



DIRECTORS GENERAL OF CIVIL AVIATION-MIDDLE EAST REGION

Eighth Meeting (DGCA-MID/8) **(Doha, Qatar, 26 – 28 October 2026)**

Agenda Item 5: Implementation Support/Regional Projects & Programmes

MID REGION AVIATION ACTION FRAMEWORK (MID RAAF)

(Presented by the Secretariat)

SUMMARY

This paper presents the proposed MID Regional Aviation Action Framework (MID-RAAF), for voluntary, State-led implementation support. It connects global, regional and national plans with State-identified priorities, existing cooperation mechanisms and available partner capabilities.

Action by the meeting is at paragraph 3.

1. INTRODUCTION

1.1 The MID Region has plans and cooperation mechanisms for safety, air navigation, aviation security and facilitation, environment and air transport. MID States, ICAO and partners also undertake valuable assistance initiatives. These activities often proceed through separate arrangements, while States facing complex needs require coordinated support and pooling of resources across several domains, including oversight, qualified personnel, operations and infrastructure. At present, no single regional implementation framework brings those needs and the available sources of assistance together. This can make it harder to see the full set of priorities, align contributors and turn assessments into sustained action.

1.2 The proposed MID-RAAF addresses this gap by connecting global, regional and national plans with priorities identified and owned by each State and translating them into Implementation State Action Plans and practical projects. Its intended result is clearer priorities, better coordinated support and sustainable improvements in State aviation capabilities.

2. DISCUSSION

2.1 The proposed MID-RAAF links the ICAO Strategic Plan 2026–2050 and relevant global plans, including GASP, GANP and GAsEP, with MID regional instruments and national plans. These include the MID-RASP, MID ANP, MID SECFAL Plan and Roadmap, and relevant environmental and air transport priorities. Implementation State Action Plans and priority projects provide the base of implementation support. The Framework is all-inclusive and dynamic, accommodating plans, priorities and mechanisms already in place as well as those established or updated in the future.

2.2 The Framework builds on the MID Region NCLB Strategy, State-to-State cooperation, ICAO assistance and existing regional mechanisms, including MENA RSOO, MID-FPP, MENA ARCM and CASP-MID. These mechanisms retain their respective mandates and implementation arrangements. MID-RAAF facilitates coordination across civil aviation domains, helps identify gaps in support, aligns contributions with State priorities and reduces duplication of effort.

2.3 The MID-RAAF is guided by four complementary principles, referred to as the Four I's:

- 1) **All-Inclusive:** covering civil aviation domains, relevant stakeholders, and current and emerging needs and priorities;
- 2) **Involved:** encouraging States and partners to participate voluntarily, according to identified needs, their interests and available capabilities;
- 3) **Integrated:** connecting global, regional and national plans with State priorities and existing cooperation and implementation support mechanisms; and
- 4) **Implementation-focused:** translating identified needs into State-owned Implementation Action Plans, practical projects and measurable, sustainable results.

2.4 Prioritization considers oversight and institutional capacity, operational capability, infrastructure and systems, and recovery, resilience and rebuilding needs. The relative importance of these dimensions depends on each State's circumstances. With the agreement of concerned States, the ICAO MID Regional Office may maintain a Regional Needs and Priorities Portfolio recording needs, ongoing support, gaps and progress, subject to applicable information-sharing arrangements.

2.5 MID-RAAF is implemented through an adaptable four-phase State support model:

- Phase 1:** Assessment and gap analysis: the State establishes and maintains its baseline, validates identified needs and sets priorities, with technical support from ICAO and partners as agreed;
- Phase 2:** Development of the Implementation State Action Plan: the State defines prioritized actions, responsible entities, expected results, resources, possible contributors and indicative timelines;
- Phase 3:** Implementation and resource mobilization: priority actions are developed into implementable projects and matched with financial and/or in-kind contributions through separately agreed arrangements; and
- Phase 4:** Monitoring, follow-up and sustainability: the State monitors results, adjusts priorities and sustains national capability, with agreed partner support for evaluation, mentoring and knowledge transfer.

2.6 The MID-RAAF is a voluntary framework for State-led implementation support. Each State retains responsibility for its assessment, priorities, Implementation Action Plan and results. ICAO and interested partners support specific activities according to their mandates, available capabilities and agreed roles; participation does not imply a commitment to undertake or resource every action. The Framework creates no new institution or financial obligation. The phases may overlap where validated priorities justify early action.

2.7 Potential contributors include MID Member States, States and aviation authorities outside the Region, ICAO programmes, international and regional organizations, existing regional mechanisms, industry, training institutions and development partners. Contributions may include technical expertise, secondments, mentoring, training, sharing of regulations, procedures and implementation experience, equipment, systems, technology, data, facilities, services, funding and other in-kind support, according to each contributor's mandate and available capabilities. A Development Partners Dialogue or other appropriate arrangements may connect clearly defined State priority projects with willing contributors. Participation remains voluntary, and specific contributions and commitments are subject to separate agreement.

2.8 The DGCA-MID would provide strategic guidance and review overall progress. The ICAO MID Regional Office would facilitate coordination with participating States and partners, help match specific needs with expertise and resources, and report progress through existing arrangements. The ICAO MID Regional Office would coordinate the implementation and resource mobilization with ICAO's Capacity Development and Implementation Bureau (CDI). Monitoring would focus on agreed actions, measurable outputs, remaining needs and sustainability. Expected benefits include better alignment of support, stronger national capabilities and progressive reduction of implementation gaps.

3. ACTION BY THE MEETING

3.1 The meeting is invited to:

- a) review and endorse the Draft MID-RAAF at **Appendix A**; and
- b) agree on the following Draft Conclusion:

**DRAFT CONCLUSION 8/X: MID REGIONAL AVIATION ACTION
FRAMEWORK (MID-RAAF)**

That,

- a) the MID Regional Aviation Action Framework (MID-RAAF) at **Appendix A** is endorsed; and*
- b) States and stakeholders, including international and regional organizations, industry, training institutions and development partners, be urged to coordinate with the ICAO MID Regional Office and support the implementation of MID-RAAF through voluntary financial and/or in-kind contributions to State-owned Implementation Action Plans and priority projects.*

MID Regional Aviation Action Framework

MID-RAAF

Executive Summary

The MID Region has plans and cooperation mechanisms for safety, air navigation, aviation security and facilitation, environment and air transport. MID States, ICAO and partners also undertake valuable assistance initiatives. These activities often proceed through separate arrangements, while States facing complex needs require coordinated support across several domains, including oversight, qualified personnel, operations and infrastructure. At present, no single regional implementation framework brings those needs and the available sources of assistance together. This can make it harder to see the full set of priorities, align contributors and turn assessments into sustained action.

MID-RAAF addresses this gap by connecting global, regional and national plans with priorities identified and owned by each State and translating them into Implementation State Action Plans and practical projects. It is all-inclusive and dynamic: it accommodates plans, priorities and mechanisms already in place as well as those established or updated in the future. The ICAO MID Regional Office facilitates coordination with willing States and partners, helps match specific needs with expertise and resources, and reports progress through existing arrangements.

MID-RAAF is a voluntary framework for State-led implementation support. Each State retains responsibility for its assessment, priorities, Action Plan and results. ICAO and interested partners support specific activities according to their mandates, available capabilities and agreed roles; the Framework does not imply that they will carry out or resource every action. It creates no new institution or financial obligation. Its intended result is clearer priorities, better coordinated support and sustainable improvements in State aviation capabilities.

1. Regional Context and Vision

The MID Region has achieved significant progress in aviation development, safety and security oversight, air navigation implementation, capacity development, infrastructure, and the advancement of ICAO Strategic Goals. Many States have developed mature aviation systems, strong institutional capabilities and considerable technical expertise, and continue to contribute actively to regional and international aviation initiatives.

At the same time, the Region includes States facing significant and, in some cases, complex aviation challenges. These may result from institutional and organizational constraints, shortages of qualified personnel, resource limitations, infrastructure and operational deficiencies, evolving regulatory systems, conflict or post-conflict circumstances, disruption of aviation services, or the need to rebuild and recover national aviation systems.

The regional vision calls for stronger collaboration and effective implementation support, with particular attention to States and areas where needs are greatest. MID-RAAF makes better use of capabilities available in the Region and the wider aviation community and translates cooperation into coordinated action and measurable results.

2. Strategic Alignment

MID-RAAF connects the ICAO Strategic Plan 2026–2050 and relevant global plans and priorities, including the GASP, GANP and GAsEP, with MID regional plans, strategies and roadmaps. State plans, Implementation State Action Plans and priority projects provide the route from these priorities to practical implementation and results. The Framework accommodates new and revised global, regional and national plans as they emerge.

MID-RAAF serves as a cross-cutting regional implementation framework linking global strategic direction, regional planning instruments and State-identified needs. It draws on the capabilities of MID Member States, ICAO, interested States and authorities outside the Region, international and regional organizations, existing programmes and mechanisms, industry, training institutions and development partners, in accordance with their mandates and available resources.

Figure 1. ICAO Strategic Goals

Every Flight is Safe and Secure	Aviation is Environmentally Sustainable	Aviation Delivers Seamless, Accessible and Reliable Mobility for All
No Country Left Behind	The International Civil Aviation Convention and other Treaties, Laws and Regulations address all Challenges	The Economic Development of Air Transport Assures the Delivery of Economic Prosperity and Societal Well-Being for All

Source: ICAO Strategic Plan 2026–2050.

The six Strategic Goals provide the overarching long-term direction. Relevant global plans and established MID regional planning instruments translate this direction into sector priorities, while MID-RAAF supports coordinated implementation at State level.

Figure 2. Alignment of global and regional priorities with State-level implementation



Regional planning instruments provide sector-specific priorities. MID-RAAF connects these with State-level needs and supports coordinated implementation through Implementation State Action Plans and projects. It accommodates new and revised plans at the global, regional and national levels.

Table 1. Illustrative alignment with MID regional planning instruments

Area	MID regional plan / strategy / roadmap	Global alignment
Aviation Safety	MID Regional Aviation Safety Plan (MID-RASP)	GASP
Air Navigation	MID Air Navigation Plan (MID ANP Volumes I, II and III)	GANP
Aviation Security & Facilitation	MID SECFAL Plan and Roadmap	GAsEP / ICAO facilitation priorities
Environment	Regional environmental priorities and State implementation support	ICAO environmental priorities / LTAG / CORSIA
Air Transport / Economic Development	Regional air transport priorities and initiatives	ICAO Strategic Goal on economic prosperity and societal well-being

The alignment shown is illustrative and non-exhaustive. MID-RAAF applies to relevant plans, priorities and mechanisms now in place and those developed in the future.

3. Current Situation and Priority Challenge

The MID Region already benefits from a wide range of implementation support activities, programmes and regional cooperation arrangements, including the MID Region No Country Left Behind (NCLB) Strategy, ICAO technical assistance and capacity-development activities, State-to-State cooperation, and established regional organizations, programmes and mechanisms, including the MENA Regional Safety Oversight Organization (MENA RSOO), MID Flight Procedure Programme (MID-FPP), MENA Accident and Incident Investigation Regional Cooperation Mechanism (MENA ARCM) and Cooperative Aviation Security Programme - Middle East (CASP-MID). These are complemented by training institutions, industry contributions, development partners and other regional and international partners.

These initiatives are often planned and implemented through separate arrangements, making it difficult to maintain a shared view of State needs, ongoing support and remaining gaps, particularly where a State requires assistance across several domains. MID-RAAF provides a common ICAO-facilitated framework for voluntary coordination. It connects efforts undertaken by States, ICAO, regional mechanisms, industry and development partners with State-identified priorities, supports complementary contributions and follows implementation through to results, while each organization and programme retains its mandate and implementation arrangements.

The Region has sector plans and support mechanisms, but State needs can span several civil aviation domains and involve oversight, operational, institutional, human-resource and infrastructure challenges together. Existing arrangements remain essential and generally address particular sectors or functions. The MID Region NCLB Strategy, for example, has provided focused implementation support, notably in safety oversight. MID-RAAF connects these arrangements, aligns available capabilities with State priorities and helps sustain implementation across domains.

MID-RAAF brings together sector plans, multidisciplinary assessments, technical assistance, State-to-State cooperation, capacity building, project development and partner outreach. It provides a shared basis for identifying gaps in support and coordinating agreed activities without duplicating existing mechanisms.

MID-RAAF

connects established plans and mechanisms across civil aviation domains and supports voluntary, State-led implementation.

4. MID-RAAF: From Vision to Action

Vision

A MID Region in which States progressively advance towards ICAO Strategic Goals, supported by effective cooperation that responds to their identified aviation needs.

Mission

To help States identify and prioritize needs, coordinate implementation support, mobilize willing contributors, and sustain improvements in aviation capabilities.

Purpose

MID-RAAF provides a common approach to State-identified needs and available capabilities. It connects ICAO and MID plans with State-level implementation, drawing on the MID Region NCLB Strategy, State-to-State cooperation and relevant regional mechanisms. Its scope remains all-inclusive and adaptable as global, regional and national plans, needs and capabilities evolve. Reference to an organization or mechanism does not imply a commitment on its part.

MID-RAAF takes a comprehensive view of State needs. Prioritization considers more than safety and security oversight indicators: institutional capacity, qualified personnel, operational capability, infrastructure and systems, resilience and recovery needs may also be relevant. The relative importance of each factor depends on the State's circumstances.

MID-RAAF helps translate identified priorities into Implementation State Action Plans and implementable projects, match them with appropriate capabilities and resources, coordinate implementation and measure results.

The Four I's

Four principles guide implementation:

ALL-INCLUSIVE	INVOLVED	INTEGRATED	IMPLEMENTATION-FOCUSED
---------------	----------	------------	------------------------

- **All-Inclusive:** covering civil aviation domains, relevant stakeholders and evolving plans and priorities;
- **Involved:** enabling States and partners to participate voluntarily according to identified needs, their interests and available capabilities;
- **Integrated:** connecting global, regional and national plans, existing mechanisms and State-level needs as they evolve; and
- **Implementation-focused:** translating identified priorities into Implementation State Action Plans, practical projects and sustainable results.

These principles guide the development of State-led Action Plans and the coordination of willing contributors.

Strategic Principle

State needs and priorities should guide the matching of appropriate expertise and resources.

The State retains ownership of its assessment, priorities and Action Plan. ICAO and willing partners may support preparation and implementation under agreed arrangements.

5. Identification and Prioritization of State Needs

With the agreement of the States concerned, the ICAO MID Regional Office may maintain a Regional Needs and Priorities Portfolio based on existing information and State engagement. The portfolio records need ongoing support, gaps, possible assistance and progress, subject to applicable information-sharing arrangements.

Prioritization under MID-RAAF should consider the overall aviation environment of the State and may consider the following complementary dimensions:

Oversight and Institutional Capacity: regulatory frameworks, organizational capability, safety and security oversight functions, qualified technical personnel, and relevant implementation performance.

Operational Capability: the State's ability to safely and sustainably provide aviation services and support civil aviation operations.

Infrastructure and Systems: the condition, availability and sustainability of critical airport, air navigation, CNS, MET and other aviation infrastructure and systems.

Recovery, Resilience and Rebuilding: circumstances arising from conflict, post-conflict recovery, major disruption or other conditions requiring restoration or rebuilding of aviation institutions, infrastructure, services or operational capabilities.

These dimensions are weighed according to each State's circumstances. They provide a basis for transparent, evidence-informed prioritization without imposing a rigid classification.

6. MID-RAAF Four-Phase State Support Model

MID-RAAF is implemented through State Action Plans and priority projects using an adaptable four-phase support model. The State leads the process and remains responsible for identifying and validating its needs, maintaining its self-assessment, setting priorities, developing and implementing its Action Plan, and monitoring results. ICAO and interested partners support specific activities according to their mandates, available capabilities and agreed roles. Participation does not imply that ICAO or any partner will undertake or resource every action. The phases need not be strictly sequential; validated priorities may proceed in parallel where early action provides a clear benefit.

Phase 1 – Assessment and Gap Analysis

The State establishes and maintains the baseline of its needs, capabilities and implementation gaps. ICAO and relevant partners may support this work through document review, data, technical expertise, virtual engagement and on-site missions. Any initial gap analysis prepared by ICAO reflects the evidence available at the time and serves as a starting point for State validation and continuing self-assessment. The State retains responsibility for the resulting assessment and priorities.

Phase 2 – Development of the Implementation State Action Plan

The State develops and owns a prioritized State Action Plan, with ICAO and relevant partners providing support as agreed. The plan specifies actions, responsible entities, expected results, resources, possible contributors and indicative timelines, and is updated as circumstances evolve.

Phase 3 – Implementation and Resource Mobilization

The State converts priority actions into implementable projects and agrees on the most appropriate mix of contributions. Support may be financial or in-kind and may include expertise, secondments, training, mentoring, technical assistance, equipment, systems, technology, data, facilities and services through separately agreed arrangements.

Phase 4 – Monitoring, Follow-up and Sustainability

The State monitors implementation and outcomes, reviews progress, identifies remaining or emerging needs, adjusts priorities and supports sustainable national capability. Implementing partners and ICAO may assist with follow-up, evaluation, mentoring and knowledge transfer according to agreed roles.

Phase	Coordinated participation	Illustrative contributions
Phase 1 - Assessment & Gap Analysis	State-led, with ICAO and relevant technical partners supporting agreed activities	Self-assessment, expertise, data, peer review, missions, diagnostic tools
Phase 2 - Development of the Implementation State Action Plan	State-led, with ICAO and selected partners supporting agreed activities	Planning expertise, prioritization, project design, costing, implementation arrangements
Phase 3 - Implementation & Resource Mobilization	State-led, with contributors matched to agreed project needs	Experts, secondments, training, equipment, systems, technology, services, funding and in-kind support
Phase 4 - Monitoring, Follow-up and Sustainability	State-led, with implementing partners and ICAO supporting agreed follow-up	Progress review, evaluation, mentoring, knowledge transfer, follow-up and sustainability support

Table 2. Illustrative participation and contributions across the four phases

7. From State Priorities to Implementable Projects

Implementation State Action Plans should provide the bridge between identified needs and practical implementation. Where additional support is required, priority actions should be developed into clearly defined projects that can be matched with potential contributors and implementation partners. The required contribution should not be understood only in financial terms: projects may require technical expertise, personnel, training, equipment, systems, technology, services, data, facilities, knowledge transfer, funding or other in-kind support, individually or in combination.

As appropriate, each project should define:

- identified need and priority;
- proposed intervention and scope;
- expected result and measurable outputs;
- required expertise, personnel, training, equipment, systems, technology, services, funding and/or other in-kind resources;
- proposed implementation mechanism and responsible parties;
- indicative timeframe; and
- potential contributors or partners.

Clear project definitions allow States and potential contributors to agree on assistance, responsibilities, resources and expected results.

8. States Supporting States and Wider Partner Capabilities

MID-RAAF incorporates the States Supporting States approach while enabling voluntary participation by other contributors. Interested MID Member States, States and authorities outside the Region, international and regional organizations, industry and other partners may offer capabilities relevant to a State's identified needs.

Support may include:

- expert secondments and technical advisory support;
- inspector mentoring and on-the-job training;
- sharing of regulations, procedures, guidance material and implementation experience;
- hosting of training and capacity-development activities;
- technical and operational support;
- support related to infrastructure, systems and recovery needs; and
- other State-to-State implementation support arrangements.

9. Inclusive Partnerships and Resource Mobilization

MID-RAAF provides a common approach for interested States and partners to identify opportunities to contribute to Implementation State Action Plans or projects. Potential contributors include ICAO programmes including Capacity Development and Implementation activities, MID Member States, States and aviation authorities outside the Region, international and regional organizations, existing regional mechanisms, industry, training institutions and development partners. Participation depends on each contributor's mandate, expertise and available resources.

Where additional resources are required, a Development Partners Dialogue or other appropriate arrangements may connect well-defined projects with interested contributors. Support may be financial or in-kind, including expertise, secondments, training, equipment, systems, technology, data, facilities and services. Such arrangements work through existing implementation mechanisms and agreed project arrangements.

Participation remains voluntary and based on State-identified needs. MID-RAAF creates no financial or other commitment for States or stakeholders. Contributions to specific activities or projects are subject to separate agreements. The Framework does not establish a new institution or duplicate existing mechanisms.

10. Coordinated Implementation, Monitoring and Knowledge Sharing

MID-RAAF facilitates coordination of support tailored to State priorities. A shared overview of agreed activities helps identify gaps, reduce duplication and promote complementary contributions.

Monitoring and reporting focus on agreed actions, progress and measurable outcomes, while recording lessons learned and emerging needs. With the States concerned, this information informs the Regional Needs and Priorities Portfolio and subsequent support.

11. Governance

DGCA-MID: provides strategic guidance and reviews overall progress through established meeting arrangements.

ICAO MID Regional Office: coordinates support with the State and interested partners across the four phases: assessment and gap analysis and development of the Implementation State Action Plan; coordinate the implementation and resource mobilization with ICAO's Capacity Development and Implementation Bureau (CDI); and monitoring and sustainability. It facilitates the development and implementation of the State-owned Action Plan, helps identify suitable contributors for priority projects, and reports progress through existing regional arrangements.

Member States and partners: identify needs or offer support voluntarily according to their mandates and available capabilities. Specific projects and contributions are subject to separately agreed arrangements.

12. Strategic Enablers

- Regional ownership and leadership;
- inclusive use of existing ICAO and regional initiatives;

- States Supporting States cooperation;
- voluntary participation and contributions;
- evidence-based prioritization;
- strategic partnerships and resource mobilization;
- project-based implementation;
- transparency, accountability and measurable results; and
- recognition and sharing of contributions, lessons learned and success stories.

13. Expected Results

- better alignment between State needs and available regional and international capabilities;
- more transparent and comprehensive prioritization of States requiring enhanced support;
- stronger regional ownership, solidarity and cooperation;
- greater utilization of existing expertise, programmes, resources and partnerships;
- more coordinated, practical and sustainable implementation support;
- strengthened institutional, technical, operational and infrastructure capabilities;
- enhanced recovery and resilience of aviation systems where required;
- progressive reduction of implementation gaps; and
- accelerated progress towards the achievement of ICAO Strategic Goals.

- END -