the four CACs met to:⁷²

- strengthen the relationship and cooperation among them
- agree on actions that support a safe, secure, and sustainable development of air transport
- reiterate their commitment to the ratification of the two 2016 Protocols amending the Chicago Convention.

Other examples of the CACs working closely together include:

- [ECAC-ACAO-AFCAC held a joint seminar on "Innovation and Cybersecurity" in January 2020](#)
- [AFCAC and ECAC held a joint environment workshop on the ICAO LTAG in November 2022](#)
- [ECAC and AFCAC organised a joint regional workshop on testing and certification of security equipment in November 2022.](#)

Resourcing

While the CACs have not publicly released their budgets, information is available on how member contributions are calculated and funding sources for most CACs. In some circumstances, information about member contributions and budgets can be gleaned from other sources.

ACAO

According to the *ACAO Agreement*, the revenues of ACAO consist of:

- the contributions of Member States
- income from its services and activities as a specialised Arab institution of expertise; and,
- grants, wills, donations and aid accepted by the decision of the General Assembly.⁷³

⁶⁹ LACAC, [Agreements subscribed with Organizations and/or States that are not members](#), LACAC, 2022.

⁷⁰ See, for example LACAC's MOUs with [ACAO](#), [AFCAC](#) and [ECAC](#).

⁷¹ LACAC, [AFCAC – ACAO – ECAC – LACAC Meeting](#), 5 September 2022.

⁷² ECAC, [First meeting of all regional civil aviation organisations to strengthen cooperation and support sustainable development of civil aviation](#), 7 February 2023.

⁷³ Hassan Radhi, [The Arab Organisation for Civil Aviation](#), 1996, 11 *Arab Law Quarterly* 3, pp. 291–292.

CAAO has its own budget separate from the LAS. While the *CAAO Agreement* appears to be silent on what happens to voting rights after non-payment of contributions, this could be dealt with through resolutions of the General Assembly instead.

AFCAC

Under Article 17 of the *AFCAC Constitution*,⁷⁴ the regular budget of AFCAC is funded by member contributions in accordance with a scale of assessment determined by the Plenary. Supplemental budgets of AFCAC may be made available to meet extra and/or special budgetary needs of AFCAC – the Plenary determines the contributions of members to such special budgets. AFCAC may receive grants, donations, and proceeds for its activities as approved by the Bureau (the executive).

A public tender with a terms of reference for the recruitment of an external audit firm to AFCAC, to conduct an audit of AFCAC’s finances for the 2018–2020 triennium, stated that:

‘The budget of the Commission on the average is USD\$3 500 000 for a triennium which comprises of at least 55% on cost of Salary and Benefits; 11% missions to States and attending Regional and International meetings and hosting various meetings requiring translation and Interpretation Services.’⁷⁵

According to South Africa’s *Estimates of National Expenditure 2023*,⁷⁶ the Parliament of South Africa has appropriated R6.4 million (about USD\$350,000 as at March 2023) for the purposes of contributing to AFCAC in 2023/24 (this may be a mix of ordinary, special and voluntary contributions). In 2019/20, the Parliament of South Africa appropriated R7.7 million (about USD\$535,367 as at December 2019) for AFCAC-related purposes.

Article 18 of the *AFCAC Constitution* provides that any Member State that fails to honour its financial commitments to the Commission for a period of 2 years or more forfeits the right to vote in the Plenary or nominate candidates for any elective or other post within AFCAC.⁷⁷ After 3 years of non-payment that Member State will also have its nationals deprived of the rights, privileges, benefits and advantages usually accorded to Member States.

ECAC

Under Article 14 of the *ECAC Constitution*,⁷⁸ the costs attributable to the activities of ECAC are the responsibility of Member States, and are apportioned among them in proportion to the number of units of their contribution to ICAO for the year in which any payment is to be made. Member States’ contributions are payable in advance to ECAC in euros and interest is payable on contributions that are more than one year in arrears.

In addition to the ECAC regular budget, ECAC also funds its projects through individual Member State funds and EU funds.⁷⁹ France funded a project, and provided experts, to support the West African Economic and Monetary Union in establishing and managing an aviation security audit program, and to increase involvement in ECAC security activities. EU funds were used to support programs of work in Africa, the Middle East, and Central/Eastern Europe to improve cargo security.

⁷⁴ AFCAC (African Civil Aviation Commission), *AFCAC Constitution*, AFCAC, Article 17.

⁷⁵ AFCAC, [Terms of Reference for the recruitment of an External Audit Firm to the African Civil Aviation Commission](#), AFCAC, 2019, p. 1, para. 3.

⁷⁶ National Treasury of South Africa, *Estimates of National Expenditure 2023 – Vote 40: Transport*, 2023, p. 15.

⁷⁷ AFCAC (African Civil Aviation Commission), *AFCAC Constitution*, AFCAC, Article 18.

⁷⁸ ECAC, *Constitution and Rules of Procedure*, ECAC, Article 14.

⁷⁹ ECAC, [ICAO World Aviation Forum, Panel: Evolving ICAO’s Regional Support](#), 24 November 2015.

The *ECAC Constitution* does not appear to have a provision to remove voting rights from Member States who do not meet their financial obligations, however, this may be dealt with through a different mechanism or instrument instead e.g. resolutions of the plenary.

LACAC

LACAC has financial autonomy and is managed by ICAO's Technical Cooperation Project RLA/06/801, through which a record is kept of all expenses that the Secretariat reports through quarterly and annually audits. Audits dating back to 2017 are available online.⁸⁰ The contributions of Member States total about USD\$325,000 per year each.

Under the *Management Services Agreement between ICAO and LACAC (2007)*,⁸¹ LACAC has managerial and financial autonomy under a management services agreement with ICAO. ICAO is contracted to oversee the coordination of work, hiring of secretariat personnel, and financial and accounting management, among other things.

Conclusion: Preconditions for informing an APCAC's feasibility

While the preconditions for the CACs initially related to regional political concerns of the 1950s and 1960s, the work of CACs today centres on strategic policy and technical cooperation and coordination activities that have a strong element of advocating regional positions and priorities across ICAO's forums.

In addition, the CACs each may provide:

- research and advisory related activities
- the management of key civil aviation relationships at the regional level
- capability and capacity development and training
- the promotion of information exchange and promoting the implementation of ICAO SARPs.

The use of CACs as a forum to address regional strategic policy challenges and to promote regional solutions, responses and priorities is now amplified by the four CACs engaging more closely on matters of mutual importance, to the exclusion of the Asia Pacific. While this is a recent development, it indicates the willingness of the CACs, on behalf of their Member States, to engage and coordinate more closely with each other on matters of mutual concern.

As noted in earlier work undertaken by the APCACTF, while some CACs have reported that they experienced challenges related to consensus building in controversial matters and resourcing, these challenges are similar to those of many international and regional organisations. Each CAC also reports on their achievements to their Member States on a regular basis, such as at CACs' plenary sessions, which recently have included achieving regional civil aviation objectives and strategic objectives within ICAO.

While the four CACs have structures, objectives, activities and responsibilities that share features that are common among them, their implementation reflects the specific priorities and needs of their respective regions and Member States. Nevertheless, the establishment and operation of the CACs help set out key elements and the range of options that can inform the examination of the feasibility of an APCAC, including:

⁸⁰ LACAC, [Transparency](#), LACAC, 2023.

⁸¹ LACAC, [Management Services Agreement between the International Civil Aviation Organization and the Latin American Civil Aviation Commission](#), LACAC, 2007.

- what type of instrument establishes the CAC – from treaty-level institutions to a less formal intergovernmental organisation, committee or conference established under an existing or new instrument, or using an existing process or forum
- the extent to which the CAC is an advisory body or whether it has a broader mandate
- the establishment of arrangements to find common regional needs, including consensus building
- how closely Member States and their CAC cooperate and collaborate to better respond to regional aviation challenges and to agree positions to be advocated by Member States collectively, including in preparing papers for global and regional forums e.g. ICAO Assemblies
- the extent and level of representation – e.g. officials, DGCA, Ministerial etc
- the extent to which Member States participate in any given topic raised in the CAC (e.g. LACAC appears to allow subgroups of Member States to work on issues relevant to them)
- whether the CAC coordinates or offers capacity and capability building and training in the region
- the type of funding arrangements being fair and equitable e.g. use of ICAO scale of assessment
- engaging with ICAO and regional offices to provide support and coordination activities
- replacing, supplementing or complementing existing regional cooperation mechanisms and avoiding duplication.

As demonstrated by discussions at DGCA and the request for the RCM TF to examine the feasibility of an APCAC, States in the Asia Pacific region are increasingly in alignment on:

- acknowledgement that the status quo does not suit the needs of the region
- consideration of more structured coordination and cooperation on strategic policy and implementation support, as well as directions that could help address the needs of the region
- commitment to examining the feasibility of a forum to address the needs of the region, including the objectives of such a forum and the resourcing required.

These are the types of preconditions that had led to the formation of other CACs.

Attachment A – ICAO Assembly Resolution A27–17: Relationship between ICAO and Regional Civil Aviation Bodies

Whereas in Resolution A10-5 the Assembly established a policy framework to govern relations, including financial arrangements, between ICAO and the European Civil Aviation Conference (ECAC);

Whereas in Resolution A18-21 the Assembly, inter alia, invited the Council to extend such policy and arrangements to other regional civil aviation bodies and in Resolution A21-8 invited regional bodies to consider inviting to their meetings States not members of the body in question;

Whereas pursuant to Resolutions A10-5 and A18-21 ICAO has established a close and beneficial relationship with ECAC, the African Civil Aviation Commission (AFCAC) and the Latin American Civil Aviation Commission (LACAC), which has furthered the universal aims and objectives of the Convention on International Civil Aviation and facilitated the development of regional fora within which States can cooperate and coordinate on air transport issues of common concern;

Whereas the financial arrangements incorporated in A10-5 should be modified to take account of changes in circumstances since their adoption, the growth and development of the regional bodies and to allow those bodies to assume full responsibility for their own financial affairs;

Whereas the continued viability and operation of regional bodies serves the interests of international civil aviation;

The Assembly:

1. Resolves that:

- a) the Organization supports the work and activities of any existing or future regional civil aviation bodies wherever such support is requested by the regional body concerned and duly approved, taking into account the resources of ICAO and the implementation of its Work Programme;
- b) any financial support to regional civil aviation bodies by the Organization, such as in continued provision of Secretariat services, should be approved by the Assembly as part of the Organization's Regular Programme budgets and identified in the Budget as support for regional bodies.

2. Directs the Council:

- a) to conclude with each regional civil aviation body appropriate working arrangements that reflect the above principles and ensure a close working relationship, including cooperation and coordination, harmonization of Work Programmes to avoid unnecessary duplication and attendance at certain of each others' meetings, as agreed;
- b) to incorporate in such working arrangements, wherever practicable and so agreed, provision for cost sharing of common facilities and services to Member States; and
- c) to give sympathetic consideration to requests by regional bodies for assistance in air transport matters of regional interest.

3. Invites regional civil aviation bodies, pursuant to their rules of procedure, to give sympathetic consideration to the possibility of inviting ICAO Contracting States not members of the regional body in question to participate as observers in its meetings.

4. Declares that the present resolution supersedes Resolution A10-5, Resolving Clause 1 a) of Resolution A18-21 and Resolution A21-8.

Attachment B – ICAO Assembly Resolution 37–27: Cooperation with regional organizations and regional civil aviation bodies

Whereas Resolution A1-10, which was adopted at the first Assembly in 1947 and is still applicable, authorizes the Council to make appropriate arrangements with public international organizations whose activities affect international civil aviation, through informal working arrangements, wherever practicable;

Whereas Resolution A27-17, pertaining to the relationship between ICAO and the regional civil aviation bodies states, inter alia, that ICAO supports the work and activities of any existing or future regional civil aviation bodies and directs the Council to conclude with each civil aviation body appropriate working arrangements;

Whereas in pursuance of these Resolutions, ICAO has developed various arrangements of cooperation with the regional civil aviation bodies;

Whereas ICAO's Policy on Regional Cooperation provides that ICAO is committed to render assistance, advice and other forms of support, to the extent possible, to Contracting States in carrying out their responsibilities pertaining to the Convention on International Civil Aviation and ICAO Strategic Objectives; and

Whereas ICAO will implement its Policy on Regional Cooperation through close partnerships with regional organizations and regional civil aviation bodies;

The Assembly:

1. Endorses ICAO's Policy and Framework on Regional Cooperation;
2. Encourages regional organizations and regional civil aviation bodies to enter into suitable arrangements with ICAO, in accordance with ICAO's Policy and Framework on Regional Cooperation;
3. Urges States to support their regional organizations and regional civil aviation bodies in entering into suitable arrangements with ICAO;
4. Encourages States to implement Standards and Recommended Practices of the Annexes to the Convention on International Civil Aviation both individually and through regional cooperation;
5. Encourages States which do not have a regional body to endeavour to form one;
6. Directs the Council to ensure, through cooperative arrangements, that both ICAO and the regional civil aviation bodies encourage States to harmonize operational regulations, requirements and procedures based on Standards and Recommended Practices;
7. Requests the Secretary General to implement the Action Plan approved by the Council to improve cooperation with regional organizations and regional civil aviation bodies;
8. Requests the Secretary General to establish a synergy between ICAO and each regional civil aviation body in accordance with arrangements as reflected by Memoranda of Cooperation concluded by them, thereby obviating duplication of work;
9. Requests the Secretary General to organize periodic meetings between ICAO and the regional civil aviation bodies and periodic examination of progress; and
10. Requests that the Council deliver to the next ordinary session of the Assembly a report on the overall implementation of ICAO's Policy on Regional Cooperation and progress made.

Annex C Part II Report

Regional Coordination Mechanisms Task Force

Asia Pacific Civil Aviation Commission (APCAC) Feasibility Study – Part II

(Presented by the Part II working group)

Executive Summary

The 57th Conference of Directors-General of Civil Aviation, Asia and Pacific Regions (DCGA) tasked the Regional Coordination Mechanisms Task Force (RCM TF) to examine the feasibility of an Asia-Pacific Regional Civil Aviation Commission (APCAC). The RCM TF has approached this task in three parts:

- Part I: Information-gathering about a Civil Aviation Commission (CAC).
- Part II: Identifying the challenges and opportunities.
- Part III: Assessment of the feasibility of an APCAC.

This report focuses on Part II: the challenges and opportunities the region faces, and thus the nature of the problem this study seeks to describe.

Managing passenger and freight growth, the need to reduce aviation's environmental impacts, and improving facilitation using the lessons learned from the impact on aviation of COVID-19 present further challenges and opportunities for aviation in the Asia-Pacific region.

The characteristics of the region bring a unique context. Parts of the region are lagging in the implementation of ICAO's plans and standards. While the challenges and opportunities in the Asia-Pacific region have similarities with global ones, the way these affect the region reflects the specific features of the region.

Improved coordination and cooperation could be one way to allow the region to take advantage of opportunities by developing responses, including implementation support, that address the needs of States in the region and the region as a whole. It would also allow the region to better engage with and influence ICAO's priorities and its provision of support to areas of need within the region.

This report has identified **three broad options** for the region to consider to address these challenges.

Introduction

1. The 57th DGCA Conference tasked the RCM TF to examine the feasibility of establishing an Asia-Pacific Civil Aviation Commission (APCAC). Two papers were presented to that conference proposing that an APCAC be established. Consensus to support the proposals was not reached.
2. The RCM TF determined to undertake its work in three parts:
 - Part I: Information-gathering about a Civil Aviation Commission (CAC).
 - Part II: Identifying the challenges and opportunities.
 - Part III: Assessment of the feasibility of an APCAC.
3. This report relates to **Part II: Identifying the challenges and opportunities**. It was prepared by a working group led by New Zealand, with representatives from Fiji, Japan, the Republic of Korea, Singapore and the United States of America. Australia also provided comments on the draft report.
4. This report:
 - a. Identifies the challenges facing the Asia-Pacific (APAC) region.
 - b. Discusses the options that could be adopted to address those challenges and take advantage of opportunities.

Note: Part II does not explicitly explore challenges and opportunities relating directly to the possible establishment of an APCAC. Instead, it also looks at the current frameworks to enhance civil aviation collaboration and coordination across the APAC region. Information from Part II will feed into Part III which will examine the feasibility of establishing an APCAC as well as other options.

Section A: Background

5. At the 54th DGCA Conference in Ulaanbaatar, Mongolia, in August 2017, the APCAC Task Force (APCAC TF) presented a progress report on the feasibility of the potential establishment of an APCAC. This report determined that there was insufficient basis to establish an APCAC.
6. Accordingly, the Conference agreed to conclude the APCAC feasibility study and establish a new Task Force to focus exclusively on strengthening and evolving existing regional mechanisms for regional cooperation, towards capability- and capacity-building, and technical assistance. The RCM TF was established to undertake this work in 2017.
7. At the 57th DGCA Conference in Incheon, Republic of Korea in July 2022, there were two discussion papers tabled in relation to a proposal for the establishment of an APCAC (DP/11a/4 and DP/11a/3). While acknowledging these discussion papers, the Conference entrusted the RCM TF to examine the feasibility of an APCAC as part of its work programme and report on progress to the next DGCA Conference, to be held in Dhaka, Bangladesh in October 2023.
8. This paper comprises three sections:
 - **Section A:** provides background and contextual information including the history of this work and an overview of the APAC region.
 - **Section B:** describes the challenges faced by the region and identifies a range of opportunities that may emerge if the challenges are addressed.
 - **Section C:** describes some of the options that could be considered to address the challenges.

An overview of the ICAO APAC region

9. The APAC region consists of 39 ICAO Member States and 13 Territories. It has liaisons with two Special Administrative Regions of China and has 49 Flight Information Regions. The ICAO Regional Office serves as the central body for States/Administrations in the region, overseeing the planning and implementation of ICAO provisions and plans by States/Administrations e.g. International Standards and Recommended Practices (SARPs), Procedures for Air Navigation Services (PANS), and Regional Air Navigation Planning) and providing secretariat services for other regional mechanisms (such as DGCA and RCM TF). The APAC Regional Sub Office (RSO) and the Pacific Island States Liaison Officer (PIS LO) also support these activities.
10. The diversity of the APAC region is reflected in various ways. This includes:
 - a. APAC States have different political and judicial systems;
 - b. There is significant diversity in economic size and development of States, such as vast differences in GDP and population;
 - c. The region is linguistically and culturally diverse;
 - d. States are subject to geographical differences – some are isolated, whereas others are densely populated. In addition, the region is home to both landlocked and small island developing States; and

- e. There are different levels of size, complexity, and maturity in States' aviation systems.
11. These differences are both a strength and a weakness. Both ICAO and APAC States have recognised that this diversity can pose challenges. The attainment of a safe, secure, and environmentally sustainable aviation system across the region requires close collaboration and coordination among States, the aviation industry, and other stakeholders.
12. States in the region have realised some opportunities to improve cooperation and coordination, such as addressing common needs, e.g. securing additional resources from ICAO's Regular Budget for the APAC Regional Office. These opportunities include:
- a. States share experiences, best practices and lessons learned following major natural events affecting aviation across the region to ensure others are better prepared e.g. pandemics, volcanic ash, cyclones and typhoons.
 - b. States are connected with each other by a range of formal and informal relationships and agreements relating to aviation. Examples of this include through the DGCA conference, which brings together all APAC states on an annual basis, various bilateral and trilateral agreements and technical arrangements, and recently established APAC Ministerial Conferences. A sample of additional mechanisms is provided in Attachment 1.
 - c. The region works together on aviation specific technical issues through various fora to influence and implement developments to ICAO Standards and Recommended Practices (SARPs). For example, the Asia-Pacific Air Navigation Planning and Implementation Regional Group (APANPIRG) identifies and addresses specific deficiencies through regional procedures in the air navigation field, and which are then presented as a regional view to ICAO.
 - d. Regional platforms (e.g. COSCAP) have also been established to address the needs of developing States in particular.

Section B: Challenges facing the APAC region

13. Global aviation is changing in many ways and the challenges resulting from those changes are complex. Further, the impact of these challenges on the region and its approach to address them may differ from that of other regions. These challenges range from those related to post-pandemic sector recovery and economic growth, to those associated with the environment, security, facilitation and technological advances.
14. The challenges faced by the APAC region include:
- a. **The APAC region is one of the fastest growing aviation economies in the world, although this growth is not even across the region. As the sector grows and changes, that creates challenges relating to:**
 - i. Enabling the region to level up safety and security capabilities and effectively mitigate safety and security risks, as the region's Universal Safety Oversight Audit Programme (USOAP) and the Universal Security Audit Programme (USAP) effective implementation scores are below the global average.
 - ii. Enabling the region to move forward as a whole and ensuring that developing States are provided adequate assistance to make sure they are not left behind.
 - iii. Ensuring there is adequate infrastructure investment in aviation safety, security, air navigation services, environmental protection, facilitation, and human resource development.
 - iv. Ensuring that States can attract and retain appropriate technical resources and expertise to keep up with a rapidly growing sector. The 2023 APAC Needs Survey, conducted by the RCM TF, has highlighted this as a top need across the whole region, especially whilst recovering from COVID-19.
 - b. **Emerging technologies in aviation are advancing at a rapid pace, and are providing new and unknown challenges, including:**
 - i. Ensuring the region can enable a timely policy and regulatory response to sector demands and advancements in relation to emerging technologies, which are moving much faster than anticipated.
 - ii. Regulating a range of advancements that are largely unknown, in a way that maintains a safe and secure aviation system.
 - c. **The need for international aviation to reduce its environmental impact. As the sector responds, such as by adopting the use of sustainable aviation fuels, new electric propulsion systems, etc., the challenges emerge as:**
 - i. Assisting with State readiness on a case-by-case basis to address ICAO's long-term global aspirational goal (LTAG) for international aviation of net-zero carbon emissions by 2050.
 - ii. Adequately regulating new emission-reducing systems (such as electric propulsion systems) to ensure they meet safety standards.

- iii. Increasing the production and availability of sustainable aviation fuels and clean energy across the region.
- d. **Continuing to build capacity and capability across the region:**
 - i. First, in relation to the technical capability and capacity to establish, operate and maintain **aviation services** as the sector rapidly grows and evolves at different rates and in different ways across the APAC region.
 - ii. Second, in relation to having the necessary **regulatory capability** (safety, security, environmental, economic) to oversee the sector and ensure its ongoing safety and secure operation in a harmonised way. For example, the region needs to continue developing regulatory capability to address cyber security concerns – which is a focus of ICAO.
- e. **Effectively enhancing regional cooperation and collaboration with finite resources and gaining ICAO support for assisting with specific regional priorities**

Opportunities

15. The region will have a better capability and capacity to address these aviation challenges and to take advantage of the opportunities by working together more closely. The opportunities can be summarised as follows:

16. There is an opportunity for the APAC region to enhance its collaboration and coordination to assist with mitigating challenges. This includes:

- a. Allowing the region to work further towards agreed civil aviation goals and initiatives, thus improving the cohesiveness across the region.
- b. Allowing for more systematic approaches to be adopted in relation to improving civil aviation safety, security, aviation environmental protection, facilitation, human resource development and air navigation services across the region.
- c. Continuing to enhance state-to-state relationships, as well as relationships with ICAO and industry bodies.
- d. Increasing response and cooperation in the recovery of the aviation sector from the COVID-19 pandemic, action on climate change in the aviation sector, and the continuous improvement of aviation safety, security, and facilitation.
- e. Encouraging advocacy and support at a regional level of common needs of APAC Member States at international fora relating to civil aviation.

17. There is an opportunity for the region to embrace the diversity of States and draw on differences as a strength, not a weakness, to further enhance collaboration, coordination, and innovation. This will:

- a. Encourage diverse thinking and innovative approaches to aviation issues by leveraging differences amongst States.
- b. Encourage creativity and innovative solutions when dealing with new technologies that go against the status quo.
- c. Result in more comprehensive decision-making that can likely accommodate for the different rates of growth and development across States.

18. There is an opportunity to make sure there are effective assistance and capacity-building mechanisms in place to improve aviation safety and security across the region.

Section C: Options to address the challenges and leverage the opportunities.

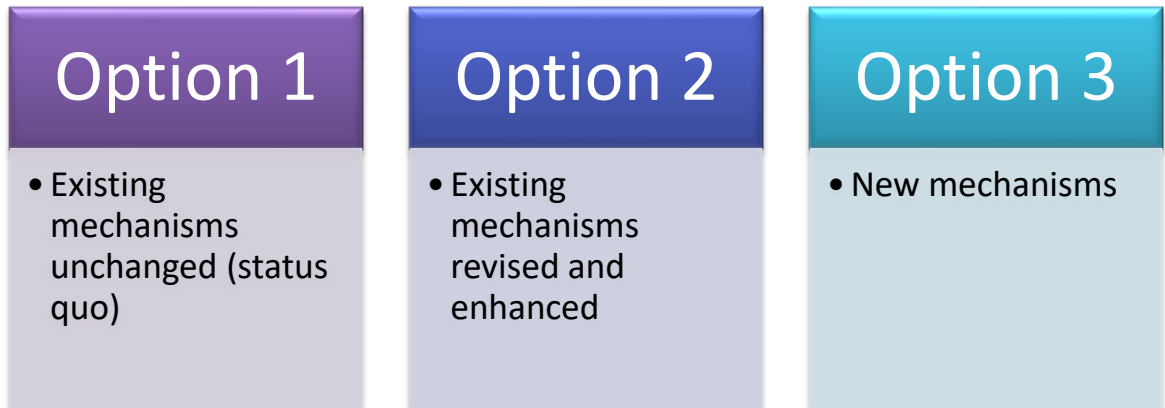
19. The APAC region already has a range of collaboration and coordination mechanisms, as detailed in Attachment 1. These mechanisms may be technical (e.g. RASG-APAC), or strategic (e.g. DGCA and Ministerial Conferences) in focus. While the DGCA Conference is starting to engage more meaningfully with all of ICAO's strategic objectives, it is a single annual event and needs to be able to ensure delegations are capable of handling multiple ICAO strategic objectives and build agreed common regional positions and put these forward globally, such as at the ICAO Assembly.
20. The challenges summarised in Section B demonstrate that the issues confronting aviation in the region are changing and evolving. In some cases, these can be (or are already being) addressed through the traditional collaboration and coordination mechanisms that the region has in place. Increasingly, there are complex issues that cannot be addressed through technical mechanisms alone. These include issues that affect all or many States in the region including matters around implementation and support.
21. For the purposes of this Part II work, the following objective is proposed:

The APAC region is seeking to increase its ability to address challenges and prioritise actions in the region through:

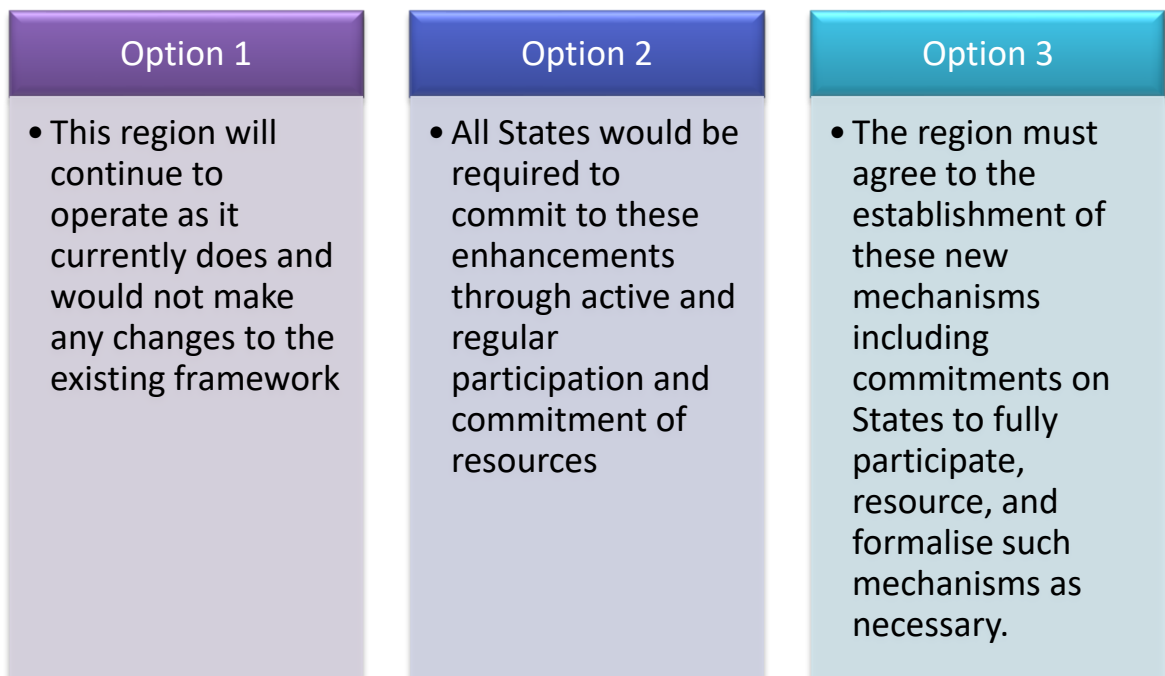
- i. Promoting the implementation of ICAO strategic objectives, including standards and recommended practices (SARPs) consistently throughout the region.*
 - ii. Using the strengths of the States within the region to enable and enhance the benefits all States derive from civil aviation.*
 - iii. While maximising the benefits of aviation for all States in the region, ensuring that the differing needs of individual States within the region are addressed through the collaboration and coordination mechanisms used to achieve 'i' and 'ii'.*
 - iv. Influencing ICAO to address the needs and priorities of the region and shaping the development of global civil aviation matters consistent with the region's agreed interests.*
22. To achieve the above requires consideration to be given to effectiveness of existing regional mechanisms, how they should be enhanced, as well as new mechanisms and what they could achieve.
 23. In considering the options available, the pre-conditions that would need to be in place to enable the options to achieve the outcomes should be identified and described.
 24. Further, the nature of the emerging issues faced by the region will not have a consistent impact across the region. Some matters will likely be more important to some States or groupings of States at sub-regional level than at a whole-of-region level. The 2023 APAC Needs Study

highlights the diversity of priorities across different States and sub-regions. Thus, the options need to be flexible enough to consider for variation within the APAC region without fragmenting the region.

25. Three broad options for improving collaboration and coordination exist:



26. Regardless of which option (or combination of options) is pursued, each requires pre-conditions to be met in order to have the best chance of enabling the region to achieve its objectives. As with the options, there are three broad sets of preconditions. This is elaborated below:



27. Option 1 – existing mechanisms unchanged – will see the region continue to operate as it currently does and would not make any changes to the existing framework. This option is clearly not tenable given the challenges faced by the region. As a result, the working group recommends that this option is disregarded.

28. The options that will enable improved outcomes are enhancing existing mechanisms or establishing new mechanisms (options 2 and 3).⁸² These appear to present the most opportunities to address the challenges that have been identified. As a result, the working group suggests that these options are considered in Part III of the feasibility study.

⁸² These options were presented to the DGCA in October 2023. The DGCA agreed to discard option 1 and continue to progress Part III of the feasibility study using options 2 and 3.

Attachment 1: Examples of existing regional coordination and collaboration mechanisms

29. To help achieve regional priorities and enhance collaboration and coordination, the region has a large range of existing mechanisms in place to assist.

Note: The table below is not intended to be exhaustive, but rather captures key bodies that are used for regional collaboration and coordination purposes.

Mechanism	Objective
Directors General of Civil Aviation (DGCA) Conference	<p>The Conference of Directors General of Civil Aviation Asia and Pacific Regions (more commonly known as the DGCA Conference) is an annual meeting with rotational hosting responsibilities. The aim of the conference is to supplement ICAO processes by bringing APAC Directors General together on an annual basis to discuss strategic and policy matters affecting aviation safety and security across the region.</p> <p>The DGCA Conference gives the opportunity for all member States to be represented.</p>
Regional Coordination Mechanisms Task Force (RCM TF)	<p>Following the conclusion of the first APCAC feasibility study that was prepared in 2016-2017, the 54th DGCA Conference (Ulaanbaatar, Mongolia, 2017) agreed to establish a new Taskforce to focus exclusively on strengthening and evolving existing regional mechanisms for regional cooperation, towards capability and capacity building and technical assistance. The TF was reconvened in the second half of 2022 to resume its work after a pause due to the pandemic.</p>
Regional Aviation Safety Group – Asia Pacific (RASG-APAC)	<p>RASG-APAC was endorsed at the 47th DGCA Conference (Macao, China, 2010) as a focal point to ensure harmonisation and coordination of efforts aimed at reducing aviation safety risks for the APAC region⁸³.</p>
Asia-Pacific Air Navigation Planning and Implementation Regional Group (APANPIRG)	<p>APANPIRG was established in 1991 by the ICAO Council, and seeks to:</p> <ul style="list-style-type: none"> • ensure continuous and coherent development of the Asia/Pacific Regional Air Navigation Plan and other relevant regional documentation in a manner that is harmonized with adjacent regions, consistent with ICAO SARPs and Global Air Navigation Plan (Doc 9750) and reflecting global requirements. • facilitate the implementation of air navigation systems and services as identified in the Asia/Pacific Regional

⁸³ [Annual Safety Report Asia Pacific Region 2017 \(icao.int\)](https://www.icao.int/publications/default.aspx?publicationid=9999)

	<p>Air Navigation Plan with due observance to the primacy of air safety, regularity, and efficiency; and</p> <ul style="list-style-type: none"> • identify and address specific deficiencies in the air navigation field.
ICAO APAC Regional Office	The primary role of the ICAO APAC Regional Office is to foster the planning and implementation by States of the following ICAO provisions: International Standards and Recommended Practices (SARPs), Procedures for Air Navigation Services (PANS), and Regional Air Navigation Planning, for the safety, security, and efficiency of air transport. The Regional Office also provides many secretariat services for other mechanisms (such as DGCA and RCM TF).
Existing State-to-State multilateral relationships and bilateral mechanisms	Established by States on a case-by-case basis.
State-to-ICAO relationships	Established between States and ICAO on a case-by-case basis.
APAC Ministerial Conference	Established to provide a forum for Ministers and their representatives to discuss and decide strategies for managing future safety and air navigation enhancements within the region.
TRAINAIR Plus Programme	Aims to assist with achieving the ICAO goal of improving the safety and efficiency of air transport through the establishment, maintenance and monitoring of high standards of training and competency of aviation personnel on a world-wide basis and in a cost-effective manner.
ASEAN Air Transport Meetings	Made up of Southeast Asian States, and comprises of various sub-working groups under the wider ASEAN Air Transport Working Group. These sub-groups include: <ul style="list-style-type: none"> • ASEAN Air Transport Economic Cooperation Sub-Working Group • ASEAN Air Transport Technical Cooperation Sub-Working Group • ASEAN Air Transport Sectoral Negotiations • ASEAN Transport Search and Rescue Forum
COSCAPs	<p>The Cooperative Development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs) are designed to enhance the safety and efficiency of air transport through the establishment of a self-sustaining sub-regional cooperative entity providing technical services in safety oversight to Member States.</p> <p>COSCAPs are implemented by ICAO and comprise DGCA's of participating States, ICAO representatives, and other organisations.</p>
Appointment of an ICAO Pacific Liaison Officer	A Pacific Liaison Officer was appointed earlier this year in recognition of the distinct sustainable development and ICAO

	<p>compliance challenges which many States in this region presently face,</p> <p>This post will serve as the key coordination point on civil aviation development matters among the PSIDS themselves, ICAO's APAC Regional Office and Capacity Development and Implementation bureau, and applicable regional and international organizations, including Pacific Aviation Safety Office (PASO).</p>
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Annex D Part III Report

Examination of the Feasibility of an Asia Pacific Civil Aviation Commission (APCAC)

Part III: Assessment of the feasibility of an APCAC

(Presented by the Working Group led by Singapore, comprising Australia, China, Hong Kong China, Japan, Malaysia, New Zealand, the Republic of Korea, and the United States of America)

Executive Summary:

The 57th Conference of Directors-General of Civil Aviation, Asia and Pacific Regions (DCGA/57) tasked the Regional Coordination Mechanisms Task Force (RCM TF) to examine the feasibility of an Asia Pacific Regional Civil Aviation Commission (APCAC). The RCM TF has approached this task in three parts:

- Part I: Information-gathering about a Civil Aviation Commission (CAC).
- Part II: Identifying the challenges and opportunities.
- Part III: Assessment of the feasibility of an APCAC.

This report focuses on **Part III: Assessment of the feasibility of an APCAC**.

Considering the insights gained from Parts I and II, this report proposes several initiatives under the two options endorsed by DGCA/58 – strengthening existing mechanisms and developing new mechanisms.

Five considerations have been identified to assess the benefits that each initiative would bring to the region, and whether the initiatives could address the challenges and help realise the opportunities of the region, as outlined in Part II. These considerations are i) effectiveness in addressing regional challenges and realising opportunities, ii) inclusiveness of the region, iii) ease of implementation, iv) cost / resources required and v) expected timeframe of initiative, i.e. short, medium or long term.

A summary of the insights gained from all three Parts of the Feasibility Study is provided, together with the recommendations to DGCA/59 on the way forward for the region.

1. **Recap of Parts I and II**

1.1 *Background*

1.1.1 At the 57th DGCA Conference (DGCA/57) in 2022, Bangladesh and the Republic of Korea presented Discussion Papers DP/11a/3 and DP/11a/4⁸⁴ respectively on the proposed formation of an Asia Pacific Civil Aviation Commission (APCAC).

1.1.2 DGCA/57 noted that an earlier feasibility study presented at DGCA/54 in 2017 had concluded that there was insufficient basis to establish an APCAC. DGCA/54 agreed then, to establish under Action Item DGCA 54/25, a new Task Force (Regional Cooperation Mechanisms Task Force or RCMTF) to focus exclusively on strengthening and evolving existing regional mechanisms for regional cooperation, towards capability and capacity building and technical assistance.

1.1.3 DGCA/57 agreed to entrust the RCM TF to examine the feasibility of an APCAC as part of its work program, under DGCA Action item 57/63:

While acknowledging the Discussion Papers from the Republic of Korea and Bangladesh and noting that:

- a) increasing the future level of Asia Pacific membership on the ICAO Council and ratification had been responded to by the Conference in the Action Item 57/61 and Action Item 57/62;
- b) the Regional Cooperation Mechanisms (RCM) Task Force is resuming its work (reference Action Item 57/60) to continue its current work program;
- c) the priority for the region should be the recovery of aviation in the current circumstances;

The Conference:

- a) encouraged Bangladesh and other States/Administrations to join the RCM Task Force; and
- b) entrusted the RCM Taskforce as part of its work program to include examination of the feasibility of an APCAC and report on progress to the next DGCA Conference.

1.2 *Needs of the APAC region*

⁸⁴ Action proposed in DGCA57/DP/11a/3, presented by Bangladesh:

- a) Urge the States/Administrations to establish the Asia Pacific Civil Aviation Commission, on the condition that each Member State will enjoy equal rights in terms of participation and representation at the ICAO Council in Part III on a rotational basis; and
- b) Encourage the States/Administrations to ensure that the Presidency of the Commission should be on a rotational basis, with each State serving one (1) term of three (3) years.

Action proposed in DGCA57/DP/11a/4, presented by the Republic of Korea

- a) Support the plan to establish the Asia Pacific Civil Aviation Commission;
- b) Support the proposal that the establishment of the Asia Pacific Civil Aviation Commission be first pursued with the member countries that agree to the establishment; and
- c) Support the proposal for the composition and operation of the working level Task Force.

- 1.2.1 States/Administrations have expressed the needs of the region over the years, for example through the “Survey on Common and Evolving Needs of the Asia Pacific Region” in 2019, and an updated needs survey in 2023. The needs of the APAC region reflect the existing and new challenges faced by States and the opportunities to be realised.
- 1.2.2 From Part I of the feasibility study, which was endorsed at DGCA/58 in October 2023, States in the region are increasingly in alignment on:
- a) acknowledgement that the status quo does not suit the needs of the region;
 - b) consideration of more structured coordination and cooperation on strategic policy and implementation support, as well as direction that could help address the needs of the region; and,
 - c) commitment to examining the feasibility of a forum to address the needs of the region, including the objectives of such a forum and the resourcing required.
- 1.2.3 Part II of the feasibility study has identified a range of complex challenges facing the region, as follows:
- a) The APAC region is one of the fastest growing regions in aviation in the world, although this growth is not even across the region.
 - b) Emerging technologies in aviation are advancing rapidly and are providing new and unknown challenges.
 - c) There is a need for international aviation to reduce its environmental impact, such as by adopting the use of sustainable aviation fuels, new electric propulsion systems etc.
 - d) There is a need to continue building capacity and capability across the region.
 - e) The APAC region needs to effectively enhance regional cooperation and collaboration with finite resources and gain ICAO support for assisting with specific regional priorities.
- 1.2.4 Part II has identified several opportunities arising from these challenges. They are to:
- a) enhance collaboration and coordination among the region to assist with mitigating challenges,
 - b) embrace the diversity of States and draw on differences as a strength, not a weakness, to further enhance collaboration, coordination, and innovation,
 - c) ensure there are effective assistance and capacity-building mechanisms in place to improve aviation safety and security across the region.

1.3 *Definition of Feasibility*

- 1.3.1 Feasibility refers to the possibility that a proposed initiative can be achieved, under a given set of conditions. It is assumed that all initiatives proposed in this study could be achieved with certain pre-conditions fulfilled, such as availability of expertise, resources and time.

1.4 *Options endorsed at DGCA/58 for consideration under the feasibility study*

1.4.1 DGCA/58 noted the preliminary insights and findings of the work done by the RCM TF in examining the feasibility of an APCAC and endorsed the options “strengthening existing mechanisms” and “developing new mechanisms” to be considered in the final phase of the work to examine the feasibility of an APCAC.

a) Strengthening existing mechanisms

There are significant opportunities to enhance existing mechanisms, to address existing and emerging issues faced by the region. All States/Administrations would be required to commit to these enhancements through active and regular participation and commitment of resources where appropriate.

b) Developing new mechanisms

New mechanisms can be developed that stand alongside existing enhanced mechanisms. One example of such a mechanism could be the formation of an APCAC. The region must agree to the establishment of these new mechanisms including commitments to fully participate, resource, and formalise such mechanisms as necessary.

1.4.2 A list of potential initiatives under each of the options mentioned above have been identified for assessment.

2. Potential initiatives under each option

2.1 *Introduction*

2.1.1 Two types of mechanism are used in the region, which are determined by the content of discussion, level of participation and desired outcomes. These mechanisms have been identified in Part II of the Feasibility Study and can be broadly split into **high-level** mechanisms and **domain-specific** mechanisms.

a) **High-level** mechanisms typically involve strategic / regulatory and policy level discussion and seek participation by senior aviation officials across ICAO's strategic objectives. The aim of these mechanisms, currently, is to align, at a top-level, the priorities and action items of the region by reference to ICAO's globally defined strategic objectives. The ICAO Asia and Pacific Regional Office (APRO) supports these mechanisms which include the following:

- i. APAC Ministerial Conference
- ii. Directors-General of Civil Aviation (DGCA) Conference

b) **Domain-specific** mechanisms typically involve technical / operational level discussion and seek participation of subject-matter experts. The outcome is to plan, operationalise and maintain initiatives that foster the implementation of regional technical / operational-level priorities within the broader context of ICAO's global and regional plans. The ICAO APRO, the Asia and Pacific Regional Sub-office and the Pacific Liaison Office for Pacific Small Island Developing States (PSIDS) support these mechanisms, which include the following:

- i. Asia/Pacific Air Navigation Planning and Implementation Regional Group (APANPIRG)
- ii. APAC Air Navigation Service Providers' Committee
- iii. Regional Aviation Safety Group Asia and Pacific Regions (RASG-APAC)
- iv. Regional Aviation Security Coordination Forum (RASCF)
- v. TRAINAIR Plus Programme
- vi. Cooperative Development of Operational Safety and Continuing Airworthiness Programmes (COSCAP)
- vii. Cooperative Aviation Security Programme – Asia Pacific (CASP-AP)

2.1.2 Beyond the mechanisms listed above, there are existing State-to-State relationships – bilateral and multilateral mechanisms – and State-to-ICAO relationships. Refer to Attachment 1 for the list of mechanisms, and each mechanism's objectives.

2.1.3 Both types of mechanisms have an important role to play in addressing the needs and achieving the priorities of the region. These mechanisms contribute to ensuring that strategic / policy level discussion translates into technical / operational action items, that will positively impact the region.

2.2 *Areas for improvement*

2.2.1 Existing mechanisms have served the region well and have demonstrated their usefulness. Nevertheless, as the needs and priorities of the region change with the evolving aviation landscape, and as new challenges and opportunities emerge, there is strong impetus to strengthen existing mechanisms and develop new mechanisms to address these areas, including:

- a) **Increasing commitment and effort to address current needs and priorities.** Long-standing mechanisms need to be kept relevant to upcoming trends to prepare the region for future challenges and opportunities. This ensures that the existing mechanisms continue to be fit-for-purpose as we consider developing new mechanisms.
- b) **Preserving inclusiveness and unity.** As we advance priorities, there is a need to ensure that views from all States/Administrations are heard and considered, and benefits from proposed solutions are scalable and are achievable by all States/Administrations. Importantly, we value collective buy-in and consensus building, avoiding fragmentation, and preserving unity within a diverse region in terms of culture, politics, economics, and differences in aviation priorities.
- c) **Enhancing the Asia Pacific's regional voice.** While acknowledging the differences in needs and priorities among States/Administrations, there is room for presenting agreed regional positions on areas of key and/or common needs and priorities, to garner support and greater influence international settings, such as at international meetings where other regional bodies often present collective views on behalf of their region.

2.2.2 The synthesised list of objectives of CACs identified in Part I could be considered to see how they may lead to improvements when strengthening existing mechanisms and developing new mechanisms. Specifically, the following would be the highest priorities, acknowledging the findings outlined in Part II and the areas for improvement above to address the current and emerging needs and challenges of the APAC region:

- a) developing and securing the safety, security, and environmental protection of civil aviation regionally through capability and capacity building and by promoting the implementation of ICAO Standards and Recommended Practices (SARPs)
- b) developing positions, solutions and responses to regional civil aviation matters
- c) promoting regional policy positions and solutions globally

2.3 *Proposed initiatives to strengthen existing mechanisms*

2.3.1 This section proposes several initiatives to strengthen existing mechanisms such that they remain relevant and effective and align to the needs of the region.

2.3.2 As a pre-condition agreed at DGCA/58, all States/Administrations in the region would be required to commit to these enhancements through active and regular participation and commitment of resources where appropriate.

- a) **Asia Pacific Ministerial Conference on Civil Aviation (APACMC)**

The APACMC is a recent mechanism, with the second Conference scheduled for September 2024⁸⁵. There is currently no set frequency for the APACMC, with the second Conference held six years after the first Conference in 2018, in part due to the COVID-19 pandemic. To date the APACMC has sought Ministerial endorsement on a high-level declaration such as the Beijing Declaration, which is focused on regional action towards achieving ICAO's global strategic objectives. This provides a platform and impetus to encourage States/Administrations' adoption of the agreed commitments and actions to address regional priorities and ICAO strategic objectives. Due to the recent initiation of this mechanism, minimal enhancements have been proposed thus far.

Proposed Enhancement:

- i. Establish APACMC as a meeting to be held at agreed intervals with an agreed declaration at each meeting.

b) Directors-General of Civil Aviation (DGCA) Conference

The DGCA Conference is an annual conference organised by a host State in close coordination with the ICAO APRO which also acts as the conference secretariat. The DGCA Conference gathers the region's Directors-General (DGs) of Civil Aviation, with participation from other regions and States, and industry partners.

The DGCA Conference provides a platform for discussion and information and experience sharing among States in the region on several civil aviation topics including issues on emerging needs and priorities. However, as topics discussed at the DGCA Conference are wide-ranging, some DGs that only cover certain areas may not proactively participate in discussions on areas outside their purview. However, they may seek views from relevant agencies when needed.

The DGCA Conference is updated on the outcome of ICAO's Assemblies and Conferences and presentations from senior ICAO officials. Regional domain specific technical groups, such as APANPIRG and RASG-APAC, report their work at DGCA Conferences focusing on how the region and individual States are responding to ICAO Assembly, conference and SARPs outcomes.

The DGCA Conference releases a list of action items, which States are expected to report against at subsequent Conferences.

Over the years, it has been observed that the DGCA Conference often does not engage in substantial discussions on issues, partly due to the significant number of working papers submitted by States during the conference. There is room for improvement for the DGCA Conference to focus on addressing regional priorities and formulating policies or action that would support civil aviation development and alignment on issues of common interests in the region.

While the DGCA Conference has existing practices, with a set of objectives, these have not been documented in the form of terms of reference. Given that the DGCA Conference has been in existence for about six decades, it may be timely to review and establish a set of terms of reference for the DGCA Conference.

Proposed enhancements:

- i. Set up a team to work alongside the ICAO APRO and the host State to support the DGCA Conference with a view of strengthening governance, tracking follow up and

⁸⁵ The Second APACMC was scheduled for 2020 with a planning session held during the 56th DGCA Conference in Nepal. However, this was postponed multiple times due to onset of the COVID pandemic.

enhancing the effectiveness of this conference and the quality of discussion among States/Administrations and industry partners.

- (a) This team should comprise officers from States/Administrations and work on an ongoing basis to ensure continuity between DGCA Conferences.
 - (b) The team would support agenda setting with sharpened focus on key issues of regional interests, put up Working Papers / Information Papers, and track action items for DGCA Conference.
 - (c) The team would help ensure the scheduling of the DGCA Conference takes into account significant ICAO events throughout the year, to encourage better representation from States at DGCA, and for DGCA to be held before major ICAO events, such as the ICAO General Assembly and the ICAO high-level Conferences, to allow the region to coordinate and prepare for these important events.
- ii. Establish the terms of reference of the DGCA Conference to articulate the purpose, representation, scope (covering all key areas of ICAO's strategic objectives), governance and desired outcomes.
 - iii. Improve two-way communication between DGCA Conference and the Montreal Group to facilitate setting of regional priorities with reference to discussion at the ICAO HQ, and/or at international fora.
 - (a) Include a regular and formalised agenda item for the Montreal Group to apprise DGCA Conference on key discussions held at ICAO HQ which may have implications on the region.

c) Cooperation platforms on regional training

A variety of aviation training in the region involves the ICAO APRO, States/Administrations and several training academic institutions including dedicated training academies.

There is a need to focus on the region's priorities, one of which is to improve the levels of safety oversight capabilities such as through the ICAO regional aviation safety plan and Universal Safety Oversight Audit Programme. DGCA/58 endorsed the proposed regional training cooperation framework, which was presented by the working group consisting of Singapore, the Republic of Korea and the United States.

Proposed enhancements:

- i. Implement a regional training cooperation framework for training academies in the region to exchange information and facilitate cooperation in the provision of training in key and emerging areas, leveraging on the existing ICAO TRAINAIR Plus programme.
- ii. Organise an annual regional training symposium for relevant stakeholders to meet and advance training related interests for the region.

- iii. Develop a train-the-trainer programme to increase the pool of instructors from the region for resilience and to ensure continuous pipeline of trained aviation professionals in the region.

d) Support for the ICAO Asia and Pacific Regional Office (APRO)

The ICAO APRO fosters the planning and implementation by States of the ICAO SARPs, and use of guidance materials. It also provides the secretariat support for most mechanisms in the region, spanning across high-level and domain-specific mechanisms.

Proposed enhancements:

- i. Seek additional resource allocation from ICAO HQ for the ICAO APRO to achieve its priorities for the region.
- ii. Encourage States/Administrations in the region to:
 - (a) Support the ICAO APRO by providing secondees;
 - (b) Support ICAO's initiatives to meet the region's priorities (e.g. COSCAP and Combined Action Team (CAT) Missions) by providing subject matter experts where appropriate.
 - (c) Provide voluntary funds in areas which will help achieve the region's priorities.

2.4 Proposed new mechanisms

- 2.4.1 This section proposes two new mechanisms and their potential roles in achieving the needs of the region.
- 2.4.2 As a pre-condition agreed at DGCA/58, the region must agree to the establishment of these new mechanisms including commitments to fully participate, resource, and formalise such mechanisms as necessary.

a) Formation of an Asia Pacific Civil Aviation Commission (APCAC)

An APCAC may be formed to coordinate discussion and consideration of high level, strategic aviation policy matters which address regional needs and priorities, facilitate the establishment of regional positions, where possible, and garner support and greater influence as a regional voice at international settings.

We envisage an APCAC modelled on the CACs established in other regions, with an established secretariat, office and ability to represent the region's views in international fora. Referencing Part I, it could fulfil most of these roles:

- i. conducting research and preparing studies on economic, regulatory, legal, technical and security aspects of civil aviation and making recommendations;
- ii. coordinating Member States' positions in relation to ICAO activities, e.g. for ICAO Assemblies;
- iii. contributing to the works of various ICAO panels and working groups;

- iv. monitoring changes in civil aviation and considering Member States' options to respond;
- v. promoting implementation of SARPs and regional air navigation plans;
- vi. coordinating or developing capability and capacity building and training initiatives;
- vii. managing relationships with other civil aviation actors, including ICAO and other CACs, and civil aviation authorities, and industry; and
- viii. promoting information sharing among member States, such as statistical data and best practice.

b) Establishing an Asia Pacific annual forum to discuss and agree to regional aviation issues of common interest.

At present, the DGCA Conference is the only annual senior aviation officials' event in the Asia Pacific region. The major focus of DGCA Conference, as outlined above, is how to best implement ICAO's globally agreed outcomes and priorities at the regional level (particularly around safety and air navigation matters).

To enhance Asia Pacific's regional voice, an Asia Pacific annual forum could be organised as a short to medium-term initiative to facilitate policy-setting through discussions and agreement on aviation issues of common interest. This could seek to shape and influence ICAO and other global fora outcomes and priorities. This forum should however not duplicate the roles being played by other mechanisms including the DGCA Conference.

Such a forum may also lend itself to better discuss other ICAO strategic objectives (such as facilitation, economic development and the environment) covered by policy agencies rather than CAAs. The forum should include all States in the region, to prevent potential fragmentation, while meeting the needs of this region, particularly around a regional voice. This would achieve the highest priorities as outlined at paragraph 2.2.2, while having low cost and low administrative burden.

Proposed enhancements:

- i. Establish an annual Asia Pacific forum, which would discuss policy-level and strategic issues at a regional level. Where appropriate, these discussions would seek agreement on regional approaches on aviation issues of common interest, being considered by ICAO and other global organisations and fora.
- ii. To reduce administrative burden and encourage State attendance, the forum could be held on the side of the DGCA Conference, with the DGCA host State providing the secretariat and a small team from volunteer Member States could be established to ensure ongoing stewardship of the forum's annual agenda and record of outcomes.
- iii. Examples of topics that may be suitable for seeking agreement on initial forum meetings and then presenting as an Asia Pacific regional position at other international fora could include:

- (a) The region's policy approach to aviation facilitation matters including lessons from the Asia Pacific learnt during COVID-19 with a view to influencing future changes to ICAO Annex 9.
- (b) The region's approach to gender equality in aviation and the next generation of aviation professionals' initiative.
- (c) The critical role of air transport in economic development in the Asia Pacific.
- (d) Sharing implementation challenges of SARPs in the Asia Pacific.
- (e) Highlighting the challenges of connectivity in the Asia Pacific and its impact on the development of aviation policies.

3. Assessment Methodology

3.1 Introduction

3.1.1 Referencing Parts I and II, this section assesses the proposed initiatives against regional needs and priorities. Different initiatives will have different ease and timeframes for implementation. These are factors to be considered in deciding which initiatives should be pursued to achieve certain objectives.

3.2 Considerations

3.2.1 There are a total of five considerations:

- a) Effectiveness in addressing regional challenges and realising opportunities
- b) Inclusiveness of the region
- c) Ease of implementation
- d) Cost/resources required
- e) Expected timeframe of initiatives, i.e. short, medium, or long term.

3.2.2 The initiatives outlined in paragraphs 2.3 and 2.4 would be evaluated against the above set of considerations. Where possible, both quantitative and qualitative substantiations would be used to assess feasibility. The intent is to compare various initiatives and recommend a set of initiatives for the region to undertake to best achieve its priorities. The initiatives can be complementary.

3.2.3 Effectiveness in addressing regional challenges and realising opportunities

3.2.3.1 Any proposed initiative should seek to address the challenges and realise the opportunities for the region, as identified in Part II. Under this consideration, we would assess whether the initiative can, for example, effectively build, strengthen and retain the following:

- a) States', ICAO's and industry's support for the region in terms of resource allocation and priorities, and to obtain better regional outcomes
- b) capacity and capabilities within the region so as to enhance the levels of aviation safety, air navigation, security, facilitation, the environment and economic development within the region
- c) regional readiness for the future by anticipating and addressing future challenges and opportunities brought about by the changing aviation landscape.

3.2.4 Inclusiveness of the APAC region

3.2.4.1 The region is diverse, with disparate issues faced by different States/Administrations. This must be considered as we seek to address challenges and realise opportunities for the region as a whole, to ensure that every State/Administration could benefit in a way that addresses its unique circumstances. Therefore, unity and inclusiveness remain fundamental in the assessment of

initiatives. There are several aspects which may be considered under this consideration, such as:

- a) whether the proposed initiative fulfils the agreed pre-conditions, as outlined in Para 2.3.2 and 2.4.2
- b) whether the proposed initiative causes or has the potential to cause fragmentation in the region
- c) scalability and whether the proposed initiative would apply to one or all States.

3.2.5 Ease of implementation

3.2.5.1 Ease of implementation should be considered from a practical perspective, considering whether the proposed initiative requires, for example, the following:

- a) political will from States to consider and agree to implement proposed initiatives
- b) appropriate institutional and legal arrangements and mechanisms which may be utilised to implement the proposed initiatives such that their outcomes are effectively achieved.

3.2.6 Cost / resources required

3.2.6.1 Cost and resources, financial or otherwise, are other important and practical considerations. These should be measured against the potential benefits brought about by the initiative, as required, such as:

- a) Potential initial costs required to kickstart the proposed initiative, including start-up costs which may be once-off, e.g. infrastructure cost for offices, legal costs associated with setting up the initiative etc.
- b) Recurring costs and resources required to sustain the proposed initiative, including operational costs, e.g. staff costs, man-hour commitment by States/Administrations to participate
- c) Additional costs to States/Administrations, including travel costs, financial contributions, where applicable, including financial contributions on the part of States/Administrations, and opportunity costs should the effectiveness of one initiative be affected due to another
- d) Resources required from States/Administrations for the effective implementation of the proposed initiative, including contributions in-kind and expert resources.

3.2.7 Expected timeframe of initiative, and assessment of short-, medium- and long-term initiatives

3.2.7.1 Expected timeframe should be considered, and evaluated against when the benefits would be reaped by States/Administrations in the region. This should be checked against the first consideration of effectiveness in addressing challenges and realising opportunities, and whether the improvements are likely addressed.

4. Assessment

4.1 *Introduction*

4.1.1 This section seeks to evaluate the proposed initiatives outlined in paragraphs 2.3 and 2.4 under the two options – strengthening existing mechanisms and developing new mechanisms. The proposed initiatives under each option will be viewed and evaluated as a package, as far as possible.

4.1.2 Essentially, we seek to answer the following questions:

- a) Does it look like the initiative can address the needs of the region, challenges and opportunities? (Scope)
- b) Does the initiative include the whole region/who is included? E.g. across Member States and domains (Inclusiveness)
- c) What will it take to do it and to participate? (Cost/Resources)
- d) How long does it take to do it? And when to do it? (Time)

4.1.3 It is noted that these proposed initiatives have yet to be implemented. In the assessment process, the best-case scenario in terms of implementation is assumed.

4.2 *Assessment*

4.2.1 An assessment matrix is as shown in Table 1.

4.2.2 The proposed initiatives are assessed using the considerations utilising the assessment matrix. The findings are shown in Table 2 and Table 2. Please refer to Attachment 2 for further details on the assessment.

Table 1: Descriptors for Considerations

Consideration	Descriptors		
Effectiveness in addressing the challenges and realising the opportunities for the region	Initiative would address most challenges and opportunities to a large extent	Initiative would address some challenges and opportunities to a certain extent	Initiative may address challenges and opportunities to a small extent
	Effective	Moderately effective	Somewhat effective
Inclusiveness of the region	a) High participation in initiative b) Benefits reaped by most States / Administrations c) Low likelihood of fragmentation in the region	a) Some participation in initiative b) Benefits reaped by some States / Administrations c) Some likelihood of fragmentation in the region	a) Low participation in initiative b) Benefits reaped by a few States / Administrations c) High likelihood of fragmentation in the region
	High	Medium	Low
Ease of implementation	Full commitment from all parties	Some commitment from all parties	Uncertain / lack of commitment from parties
	Manageable	Moderate	Challenging
Cost/resource required.	Manageable in current budget	Some additional costs on top of existing costs	Significant contributions required
	Low	Medium	High
Timeframe of initiatives, i.e. short, medium, or long term.	Initiative can be implemented quickly	Initiative requires more time to implement	Initiative requires substantial discussion and time to implement
	Short	Medium	Long

Table 2: Summary of assessment of proposed initiatives to strengthen existing mechanisms

Proposed Initiatives Assessment Consideration	Strengthening existing mechanisms			
	APAC Ministerial Conference	DGCA Conference	Cooperation platforms on regional training	Support for the ICAO APAC Regional Office
Effectiveness in addressing the challenges and realising the opportunities for the region	(Moderately effective) This is a relatively new mechanism. Buy-in from the Ministers may assist in pushing initiatives.	(Effective) This addresses regional priorities but may not address specific needs of some States. The effectiveness of DGCA would depend on active participation and representation from States.	(Effective) Training is a key enabler in advancing interests and addresses a longstanding priority to build up capabilities in safety and security oversight.	(Moderately effective) APRO plays a pivotal role in the region. It would require resources to fulfil its mandate, which aligns to ICAO strategic objectives.
Inclusiveness of the region	(Medium) States are already involved, but there is room to encourage high-level participation from States.	(High) All States are involved, working on consensus basis but there is room to further enhance participation and increase benefits	(Medium) The regional training cooperation framework is intended to involve all States in the region in training cooperation and provision. Training programmes or any coordination platform is open to all States in the region.	(Medium) States already have access to APRO, but there is room to improve engagement.
Ease of implementation	(Moderate) APAC MC is not held at regular intervals. It would be challenging to implement enhancements unless the frequency is formalised.	(Moderate) This requires integration into existing framework of mechanisms, and some changes to the way the conference is run and followed through.	(Moderate) This requires coordination platforms with scope to include training academies.	(Moderate - Challenging) This requires States' support and changes in operating model and level of investment to yield greater results on a sustained basis.
Cost and resources required	(Low) Additional manhours and resources may be required, but minimal costs associated with strengthening of mechanism.	(Low) Additional manhours and resources may be required, but minimal costs associated with strengthening of mechanism.	(Medium) Additional costs for new platforms, e.g. symposium and associated meetings.	(Medium) Additional costs to be borne by ICAO, and/ by States
Timeline of initiatives, i.e. short, medium, or long term.	(Medium) APACMC is not held yearly given the involvement of Ministers, and significant follow up is required to implement changes.	(Short – Medium) This would require a few meetings to implement changes.	(Medium - Long) Training cooperation is already on-going but it would take time to bear fruits.	(Short - Medium) This would need some time to translate strengthening of ICAO APRO to initiatives that would benefit States.

Table 2: Summary of assessment of proposed initiatives to develop new mechanisms.

Proposed Initiatives Assessment Consideration	Developing new mechanisms	
	Formation of an Asia Pacific Civil Aviation Commission (APCAC)	Establishing an Asia Pacific annual forum to discuss and agree to regional aviation issues of common interest.
Effectiveness in addressing the challenges and realising the opportunities for the region	(Effective) It can be a platform to address the needs and priorities of the region.	(Moderately effective) It would address the priority of giving a voice to the region in international fora, as well as anticipating and addressing future challenges and opportunities.
Inclusiveness of the region	(Medium - High) Consensus of the region is a pre-condition to avoid fragmentation, which requires active participation from all States.	(Medium - High) Consensus of the region and participation from all would be needed to avoid fragmentation, but it could leverage the high-levels of attendance at the DGCA Conference.
Ease of implementation	(Challenging) This would require political will and constitution or treaty, followed by a detailed roadmap, and significant effort to agree on terms of reference, scope, etc.	(Manageable) It would require a small team to be established to work through terms of reference, processes and desired outcomes but these could be aligned to work being undertaken to enhance the DGCA Conference.
Cost and resources required	(High) Significant costs associated with set-up and running of an APCAC would be required, including manpower to staff the APCAC.	(Low) The forum may be convened on the side of an existing meeting such as the DGCA Conference. A marginal additional cost if done on the side of the existing DGCA Conference. The cost of a small, dedicated team to run the forum would involve contributions in kind and expertise from States, similar to setting up other ICAO work groups / task forces.
Timeline of initiatives, i.e. short, medium, or long term.	(Long) Significant discussion and further work are required to flesh out the scope and implementation details. APCAC would need to reach a steady state for some benefits to be fully realised.	(Short – Medium) The forum may be initiated alongside enhancements to the DGCA Conference and the timeframe would be dependent on the content/desired outcomes of the forum.

4.3 *Summary of assessment*

- 4.3.1 Table 2 and Table 3 above present a summary of assessment of proposed initiatives to strengthen existing mechanisms and develop new mechanisms respectively.
- 4.3.2 It is a no-regret move to strengthen existing mechanisms, to focus our efforts on addressing the needs and priorities of the region. It is also important for ICAO and States/Administrations to continue working closely to implement regional plans and further enhance regional cooperation. Nonetheless, there are benefits to new mechanisms, especially in addressing areas which are not covered by existing mechanisms.
- 4.3.3 The timeline for the initiative is a major consideration in ensuring that initiatives are implemented in a way that maximises benefits reaped by the region. In doing so, we should account for benefits from initiatives with a longer timeline which would only materialise after the initiative has been implemented and has reached a steady state.
- 4.3.4 Cost is also an important consideration, with a review necessary to prevent duplication of efforts.
- 4.3.5 In summary, the proposed initiatives under both options – strengthening existing mechanisms and developing new mechanisms – are not mutually exclusive and the region should endeavour to work on both short-term and medium to long term initiatives.

5. Conclusion

5.1 Summary

- 5.1.1 In Part I, it was concluded that the region recognised the need to move beyond the status quo and consider strengthening existing mechanisms and developing new mechanisms. Both options serve to achieve the region's priorities, but there are necessary pre-conditions for each option.
- 5.1.2 In Part II, the challenges and opportunities of the region had been identified. The balance between costs, ease of implementation and inclusiveness of the region has been assessed against the timeline and the effectiveness of addressing challenges and realising the opportunities of the region.
- 5.1.3 In Part III, the proposed initiatives under the two options have been discussed and evaluated. Noting that all of them are feasible to a certain degree, Part III focused on which initiative to implement and when, in order to ensure that the region plans ahead and works towards addressing challenges and realising opportunities in a staged manner. This has been identified as short-, medium-, and long-term initiatives.
- 5.1.4 Part III also identified three objectives which were most relevant to address the current and emerging needs and challenges of the region. These are the primary consideration for enhancing existing mechanisms and developing new mechanisms:
- a) Promoting implementation of ICAO SARPs and regional plans;
 - b) Coordinating or developing capability and capacity building and training initiatives; and
 - c) Developing and promoting regional policy positions in international fora;

5.2 Recommendations

- 5.2.1 **The APCAC could be feasible over the long term.** There may be value in developing an APCAC as it provides a platform for the region to cooperate and collaborate better, while serving as a vehicle for a regional voice. Significant discussion and further work are required to flesh out the scope and implementation detail.
- 5.2.2 **The region should pursue the RTCF and its initiatives.**
- 5.2.3 **The region is encouraged to strengthen the APACMC and support for the APAC Regional Office, including providing secondees and voluntary funds, as well as supporting ICAO's initiatives to meet the region's priorities.**
- 5.2.4 **The region should strengthen the DGCA Conference.** The DGCA Conference is a well-established platform with a high attendance among States/Administrations in the region. Strengthening the DGCA Conference would add greater value to the work already undertaken and serve to better support other initiatives. Some initiatives to strengthen DGCA Conference include:
- a) Establishing a team to support DGCA Conference, working in collaboration with the ICAO Secretariat to set the agenda and follow up on the outcomes of DGCA Conference.

- b) Establishing the terms of reference of the DGCA Conference to articulate the purpose, representation, scope (covering all key areas of ICAO's strategic objectives), governance and desired outcomes.
- c) Improving communication between DGCA Conference and the Montreal Group

5.2.5 **The region could establish a dedicated forum, to be held on the side of DGCA Conference for States/Administrations to discuss and agree on regional aviation issues of common interest.**

– END –

ATTACHMENT 1:**List of Existing Mechanisms in the Asia and Pacific Region**

Mechanism	Objective
High-level	
Directors General of Civil Aviation (DGCA) Conference	<p>The Conference of Directors General of Civil Aviation Asia and Pacific Regions (more commonly known as DGCA Conference) is an annual meeting with rotational hosting responsibilities. The aim of the conference is to supplement ICAO processes by bringing APAC Directors General together on an annual basis to discuss strategic and regulatory practice matters affecting aviation safety and security across the region.</p> <p>The DGCA Conference gives the opportunity for all member States to be represented by the leaders of their State authorities responsible for civil aviation safety regulation and oversight, including over air navigation. Increasingly, DGCA is addressing areas outside of the traditional responsibilities of civil aviation safety regulators but continues to have a focus on regulatory issues.</p>
APAC Ministerial Conference (APACMC)	<p>Established to provide a forum for Ministers and their representatives to discuss and decide strategies for managing future safety and air navigation enhancements within the region, increasingly with a focus on all ICAO strategic objectives.</p>
Regional Coordination Mechanisms Task Force (RCM TF)	<p>Following the conclusion of the first APCAC feasibility study that was prepared in 2016-2017, 54th DGCA Conference (Ulaanbaatar, Mongolia, 2017) agreed to establish a new Taskforce to focus exclusively on strengthening and evolving existing regional mechanisms for regional cooperation, towards capability and capacity building and technical assistance. The TF was reconvened in the second half of 2022 to resume its work after a pause due to the pandemic.</p>
ICAO APAC Regional Office	<p>The primary role of the ICAO APAC Regional Office is to foster the planning and implementation by States of the following ICAO provisions: International Standards and Recommended Practices (SARPs), Procedures for Air Navigation Services (PANS), and Regional Air Navigation Planning, for the safety, security, and efficiency of air transport. The Regional Office also provides many secretariat services for other mechanisms (such as DGCA and RCM TF).</p>
Domain-level	

Mechanism	Objective
Regional Aviation Safety Group – Asia Pacific (RASG-APAC)	RASG-APAC was endorsed at 47th DGCA Conference (Macao, China, 2010) as a focal point to ensure harmonisation and coordination of efforts aimed at reducing aviation safety risks for the APAC region ⁸⁶ .
Asia/Pacific Air Navigation Planning and Implementation Regional Group (APANPIRG)	<p>APANPIRG was established in 1991 by the ICAO Council, and seeks to:</p> <ul style="list-style-type: none"> • ensure continuous and coherent development of the Asia/Pacific Regional Air Navigation Plan and other relevant regional documentation in a manner that is harmonized with adjacent regions, consistent with ICAO SARPs and Global Air Navigation Plan (Doc 9750) and reflecting global requirements. • facilitate the implementation of air navigation systems and services as identified in the Asia/Pacific Regional Air Navigation Plan with due observance to the primacy of air safety, regularity, and efficiency; and • identify and address specific deficiencies in the air navigation field.
TRAINAIR Plus Programme	Aims to assist with achieving the ICAO goal of improving the safety and efficiency of air transport through the establishment, maintenance and monitoring of high standards of training and competency of aviation personnel on a world-wide basis and in a cost-effective manner.
ASEAN Air Transport Meetings	<p>Made up of Southeast Asian States and comprises of various sub-working groups under the wider ASEAN Air Transport Working Group. These sub-groups include:</p> <ul style="list-style-type: none"> • ASEAN Air Transport Economic Cooperation Sub-Working Group • ASEAN Air Transport Technical Cooperation Sub-Working Group • ASEAN Air Transport Sectoral Negotiations • ASEAN Transport Search and Rescue Forum
COSCAPs	<p>The Cooperative Development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs) are designed to enhance the safety and efficiency of air transport through the establishment of a self-sustaining sub-regional cooperative entity providing technical services in safety oversight to Member States.</p> <p>COSCAPs are implemented by ICAO and comprise DGCA's of participating States, ICAO representatives, and other organisations.</p>
Appointment of an ICAO Pacific Liaison Officer	<p>A Pacific Liaison Officer was appointed earlier this year in recognition of the distinct sustainable development and ICAO compliance challenges which many States in this region presently face,</p> <p>This post will serve as the key coordination point on civil aviation development matters among the PSIDS themselves, ICAO's APAC Regional Office and Capacity Development and Implementation bureau,</p>

⁸⁶ [Annual Safety Report Asia Pacific Region 2017 \(icao.int\)](http://www.icao.int/AnnualSafetyReportAsiaPacificRegion2017)

Mechanism	Objective
	and applicable regional and international organizations, including Pacific Aviation Safety Office (PASO).
Others	
Existing State-to-State multilateral relationships and bilateral mechanisms	Established by States on a case-by-case basis.
State-to-ICAO relationships	Established between States and ICAO on a case-by-case basis.

ATTACHMENT 2:

Assessment of proposed initiatives against considerations

a) Asia Pacific Ministerial Conference on Civil Aviation (APACMC)

Proposed enhancements

- i) The APACMC is a relatively recent mechanism, with a variable frequency. The proposed enhancement to establish APACMC as a meeting held at agreed intervals with an agreed declaration at each meeting would enable advance planning and better achieve the strategic intent of the conference.

Effectiveness in addressing challenges and realising opportunities for the region

- ii) The first APACMC was held in Beijing, China in 2018. It was attended by APAC Ministers in charge of civil aviation, who endorsed the Beijing Declaration, formalising their commitment to high-priority aviation safety and efficiency objectives. The second APACMC will be held in Delhi, India in September 2024 where APAC Ministers are expected to endorse the Delhi Declaration.
- iii) The APACMC and its Declarations seek to lay out priorities for the region, and garner political will and commitment at a very high level. The APACMC serves as a good forum for APAC Ministers who may cover multiple portfolios, including civil aviation, to gather and focus on civil aviation issues. This may provide impetus for desired improvements to civil aviation, benefiting the region. It would be important to ensure that the Declaration is translated into actions and implemented at the State level.

Ease of Implementation / Cost/resources required

- iv) The host State of APACMC will be responsible for planning the conference, including providing the venue, logistics and administrative support to the ICAO Secretariat. ICAO Secretariat will also put together a small working group made up of representatives from States/Administrations to draft the Declaration.
- v) Participating States would have to prepare and apprise their Ministers on key issues and the Declaration prior to the conference. In terms of cost, participating delegations would fund their own travelling costs.

Expected timeframe

- vi) Given that these enhancements to the APACMC would require a few meetings to take effect, the timeline for strengthening of APACMC would be medium-term.

b) DGCA Conference

Proposed enhancements

- i) The proposed enhancements to strengthen DGCA Conference, including setting up a team to work alongside the ICAO APRO and the host States to support DGCA Conference, seek to enhance the effectiveness of the Conference and the quality of discussion among States/Administrations and industry partners.

Effectiveness in addressing challenges and realising opportunities for the region

- ii) Strengthening the DGCA Conference could be effective in addressing some of the challenges and realising opportunities associated with needs and priorities of the region, given their alignment with ICAO strategic objectives. Potential strengthening of other ICAO mechanisms or the development of new mechanisms could also be considered, in alignment with the proposed enhancements to DGCA Conference.
- iii) However, current arrangements may not address specific needs faced by States/Administrations, as the DGCA Conference is also largely focused on the implementation of ICAO strategic objectives at the regional level which are defined globally.
- iv) A timely review of the DGCA Conference and establishment of a set of terms of reference covering its purpose, representation, scope (covering all key areas of ICAO's strategic objectives), governance and desired outcomes would address the gaps in iii).

Inclusiveness of the region

- v) DGCA Conference is already extended to all States/Administrations in the region. Participation can be enhanced by encouraging States/Administrations to ensure representatives from relevant State administration bodies or agencies are also available to participate, or those participating are appropriately briefed on all ICAO strategic objectives.

Ease of implementation

- vi) Implementation would be relatively straightforward, except for any enhancements that fall outside of the existing framework and scope of DGCA Conference which may require changes in organisation of mechanisms. The setting up of the dedicated team is similar to setting up an ICAO work group / task force, and the existing arrangements would be able to support the setting up of the dedicated team with minimal challenges.

Cost/resources required and Expected timeframe

- vii) Any State/Administration in the APAC region can offer to host DGCA Conference and will organise it in close coordination with the ICAO APRO which serves as the secretariat of the Conference. Similar to the APACMC, the host State provides the Conference venue, logistics and administrative support to the ICAO Secretariat, including organising the social programme. Participating delegations would fund their own traveling costs.
- viii) The cost required to set up the dedicated team would involve contributions in kind and expertise from States/Administrations, similar to the setting up of other ICAO work groups / task forces.
- ix) There would be minimal additional costs and resources needed to implement the proposed enhancements to DGCA Conference, given that these platforms already exist. The timeline of this initiative would be short to medium, depending on the complexity of the enhancement and the frequency of the platforms to implement changes.

c) Cooperation platforms on regional training

Proposed enhancements

- i) The proposed enhancements to cooperation platforms on regional training would contribute to the improvement of levels of safety and security oversight capabilities. The implementation of the regional training cooperation framework allows training academies in the region to exchange information, pool resources and facilitate cooperation in the provision of training in key and emerging areas, including safety oversight, while the development of a train-the-trainer programme would increase the pool of instructors from the region to ensure continuous pipeline of trained aviation professionals in the region.

Effectiveness in addressing challenges and realising opportunities for the region

- ii) Training is a key enabler and would be effective in advancing the region's interest in capacity and capability development in aviation and would serve to address a longstanding priority of the region to build up capacity and capabilities in safety and security oversight among States/Administrations. However, training cooperation should include other areas of aviation such as air navigation, facilitation, economic development, and the environment.

Ease of implementation

- iii) With existing platforms available, implementing enhancements to training cooperation would focus on establishing coordination platforms, determining the areas of collaboration, and bringing in relevant stakeholders. Training academies would need to have greater involvement in training cooperation, and any coordination platform on training cooperation would need to accommodate them.

Inclusiveness of the region

- iv) The regional training cooperation framework is intended to involve all States/Administrations in the region in training provision, train-the-trainer programme and training cooperation. Training programmes or any coordination platform is open to all States/Administrations in the region.

Cost/resources required / Expected timeframe

- v) Costs would likely be associated with additional platforms and meetings for coordination purposes, including the hosting of annual regional training symposium. The timeframe of this mechanism would be within short to medium term, noting that training cooperation is already ongoing through existing platforms. However, building up a significant pool of regional trainers will take time.

d) Support for the ICAO APAC Regional Office

Proposed enhancements

- i) The proposed enhancements include seeking additional resource allocation from ICAO HQ for the APRO to achieve its priorities for the region, encouraging States/Administrations in the region to provide secondees, subject matter experts, as well as voluntary funds in areas which will help achieve the region's priorities. These enhancements would provide the ICAO Secretariat with necessary financial and resource

support to fulfil its mandate, especially with the expected increase in aviation activities in the region.

Effectiveness in addressing challenges and realising opportunities for the region

- ii) The ICAO APRO plays a pivotal role in fostering the planning and implementation of ICAO SARPs, Procedures for Air Navigation Services (PANS) and Regional Air Navigation Planning, for the safety, security and efficiency of air transport. Having a well-resourced APRO will enable ICAO to better support the region in the above-mentioned areas.

Ease of implementation

- iii) While the APRO is well-established, strengthening the APRO may require a change in operating model to yield greater results on a sustained basis, rather than a once-off effort. This may correspond to a change in level of investment and the systems utilised. The APRO may also need to be empowered to take on more responsibilities and activities. There is also a need to improve ICAO APRO's engagement of States/Administrations to improve communication and implementation.

Inclusiveness of the region

- iv) The APRO is now serving 39 contracting States⁸⁷, and maintains liaison with two Special Administrative Regions of China and 13 other territories within the Asia Pacific region. Any benefits reaped from the enhanced support provided to APRO to achieve the region's priorities would be shared by the region.

Cost/resources required / Expected timeframe

- v) Additional cost, if any, would be either borne by ICAO, or supported by States/Administrations. The timeframe of this initiative depends on when the resources and mandate are received by APRO. It can be short to medium term to derive benefits early.

e) Formation of an APCAC

Proposed new mechanism

- i) The proposed mechanism is intended to be similar to those CACs already well-established in other regions, with a view to address the needs and priorities of the region, and facilitate regional positions, where possible, and garner support and greater influence as a regional voice at international settings.

Effectiveness in addressing challenges and realising opportunities for the region

⁸⁷ The ICAO APRO is accredited to 39 contracting States: Afghanistan, Australia, Bangladesh, Bhutan, Brunei Darussalam, Cambodia, China, Cook Islands, Democratic People's Republic of Korea, Federated States of Micronesia, Fiji, India, Indonesia, Japan, Kiribati, Lao People's Democratic Republic, Malaysia, Maldives, Marshall Islands, Mongolia, Myanmar, Nauru, Nepal, New Zealand, Pakistan, Palau, Papua New Guinea, Philippines, Republic of Korea, Samoa, Singapore, Solomon Islands, Sri Lanka, Thailand, Timor Leste, Tonga, Tuvalu, Vanuatu and Viet Nam.

- ii) Based on the experience of existing CACs, an APCAC could prove effective in addressing the region's needs. Referencing Part 1, each CAC has reported successes in addressing the challenges of their Member States in improving civil aviation in their regions. CACs have in place longer-term strategic plans to provide benefits to its Member States and address their regions' challenges, providing coordination and support for Member States during the COVID-19 pandemic, coordination of common positions and papers, and concluding agreements to promote capacity building within the region.
- iii) ICAO also recognises the effectiveness of CACs. ICAO Assemblies have adopted Resolution A37-21 on ICAO's cooperation with regional organisations and regional civil aviation bodies, which encourages States which do not have a regional body to endeavour to form one, and for ICAO to establish synergy with regional civil aviation bodies through cooperative arrangements, thereby improving cooperation and obviating duplication of work.

Inclusiveness of the region

- iv) The formation of a CAC is dependent on fulfilment of pre-conditions. Importantly, the region must agree to the establishment of an APCAC, including commitments to fully participate, resource, and formalise the arrangements.
- v) This is to prevent fragmentation, which would not be in the region's interest. Sub-regional CACs, or CACs that do not involve all States, may lead to further fragmentation.

Ease of implementation

- vi) Referencing Part I on the establishment of existing CACs, it is observed that several building blocks need to be in place to ensure the APCAC would be fit-for-purpose and effective as a forum. These include:
 - Existence of a broader political regional organisation and their relationship and work with the CAC, for example Arab League and ACAO, African Union and AFCAC, and Council of Europe and ECAC, and Latin America with several regional organisations and LACAC;
 - Treaty-level instruments which create legal rights and obligations for Member States and is binding on the Member States under international law, noting this is not necessarily required e.g. ECAC is a conference with a constitution not underpinned by a treaty; and
 - Dedicated headquarters for its secretariat which provides a location for its executive and plenary to meet.
- vii) Implementation could be challenging, due to the need for establishment of appropriate institutional and legal arrangements in States to support the formation and formalisation of an APCAC. In addition, to achieve this, political will would be required, which may include the conclusion of a treaty.
- viii) Crucial enablers would still be required. These include the need for the region to come to a consensus on objectives and regional positions and having the political will to implement and formalise the APCAC to drive changes.

Cost/resources required

- ix) The operationalisation of an APCAC which is similar to other CACs would involve significant costs and resources. For example, the African Civil Aviation Commission's budget for 2018-2020 was reported to be about USD \$3.5 million⁸⁸. ECAC programmes are funded by its Member States, under a formula derived from that used in ICAO to determine Member States' contributions to the ICAO budget.
- x) Like other CACs, on top of financial contributions, States will need to provide significant contributions in kind, including manpower and expertise.

Expected timeframe

- xi) With the above considerations, the timeline for the establishment of an APCAC would be in the long term, and we expect benefits to be reaped only when the APCAC reaches a steady state.
 - xii) Further discussion is required on the various aspects of an APCAC. These include terms of reference, constitution, working arrangements (such as interface with existing platforms and ICAO APRO), and operationalisation plan.
- f) Establishing an Asia Pacific annual forum to discuss and agree to regional aviation issues of common interest.**

Proposed new mechanism

- i) The proposed new mechanism is intended to address the key current and emerging needs and challenges of the APAC region, as outlined at paragraph 2.2.2, through a policy forum with low administrative burden and cost for Member States. Without undertaking the many other activities and functions of a CAC, it would discuss and seek agreement on regional approaches on aviation issues of common interest, being considered by ICAO and other global organizations and fora.

Effectiveness in addressing challenges and realising opportunities for the region

- ii) This forum could prove effective in addressing the needs and challenges of the region, establishing a mechanism to give a voice to the region in international fora. This would enable the region to help shape and influence ICAO's and other fora's global priorities, the content of ICAO's strategic objectives and resource allocation as a region through a regional voice, which is one of the functions of a CAC.
- iii) With an increased focus on the role of policymakers, the forum would also be effective at anticipating and addressing future challenges and opportunities.

Inclusiveness of the region

- iv) The forum could leverage from the already well-established and well-attended DGCA Conference if held on the side the DGCA. Having the forum on specific topics outside of the traditional CAA roles also may encourage attendance at the forum session by subject-matter experts on those topics.

⁸⁸ AFCAC, Terms of Reference for the recruitment of an External Audit Firm to the African Civil Aviation Commission, AFCAC, 2019, p. 1, para. 3.

Ease of implementation

- v) The incorporation of a session in the DGCA Conference or directly before or after DGCA, allows for ease of implementation. The existing DGCA hosting arrangements would be able to support the setting up of a small dedicated team to service the forum with minimal administrative challenges.

Cost/resources required

- vi) If held on the side of the DGCA Conference, the additional cost to the hosting State would be minimal.
- vii) Similarly to the discussion regarding enhancements to the DGCA Conference, the cost of a small, dedicated team would involve contributions in kind and expertise from States, similar to setting up other ICAO work groups / task forces.

Expected timeframe

- viii) The forum may be initiated alongside enhancements to the DGCA Conference and the timeframe would be dependent on the maturity, content and desired outcomes of the forum.