



WORKING PAPER

**SPECIAL AFRICA-INDIAN OCEAN (AFI)
REGIONAL AIR NAVIGATION (RAN) MEETING**

Durban, South Africa, 24 to 29 November 2008

Agenda Item 3: Overview of the *Comprehensive Regional Implementation Plan for Safety in Africa*, the Global Air Navigation Plan (GANP) and the Global Aviation Safety Plan (GASP) (General Committee)

THE ROLE OF THE ICAO TECHNICAL CO-OPERATION PROGRAMME

(Presented by the Secretariat)

SUMMARY

This paper provides an overview of the ICAO Technical Co-operation Programme and discusses the advantages for recipient States, donors, financing institutions and other development partners in having ICAO as a partner in the implementation of civil aviation projects in the AFI Region.

Action by the meeting is in paragraph 4.

1. INTRODUCTION

1.1 The challenges facing aviation in the Africa-Indian Ocean (AFI) Region are numerous and complex, yet similar in nature, revealing the existence of serious deficiencies at the national, airport, operators and service provider levels. Despite a general political will to move forward towards sustainable safe and efficient air transportation, many States continue to struggle with the implementation of international Standards and Recommended Practices (SARPs), due to the unavailability of adequate human, technical and/or financial resources.

1.2 By developing comprehensive work programmes for implementation in the AFI Region, the Special AFI RAN Meeting will address safety, efficiency and air navigation planning issues, as a first step in a concerted strategy to strengthen region-wide commitment to resolving deficiencies and critical safety issues and supporting a uniform transition to a global air traffic management system, in line with the Global Air Navigation Plan (GANP) and the global air traffic management (ATM) operational concept. Safety is supported by the Global Aviation Safety Plan (GASP) and Comprehensive Regional Implementation Plan for Aviation Safety in Africa.

1.3 There are numerous ways of addressing deficiencies, and many civil aviation authorities have already initiated actions to remedy their shortcomings in accordance with national priorities and without external assistance. Where this is not possible, governments are seeking outside assistance from the aviation industry, bi-lateral aid from donors in the public and private sectors and funding through loans from financial institutions. Any of these solutions is feasible. Therefore, it is of vital importance that governments, donors and financing institutions select a partner with long-standing experience in developing and implementing civil aviation projects, who can offer the most objective and cost-effective solutions for the problems encountered in the civil aviation sector.

1.4 This paper describes how the ICAO Technical Co-operation Bureau (TCB) complements the other very important initiatives of the Organization, as described in various documents tabled for the meeting. It introduces the ICAO Technical Co-operation Programme as a long established, powerful and most convenient tool for States, donors, financial institutions and the private industry in assisting with the practical implementation of measures to remedy, in a coordinated way, the deficiencies already brought to light by, inter alia, ICAO audits, through missions undertaken by the ICAO regional offices, fact-finding and evaluation missions conducted by TCB and, in the very near future, the gap analysis carried out by the AFI Comprehensive Implementation Programme (ACIP) and the ICAO Implementation Support and Development Programme (ISD).

2. DISCUSSION

2.1 ICAO's Technical Co-operation Bureau as partner in civil aviation projects

2.1.1 One important priority of the work of ICAO over the last five decades has been to assist States in the improvement of civil aviation through projects implemented under its Technical Co-operation Programme. Since its establishment in 1952, TCB has successfully implemented over US\$ 2 billion worth of civil aviation projects. With an average annual programme size of over US\$ 200 million, it is involved in approximately 300 projects each year with individual project budgets ranging from less than US\$ 20 000 to over US\$ 120 million over the duration of the project.

2.1.2 The overall purpose of ICAO projects is to promote the enhancement of oversight capabilities of States and their compliance with international requirements, to assist in the upgrading of civil aviation infrastructure and the development of human resources by providing the required expertise, and to assist in the mobilization of the financial resources needed for project implementation, as required. Where projects may vary in size and scope, their immediate objectives will always reflect established governmental priorities.

2.2 Recipient States and ICAO technical cooperation

2.2.1 There are a number of unique advantages for recipient States in using the services of TCB. Being a non-profit organization, ICAO can offer its services under most favourable and cost-effective conditions. As it does not represent any particular national or commercial interest nor the interest of any donor in general, it guarantees strict neutrality, objectivity and transparency. Furthermore, ICAO, being responsible for the development of international civil aviation SARPs, is unrivaled in the in-depth technological know-how it offers. Certain important privileges may be applicable to civil aviation authorities procuring equipment through ICAO, based on its status as a United Nations Specialized Agency, and given the volume and frequency of purchases carried out, important economies of scale are realized.

2.2.2 It is ICAO's policy that, when assisting States in the selection of experts, equipment and training establishments required for the implementation of a project, the final selection is left to the government. In this way, civil aviation authorities retain the freedom of opting for what they consider to be the best choice for achieving the desired project results. Still, as a party to the contract, ICAO will defend the interests of the government and ensure that all aspects of the contract are properly observed.

2.3 Donors, financing institutions and other development partners and ICAO technical cooperation

2.3.1 The "Consolidated Statement of ICAO Policies on Technical Cooperation" adopted by the 36th Session of the ICAO Assembly (Assembly Resolution A36-17) recommends to donor States, financing institutions and other development partners, including the aviation industry and the private sector, wherever appropriate, to give preference to ICAO for the identification, formulation,

analysis, implementation and evaluation of civil aviation projects, drawing their attention to the fact that ICAO is the United Nations specialist authority for carrying out technical cooperation to developing countries in civil aviation.

2.3.2 Within the framework of its Technical Co-operation Programme, uses a variety of framework agreements and funding arrangements as may be necessary to provide maximum assistance and flexibility to stakeholders involved in the implementation of ICAO civil aviation technical cooperation projects.

2.3.3 ICAO implements projects in close coordination with donors, and in accordance with the conditions defined by the donor for the use of funds made available, taking responsibility for legally acceptable, technically satisfactory and cost-effective project implementation through comprehensive project support, monitoring and reporting. Fostering donor visibility, ICAO will inform recipient countries about the funding sources, unless donors specifically request ICAO to the contrary.

2.3.4 Financing institutions, including the World Bank, regional and interregional development banks, are responsible for the most cost-effective investments of the funds entrusted to them. It is therefore equally advantageous for financing institutions to enter into a partnership with TCB when considering to assist States in the upgrading of their civil aviation services by entrusting the implementation of civil aviation projects to ICAO or by consulting the Organization prior to investing in such projects. This will ensure compatibility with global civil aviation SARPs and achieve an adequate return for the investment made in the interest of both their contributors and recipient States.

2.4 Services offered under the Technical Co-operation Programme

2.4.1 The services of the ICAO Technical Co-operation Bureau comprise the recruitment of international experts and national professionals, the provision of training, the development or upgrading of training institutions, and the procurement of equipment and services.

2.4.2 ICAO maintains an active roster of over 3 000 international experts and more than 100 registered consultancy companies in virtually all fields of civil aviation, the recruitment of which is based on a worldwide selection process. The services of these experts are offered to States as short-term consultants, intermediate and long-term advisers, inspectors, instructors or operational assistants (OPAS). OPAS assistants are recruited through ICAO but work directly for the government in an executive capacity.

2.4.3 Nearly all major ICAO projects contain a training component, be it classroom, on-the-job training, simulation, factory, regional seminars and/or fellowship training, on basic and advanced levels or in refresher courses. Such training may be arranged in-country or abroad, and ICAO provides the recipient State with the management of their fellowship training programme.

2.4.4 TCB's unique expertise in field procurement will ensure that high-quality, SARPs compliant equipment is acquired at the best price to meet specific requirements, either by providing a complete procurement service or by offering assistance during specific phases of the process, including the development of technical specifications; identification of sources of supply on a worldwide basis; calls for tenders, technical/financial evaluations; negotiations with suppliers on specifications, price and delivery; preparation, award and management of purchase orders/contracts; insurance and shipping arrangements; monitoring of final site acceptance, installation and commissioning of procured equipment, warranty administration.

2.4.5 Whilst maintaining all necessary controls and transparency expected of procurement agencies of the United Nations system, ICAO procurement rules and regulations allow for the accommodation of specific requirements, the use of particular currencies or the provision of special

management reports. Furthermore, ICAO's knowledge of the market will ensure that equipment is procured in the most economical manner on an internationally competitive basis, thus achieving substantial savings to States and donors, while ensuring compliance with ICAO SARPs. ICAO support costs for procurement services are calculated on a sliding scale for each individual procurement, decreasing with major procurements, and are agreed with the State in advance of procurement action.

2.4.6 ICAO assistance through TCB is also provided to non-State entities (public and private) to which the State has delegated the execution of aviation functions. In addition, the ICAO Assembly has expanded the provision of technical cooperation services, upon request, to third parties implementing projects in Contracting States in the area of civil aviation.

3. CONCLUSION

3.1 The world continues to face great challenges in civil aviation: developing countries must still close the gap to the industrialized States for meeting the requirements of existing ICAO SARPs, in an environment characterized by an increasing rate of new technologies. Most of these challenges can no longer be met at the country level, but require cost-effective, harmonized solutions on regional and subregional levels which, in turn, demand closest coordination and cooperation of neighbouring States. As the specialized agency of the United Nations for civil aviation, ICAO is in a unique position to contribute the required technical and managerial expertise in an objective manner, ensuring the provision of balanced advice in the ultimate interest of recipient States. In addition, as a not-for-profit organization, ICAO is able to provide cost-effective services, being the ideal partner in assisting recipient States to achieve these goals, to advise donors and other stakeholders on the optimal investment of funds dedicated to civil aviation and to implement civil aviation development projects on their behalf.

3.2 On the basis of the above, the meeting is invited to adopt the following recommendation:

Recommendation 3/x — ICAO involvement in the implementation of civil aviation projects

That, in accordance with the provisions of Assembly Resolution A36-17:

- a) States associate ICAO as executing agency for their civil aviation projects and advise donors and financing institutions, if any, accordingly; and
- b) donors and financing institutions make use of the technical co-operation services of ICAO for implementing their programmes of assistance to civil aviation.

4. ACTION BY THE MEETING

4.1 The meeting is invited to:

- a) note the information provided on the role of the ICAO Technical Co-operation Programme in the implementation of civil aviation projects; and
- b) approve the draft recommendation at paragraph 3.2 above.