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**Thirteenth Meeting of the FRL09M1 Multi-Regional Civil Aviation Assistance Programme (MCAAP)
Project Steering Committee (FRL09M1 PSC/13)
Coolidge, Antigua and Barbuda, 3 June 2026**

Agenda Item 4: Recommendations of the Ninth Meeting of the Project Evaluation Commission

STRATEGIC GUIDELINES FOR IMPLEMENTATION OF THE MCAAP PROJECT

(Presented by the PEC)

EXECUTIVE SUMMARY

This Working Paper presents the refined Strategic Guidelines for Implementation of the FRL09M1 MCAAP Project for approval by the Project Steering Committee. The Guidelines consolidate the strategic planning shift endorsed by PSC/12 and refined by PEC/9, including governance arrangements, core principles, prioritization criteria, focus areas, performance monitoring and the Communications Plan.

Action:	As presented in Section 3.
<i>Strategic Goals 2026-2050:</i>	<ul style="list-style-type: none">• 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
<i>References:</i>	<ul style="list-style-type: none">• Report of the Eighth Meeting of the FRL0901 Project Evaluation Commission (MCAAP/PEC/8)

1. Introduction

1.1 At the Eighth Meeting of the Project Evaluation Commission (MCAAP/PEC/8), ICAO presented the 2025-2026 regional priorities and projects, including initiatives in safety and air navigation services that had received direct support from MCAAP. The Meeting emphasized the importance of regional solutions and of more active participation by Project Members in the use and promotion of MCAAP results.

1.2 Under the agenda item on the MCAAP Project Vision, PEC/8 considered the need for a more strategic approach to the deployment and planning of the Programme. The Meeting noted the low level of participation in the formulation of activities, the underuse of the Programme scope and subsidies by several Members, and the desirability of a longer-term, global and sustainable planning approach aligned with ICAO strategic planning. As a result, PEC/8 agreed to develop a new implementation approach for the MCAAP, with a more forward-looking vision for Members.

1.3 The Twelfth Meeting of the Project Steering Committee (PSC/12) subsequently reviewed and approved the strategic planning shift proposed by PEC/8. The PSC also approved the adoption of the new communication plan, recommendations for PSC activities, and proposed MCAAP programmes aligned with ICAO global and regional plans, including the Global Aviation Safety Plan (GASP) and the Global Air Navigation Plan (GANP).

2. Refinement of the Guidelines

2.1 At PEC/9, the Rapporteur presented the development of MCAAP Strategic Guidelines to support a more structured and results-based approach to Programme implementation. The proposal was aligned with ICAO global plans and the ICAO Long-Term Strategic Plan and emphasized the transition from isolated activities to multi-year programmes, the application of prioritization criteria and the establishment of performance monitoring mechanisms.

2.2 The Meeting acknowledged the need to address continuing implementation challenges, particularly the low level of participation and ownership by Members and the limited use of available resources. PEC/9 agreed on the importance of a more strategic and programmatic approach, based on clearly defined objectives, measurable results, regional impact, multi-member benefit and stronger alignment with global and regional priorities.

2.3 The refinement also clarified governance arrangements by reaffirming that the PSC provides strategic direction while the PEC supports technical evaluation, monitoring and continuous improvement. The Guidelines further distinguish mandatory conditions for accepting activities from additional criteria that may be used to prioritize competing proposals, and they introduce focus areas and performance monitoring elements to assess both the impact of individual activities and the overall achievement of MCAAP objectives.

2.4 The Communications Plan was also refined following the PEC/9 discussions. The refined approach focuses on improving awareness, participation and effective use of the Programme through existing resources, with priority given to a dedicated section on the ICAO NACC website, direct email notifications to focal points, dissemination of activity summaries, sharing of success stories, updated information through existing channels, and alignment of communication outputs with the annual reporting cycle. The Plan also recognizes the essential role of Members and focal points in disseminating information within their administrations and promoting the value of MCAAP results to senior management.

2.5 In accordance with Conclusion MCAAP/PEC/9/C02, interested Members continued coordinating inputs to consolidate comments and improve the proposal, and the revised Strategic Guidelines are now submitted to PSC/13 for consideration. The refined version is contained in Appendix A to this Working Paper.

3. Suggested action

3.1 The Project Steering Committee is invited to:

- a) approve the refined Strategic Guidelines for Implementation of the FRL0901 MCAAP Project, contained in Appendix A to this Working Paper; and
- b) request Project Members to provide feedback, through the Project Evaluation Commission and their designated focal points, on the application of the Guidelines, including focus areas, prioritization criteria, communications actions and performance indicators, so that the Guidelines may continue to be improved during implementation.

APPENDIX

STRATEGIC GUIDELINES FOR IMPLEMENTATION OF THE FRL09M1 MCAAP PROJECT

Purpose

The MCAAP Strategic Guidelines outline governance, core principles, prioritization criteria, the communications plan, and performance indicators to support the implementation of the MCAAP in the medium and long term, ensuring coherence with the MCAAP's mission, which is to assist Project Member States/Territories and participating organizations in the NAM/CAR Regions in the implementation of ICAO Standard and Recommended Practices (SARPs) for improving the safety, efficiency and capacity of the regional civil aviation system, while aligning with relevant regional and global plans.

Governance

In line with the MCAAP Procedural Handbook, the Project Steering Committee (PSC) will approve the Strategic Guidelines and provide overarching direction for the MCAAP, in addition to its existing responsibilities approving the Project Document (PRODOC) and FRL09M1 MCAAP work plan, nominating Project Evaluation Commission (PEC) members, and overseeing the project and budget.

The PEC will manage the technical components of MCAAP and facilitate the PSC's ability to provide direction in the completion of its existing activities, including to evaluate the management and activities, propose improvements, and monitor activities. To implement the Strategic Guidelines, the PEC will develop and maintain focus areas and performance monitoring that align with the ICAO triennial business plan (Attachment 1) and a Communications Plan (Attachment 2).

Core Principles

The implementation of the MCAAP should be guided by the following three core principles:

1. Align Activities with Global and Regional Strategies

- a) Support ICAO alignment and regional coherence (e.g., ICAO's Long-Term Strategic Plan, Global Aviation Safety Plan (GASP), Global Air Navigation Plan (GANP), Air Transport initiatives, LTAG-Aviation Environmental targets/goals, North American, Central American and Caribbean priorities, etc.).
- b) Adhere to ICAO values/enablers such as inclusion, gender equality and talent development.

2. Align Activities with the Needs/Interests of Project Members and inclusion of the Capabilities/Resources of Partner States and International Organizations

- a) Consult MCAAP members to ensure activities offered align with their needs and interests.
- b) Identify opportunities for cooperation, in-kind input, and technical partnerships (consistent with the PEC's role of "seeking and lobbying for support"). This shall include designing a "partner map" (champion states, industry, regional organizations) and co-financing/in-kind options. Communities of practice or technical networks should also be promoted among States and International Organizations.

3. Maximize Project Activity Impact and Cost-Effectiveness

- a) Organize the Project activities into coherent multi-year "programmes" (e.g. Performance-Based Navigation (PBN)/ Air Traffic Flow Management (ATFM); State Safety Programme (SSP)/ Universal Safety Oversight Audit Programme (USOAP); Environment (ENV)/ Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)/ Sustainable Aviation Fuel (SAF)).
- b) Reinforce the MCAAP criterion of multi-member benefit and promote "replicable" products (guides, checklists, modules, deployment packages) that can be re-used in different activities.
- c) Incorporate digital tools, modern training, data sharing (where applicable) and adoption of innovative practices in the implementation of activities.

Activity Selection Criteria

Per the MCAAP Work Plan Development process outlined in the MCAAP Handbook, the PEC will recommend MCAAP activities to the PSC for selection based on the following mandatory criteria:

- Bring benefits to more than one member, preferably having regional scope (except when the activity is part of a set of actions to be implemented in stages);
- The proposal is timely presented in the appropriate form and with all the information necessary for the evaluation process;
- The justification presented to propose the activity is clear and sufficient; and
- Project members benefited by the activity are not in arrears with payments to the Project (except in cases where the activity is part of a set of actions and, after deliberation, the PSC considers that its non-execution will negatively impact the whole set).

Where several activities compete for funding, the PEC may use the additional prioritization criteria outlined in Table 1 to evaluate the proposals.

Priority	Description
Risk/Need of Partner Country	Focus on Project members with greater gaps/limited capacities (e.g., based on operational risks) based on Effective Implementation (EI) Score or Equivalent Qualitative Assessment (e.g., from an audit).
Synergy with Global & Regional Plans	Alignment with the methods and objectives of regional and global plans and strategies.
Multi-Member Benefit	Number of MCAAP members that could be reasonably expected to benefit from the activity.
Readiness	Assessment of the States’ ability to effectively and sustainably implement outcomes from the activity (e.g., based on presence of personnel and enabling legislation).
Scalability	Potential to expand the activity and/or apply it to other partners
Feasibility	Feasibility of delivering the activity based on costs/challenges and its contributions to the MCAAP objectives.

Table 1 –Prioritization Criteria

Alignment With ICAO and Regional Plans

The PEC will prioritize alignment with ICAO and Regional Plans, particularly ICAO’s Long-Term Strategic Plan (2026-2050); Global Aviation Safety Plan (GASP); Global Air Navigation Plan (GANP), Long Term Global Aspirational Goal (LTAG); Air Transport initiatives, North American, Central American and Caribbean priorities and the Triennial ICAO Business Plan 2026–2028. Based on these global and regional plans, the PEC may also develop and maintain a list of focal areas to guide the implementation of MCAAP and the selection of activities. These focal areas are outlined in Attachment 1.

Annual Report and Activity Performance Monitoring

In line with ICAO’s Results-Based Management (RBM) approach, the PEC will develop and maintain a set of metrics to observe trends and results in the delivery of MCAAP activities. Attachment 1 outlines the performance monitoring criteria that may be used going forward.

Using the performance monitoring criteria, and reporting from the lead proponents of each activity, the PEC will prepare an annual report for the PSC. The annual report will include three main sections:

1. **Overview:** Summary of the status of the MCAAP, including budget (e.g., budget allocated vs utilized) and the status of activities funded under the MCAAP.
2. **Narrative Assessment:** Summary of activities completed over the past year, lessons learned, the results achieved, and how those results benefited the region, as well as any other comments from PEC on the status of the MCAAP.
3. **Conclusion:** As needs arise, the report may also forward recommendations or seek strategic decisions from the PSC.

Communications Plan

In addition to the Annual Report, the PEC will develop, maintain and implement a Communications Plan to facilitate member engagement by actively promoting upcoming activities and the subsequent results. This transparency will also demonstrate the MCAAP's value to participating States and could help to attract potential external donors. The Communications Plan is included in this document as Attachment 2.

ATTACHMENT 1 – MCAAP FOCUS AREAS & PERFORMANCE MONITORING (2026-2028)

The MCAAP strategic guidelines instruct the Project Evaluation Commission (PEC) to align activities with ICAO and Regional Plans and to develop and maintain criteria to evaluate the performance of activities. The strategic guidelines further promote the development of multi-year programs to guide the MCAAP's implementation of activities. In line with these guidelines, Table 1 promotes potential focus areas for the MCAAP in the 2026-2028 triennium and their linkages to global and regional plans. Table 2 further identifies the key performance indicators the MCAAP may use to guide the evaluation of the performance of activities in the 2026-2028 triennium.

Number	Objective	Global or Regional Plan
1	Reduce the accident rate in the ICAO NAM/CAR Regions and improve sustainability of States' safety monitoring systems.	GASP
2	Improve Project Members safety oversight and accident investigation capabilities, and compliance with ICAO provisions, increasing their effective implementation (EI).	GASP
3	Develop regionally harmonized policies, regulatory frameworks, guidance and tools, including the safe development of advanced air mobility (AAM), unmanned aircraft systems (UAS) and upper airspace operations, and assist States in implementing them	ICAO Business Plan 2026–2028; GANP
4	Incorporate relevant technologies and concepts to make flights safer and more secure.	ICAO Business Plan 2026–2028
5	Promote LTAG activities (CORSIA, SAF and Environmental Protection requirements)	ICAO Business Plan 2026–2028/ LTAG
6	Protect the radio frequency spectrum for current Aviation services and new systems/ services	GANP/ ICAO Business Plan 2026-2028
7	Support implementation of ANS operational improvements and ANS service provision (BBB)	ICAO Business Plan 2026-2028/ GANP
8	Support deployment of new Aviation emerging technologies	ICAO Business Plan 2026-2028
9	Promote air connectivity and Air transport liberalization in the CAR Region	ICAO Business Plan 2026-2028/ Air Transport initiatives

Table 1 – Focus Areas

Metric	Indicator
Multi-Member Benefit	# of MCAAP Member beneficiaries from the activity.
Activity Impact and Cost-Effectiveness	Qualitative Assessment of the activity’s completion of its objectives
	Qualitative assessment based on post-project surveys from participants.

Table 2 – Activity Effectiveness Monitoring

ATTACHMENT 2 – MCAAP COMMUNICATIONS PLAN

1. Situation Analysis

The FRL09M1 Multi-Regional Civil Aviation Assistance Programme (MCAAP) is not currently being utilized to its full potential. A root cause analysis conducted by the ICAO NACC Regional Office identified lack of awareness among member States regarding the project's specific benefits and operational mechanisms as a primary factor for this underutilization. Frequent turnover of focal points and senior management further contributes to reduced familiarity with MCAAP procedures.

This Communication Plan, approved by the Project Steering Committee through Conclusion FRL09M1 PSC/12/01, provides a practical framework to enhance the visibility and effective use of the Project, within existing capacities.

2. Strategic Priorities

The communication strategy will focus on the following practical priorities, implemented as appropriate:

- a) facilitating timely awareness among new Directors General and senior administrators regarding the MCAAP, including its benefits and procedures, ideally at an early stage of their mandate; and
- b) supporting member States and Organizations with accessible information on planned activities to facilitate participation and effective use of available support.

3. Objectives

The primary objective is to inform and raise awareness among stakeholders about the tangible benefits and progress of projects sponsored by the MCAAP. Supporting objectives include:

- a) encouraging greater participation of members in MCAAP activities;
- b) promoting awareness of available support mechanisms, including event subsidies; and
- c) highlighting examples of regional cooperation, where relevant.

4. Target Audience and Engagement Strategy

The communication plan focuses on the following audiences:

- a) Directors General and Senior Management of Civil Aviation Authorities and Organizations;
- b) middle management and technical personnel; and
- c) members of the Project Evaluation Commission (PEC).

Engagement will take place through existing channels and mechanisms, including:

- a) official meetings, forums, and established ICAO communication channels;
- b) direct correspondence from the NACC Regional Office, as appropriate; and
- c) dissemination through designated Points of Contact (POCs) within each member State or Organization.

States are encouraged, where feasible, to maintain updated Points of Contact and ensure continuity in knowledge transfer. Guidance on desirable profiles for POCs may be shared for reference purposes.

The PEC is expected to maintain familiarity with MCAAP developments and support awareness within their respective administrations.

5. Key Messages

Communication efforts will focus on clear and consistent messaging:

- a) what is the MCAAP and how it supports the implementation of ICAO initiatives (including the No Country Left Behind initiative);
- b) how the project provides support for technical capacity-building and participation in activities; and
- c) examples of completed activities and their contributions to safety, capacity, and efficiency in the region.

6. Operational Tactics and Scope

To support implementation, the following communication actions may be undertaken, as appropriate and subject to available resources:

- a) preparation of concise summaries of MCAAP activities (completed and/or planned), for information purposes;
- b) sharing of selected examples or success stories from MCAAP-supported activities;
- c) maintenance, as feasible, of updated information on the MCAAP section of the ICAO NACC website; and
- d) periodic dissemination of relevant updates to POCs and PEC members, when considered useful.

All actions will be implemented in a flexible manner, taking into account workload, priorities, and resource availability.

7. Evaluation and Accountability

The effectiveness of the communication plan will be assessed through:

- a) a periodic survey of member States, focusing on awareness and understanding of MCAAP mechanisms; and

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- b) general trends in participation of members in MCAAP activities, as an indicative measure.

The MCAAP Secretariat is responsible for the implementation of this plan, with the support of the PEC Rapporteur and members, within their respective roles.

8. Implementation and Resources

This plan will be implemented using existing administrative and technical resources of the ICAO NACC Regional Office. Communication materials and key information will be made available in English and Spanish, as appropriate, to support accessibility across the NAM/CAR Regions.

Implementation of this plan will remain flexible and aligned with the operational capacity of the Secretariat.

— END —