



**WORKING PAPER**

**ASSEMBLY — 39TH SESSION**

**EXECUTIVE COMMITTEE**

**Agenda Item 28: No Country Left Behind (NCLB) Initiative**

**NO COUNTRY LEFT BEHIND (NCLB) INITIATIVE**

(Presented by the Council of ICAO)

**EXECUTIVE SUMMARY**

States continue to face various challenges regarding the implementation of ICAO's Standards and Recommended Practices (SARPs), which impact a safe, secure, efficient, economically viable and environmentally sound air transport system. The ICAO No Country Left Behind (NCLB) initiative, which was launched in December 2014, aims at providing support for States in the effective implementation of ICAO's SARPs, policies, plans and programmes in a globally-harmonized manner; promoting the resolution of significant safety concerns (SSCs) and significant security concerns (SSeCs); and promoting and implementing all ICAO's assistance activities. The NCLB objectives are implemented by ICAO's day-to-day operations, ranging from advocating the benefits of aviation for States, developing dedicated tools and services, to collaborative efforts and partnerships.

**Action:** The Assembly is invited to:

- a) urge States to endorse the No Country Left Behind (NLCB) initiative;
- b) urge States, international organizations, industry and donors to support the NCLB initiative; and
- c) adopt the Assembly Resolution proposed in the Appendix to this paper.

<i>Strategic Objectives:</i>	This working paper relates to all Strategic Objectives and all Supporting Implementation Strategies (SIS).
<i>Financial implications:</i>	The activities referred to in this paper will be undertaken subject to the resources available in the 2017-2019 Regular Programme Budget and/or from extra budgetary contributions.
<i>References:</i>	<p>A39-WP/25 A39-WP/26 A39-WP/28 C-DEC 197/2 Doc 7300, <i>Convention on International Civil Aviation</i> Doc 10022, <i>Assembly Resolutions in Force (as of 4 October 2013)</i> <i>ICAO Business Plan (2017 – 2019)</i></p> <p>Additional A39 working papers that relate to the NCLB initiative are: A39-WP/21; A39-WP/24; A39-WP/27; A39-WP/33; A39-WP/38; A39-WP/45; A39-WP/46; A39-WP/47; and A39-WP/62.</p>

## 1. BACKGROUND

1.1 The effective implementation of aviation global standards and policies by States is a prerequisite to ensure a safe, secure, efficient, economically viable and environmentally sound air transport system, which supports sustainable development and socio-economic prosperity. Various Assembly Resolutions have called on ICAO and the Council to urge States to increase the implementation of ICAO's Standards and Recommended Practices (SARPs) (Doc 10022 – *Assembly Resolutions in Force (as of 4 October 2013)*, Assembly Resolutions A38-5, A38-11, A38-12, A38-15, A38-16, A38-17, and A33-9 refer).

1.2 The Council discussed extensively the continued challenges faced by States for the implementation of ICAO's Standards and Recommended Practices (SARPs), with particular attention to the role and responsibility of ICAO in assisting those States with a higher safety and security risk. States also face challenges in the implementation of air navigation capacity and efficiency, facilitation and economic development of air transport. It was also recognized that States have varying levels of capacity to develop and implement their voluntary action plans to reduce emissions from international aviation and may require assistance from ICAO.

1.3 As a result of the Council discussions, the *No Country Left Behind* (NCLB) initiative was proposed in order for ICAO to make all efforts on assisting all States in effectively implementing ICAO SARPs, plans, policies and programmes in all Strategic Objectives. This initiative was formally launched on 5 December 2014 as part of the events to mark the 70th Anniversary of the signing of the *Convention on International Civil Aviation*. Furthermore, the recently adopted United Nation's (UN) 2030 Agenda for Sustainable Development will also support ICAO Member States in enhancing their civil aviation systems in line with the NCLB initiative.

1.4 The NCLB initiative is to assist States to improve their air connectivity and access to the global aviation system with an emphasis on the implementation of Standards and Recommended Practices (SARPs) and policies. An increase in connectivity spurs tourism and trade, creates jobs, and generates numerous economic benefits supporting poverty eradication. This growth subsequently feeds into aviation re-investment creating a sustainable and healthy cycle of national aviation and economic development.

1.5 Through the NCLB initiative, ICAO resolves to be more effective in directly supporting all willing States that need assistance to develop and improve the aviation system by implementing ICAO's global Standards and policies. In its role as an advocate for aviation, ICAO will work with States to ensure aviation be given greater importance in the context of development at the country level. NCLB is a needs-based initiative focusing on those States which require the most assistance and advocates on their behalf. ICAO must use its unique role as an advocate for aviation by a) promoting and advising governments on the benefits of aviation for their national aspirations; b) facilitating the mobilization of resources in cooperation with development banks, funds and other financial institutions; and c) partnering with international organizations on matter of mutual interest.

## 2. OBJECTIVES

2.1 In order to make the NCLB initiative comprehensive and successful, specific objectives were developed and integrated into the work programmes of all the ICAO Bureaus and regional offices. The primary objectives of the NCLB initiative include:

- a) providing enhanced support for States in the effective implementation of ICAO's SARPs, plans and policies in a more coordinated, comprehensive and globally harmonized manner; and
- b) promoting the resolution of significant safety concerns (SSCs) and significant security concerns (SSECs).

2.2 The success of the NCLB initiative will hinge on support and collaboration of resources of partners and donors and requires firm commitment from the States, involving both aviation and non-aviation sectors. ICAO should play a leadership role in the aviation community to facilitate communication and coordination amongst key stakeholders regarding assistance activities. This will allow the continued growth of a safe, secure, efficient, economically viable and environmentally sound aviation system and well established development frameworks, at both the international and national levels, to engage in providing resources for the effective implementation of aviation global standards and policies.

### 3. MEANS TO ACHIEVE NCLB OBJECTIVES

3.1 The NCLB objectives are publicized, supported and implemented as part of ICAO's day-to-day operations, ranging from advocating the benefits of aviation for States and developing dedicated tools and services to collaborative efforts and partnerships to enhance the implementation of ICAO SARPs. The delivery of the results of ICAO's Strategic Objectives, especially the implementation of the NCLB initiative, is also aligned with the realization of the 2030 Agenda for Sustainable Development (A39-WP/25 refers). While ensuring that no country is left behind, ICAO will continue assisting States to enhance their air transport systems in order to foster aviation's contributions to all three pillars of sustainable development — social, economic and environmental — and the attainment of the United Nations (UN) Sustainable Development Goals (SDGs) among Member States, the UN system, the donor community and all relevant stakeholders.

3.2 **Advocating the benefits of aviation for States at high levels of government.** One of the priorities of the NCLB is to garner the political will necessary to support aviation improvements. The ICAO World Aviation Forum (IWAF), first held in November 2015, followed by the second in September 2016 just prior to the Assembly, is an example of ICAO's efforts to bring together high-level participants from States, the aviation community and financial institutions, and to demonstrate how the implementation of aviation global standards and policies will enhance a safe, secure, efficient, economically viable and environmentally sound air transport system thereby contributing to achieving the UN SDGs. The outcomes of IWAF (see C-WP/14405, as well as C-MIN 207/7) are used by the Council as it implements and further refines the NCLB strategy and ensures that it is based on the information and feedback expressed by all parties involved. This outreach and mobilization approach will evolve and be built upon from the experience gained.

3.3 **Developing tools and services that assist States in their implementation efforts.** ICAO has been developing tools and services (for example, ICAO eTools<sup>1</sup>, ICAO Data+<sup>2</sup>, iSTARS<sup>3</sup>, iMPLEMENT<sup>4</sup>, EBT<sup>5</sup>, and IFSET<sup>6</sup>) to assist States in identifying their particular needs and deficiencies,

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<sup>1</sup> <http://www4.icao.int/etools>

<sup>2</sup> <http://www4.icao.int/newdataplus/>

<sup>3</sup> <http://www.icao.int/safety/iStars/pages/intro.aspx>

<sup>4</sup> <http://www.icao.int/safety/iMPLEMENT/Pages/Home.aspx>

<sup>5</sup> <https://portal.icao.int/APER> (restricted site)

implementing aviation-related projects and programmes, mapping solutions, developing business cases, showcasing the socio-economic benefits of aviation and the opportunities to reduce its impact on the environment, etc. For example, iMPLEMENT represents a core ICAO assistance instrument which facilitates States' access to data-driven processes to enhance their implementation rate and oversight capabilities by helping prioritize activities. Similarly, the ICAO Environmental Benefit Tool (EBT) automates the estimation of fuel and CO<sup>2</sup> emissions savings across the entire basket of measures.

3.4 **Recognizing progress by States.** In order to recognize States that make significant progress in resolving their safety oversight deficiencies and improving the effective implementation (EI) of SARPs, the ICAO Council recently established the *Council President Certificates*. Objective and transparent criteria are used to select States that are eligible for this recognition. *Council President Certificates* will be issued to States from every ICAO region on an annual basis.

3.5 **Establishing and enhancing partnerships.** ICAO is working closely with States and partners to fill the gaps in conducting assistance activities and avoid duplication in efforts through information sharing. Various mechanisms have already been established to facilitate communication regarding assistance activities for States which are coordinated within the Secretariat under an ICAO aviation development network (i.e., Aviation Safety Implementation Assistance Partnership (ASIAP), Aviation Security Assistance Partnership (ASAP), ICAO Programme of Aviation Volunteers (IPAV) and a proposed ICAO partners assessment and recognition programme). Cooperation with industry, through recognition, assessment and use of their programmes, will also help to avoid overlapping of activities and help States to save financial and human resources.

3.6 **Mobilizing resources for aviation-related projects.** ICAO developed a resource mobilization policy in order to achieve adequate, more predictable and sustainable voluntary contributions (A39-WP/26 refers).

3.7 **Facilitating and implementing capacity-building initiatives.** The NCLB initiative signals ICAO's renewed emphasis on support to States for implementation and development. ICAO is working to provide more direct assistance and capacity-building activities in order to improve effective implementation of SARPs by States.

3.8 **Prioritizing assistance needs and assessing risks.** State oversight capabilities are always linked with the demands placed upon it by the unique characteristics of its aviation sector activity. Therefore, while prioritization is made according to the global targets established by the Global Aviation Plans, the targets and goals should be customized for each State, taking into account each State's aviation profile.

3.9 In order to reduce the regulatory burden on States and to maintain the stability of SARPs and national regulation, SARP amendments shall be based on risk assessments and limited to those significant to safety, security, regularity and efficiency, and editorial amendments shall only be made if essential (Assembly Resolution A38-11 refers)

3.10 It should be noted that ICAO has an internal coordination mechanism to avoid duplication of efforts within the Organization and ensure the efficient delivery, quality and effectiveness of assistance activities. Under this mechanism, technical assistance requests are validated by Bureaus, as

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<sup>6</sup> <http://www.icao.int/environmental-protection/Pages/Tools.aspx>

applicable for the Strategic Objectives and by the regional offices for each region based on prioritization, alignment with Strategic Objectives, and coordinated implementation plans.

#### 4. CONCLUSION

4.1 Through the NCLB initiative, ICAO is working to raise global awareness on the importance of the effective implementation of ICAO's SARPs, policies, plans and programmes which support a safe, secure, efficient, economically viable and environmentally sound air transport system. The NCLB initiative is for all States, with a focus on States with prioritized needs under all ICAO Strategic Objectives, and serves to improve implementation support delivery to States. ICAO also plays a more active coordination role, as well as help generate the political will to support aviation improvements, increase the availability of voluntary funds and build required capacity. Support, collaboration and assistance from States, international organizations, industry and other stakeholders is essential to the success of these ICAO efforts to ensure that no country is left behind.

4.2 The NCLB initiative highlights the importance of aviation for socio-economic development in States and the prerequisite effective and sustainable implementation by States of obligations under the Chicago Convention to support growth and development in civil aviation. The NCLB initiative reflects ICAO's mandate, ranging from advocating the benefits of aviation for States; and facilitating and coordinating the implementation of capacity building and improvements to cater for aviation growth and development. It is also aligned with the achievement of the UN Sustainable Development Goals (SDGs). Building partnerships and pooling resources among States, international organizations, development institutions and industry are essential for collaboration on and contribution to technical assistance and cooperation for the effective implementation by States with sustainable results. Such results are to be recognized by the ICAO Council President Certificates showcasing that no country is left behind by ICAO.

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## APPENDIX

### DRAFT ASSEMBLY RESOLUTION

#### **28/xx: No Country Left Behind (NCLB) Initiative**

*Whereas* Article 44 of the *Convention on International Civil Aviation* states that among the aims and objectives of ICAO are development of the principles and techniques of international air navigation and fostering of the planning and development of international air transport so as to meet the needs of the people of the world for safe, regular and economical air transport;

*Whereas* to realize these goals, the Organization has established Strategic Objectives on safety, air navigation capacity and efficiency, security and facilitation, economic development of air transport and environmental protection;

*Recalling* that several Assembly resolutions, including A38-5, A38-11, A38-12, A38-15, A38-16, A38-17, and A33-9, urge States to increase the implementation of ICAO Standards and Recommended Practices (SARPs);

*Recognizing* that all States should effectively implement ICAO's Standards and Recommended Practices (SARPs) and policies so that all States have safe, secure, efficient, economically viable and environmentally sound air transport systems which support sustainable development and socio-economic prosperity, and which ultimately help to create and preserve friendship and understanding among the nations and peoples of the world;

*Whereas* the findings of the Universal Safety Oversight Audit Programme (USOAP) and the Universal Security Audit Programme (USAP) activities continue to indicate that many States experience difficulties in the implementation of ICAO SARPs;

*Recognizing* that due to a varying level of capacity to meet and sustain their compliance with SARPs, States are not always able to effectively implement SARPs in a timely manner at the rate in which they are adopted by ICAO;

*Recognizing* that the Council has established the No Country Left Behind (NCLB) Initiative;

*Recognizing* that the successful implementation of the No Country Left Behind (NCLB) initiative will enhance States' air transport systems and align with the achievement of the United Nations (UN) Sustainable Development Goals (SDGs);

*Recognizing* that further progress in improving civil aviation, including the efficient human and financial resources for the implementation of assistance activities that are tailored to the needs of individual States, is best achieved through a cooperative, collaborative and coordinated approach in partnership with all stakeholders; and

*Recognizing* that all ICAO assistance activities and mechanisms have the common objective of supporting the effective implementation of SARPs and policies;

*The Assembly:*

1. *Urges* Members States to endorse the No Country Left Behind (NCLB) Initiative;
2. *Urges* Member States to improve their civil aviation systems by actively participating in ICAO's work and by effectively implementing ICAO SARPs and policies so that they can foster sustainable local and regional prosperity and fully benefit from improved global connectivity;
3. *Directs* the Council to maintain the focus of the community on the global contribution and value of aviation through support of NCLB efforts and future ICAO World Aviation Forums;
4. *Directs* the Secretary General to coordinate, facilitate and implement comprehensive assistance programmes, in partnership with all stakeholders, that will help Member States in enhancing their civil aviation systems and oversight capabilities;
5. *Urges* Member States, the industry, financial institutions, donors and other stakeholders to coordinate and cooperate amongst themselves and through ICAO, and to support the implementation of assistance activities in line with the global and regional priorities established by ICAO, thereby avoiding duplication of efforts;
6. *Urges* Member States, international and regional organizations, and financial institutions to use ICAO data-driven decision-making tools and services to assist in identifying the deficiencies in aviation, implementing ICAO projects and programmes, mapping solutions, developing business cases, and identifying funding needs to facilitate finding potential donors and investors;
7. *Encourages* Member States to include within their aviation infrastructure development projects elements of training and capacity building aimed at strengthening their civil aviation authorities to enable an effective oversight of such infrastructure;
8. *Encourages* Member States to establish partnerships with other Member States, industry, financial institutions, donors and other stakeholders through ICAO to enhance their civil aviation systems and oversight capabilities;
9. *Encourages* Member States to make use of and benefit from the ICAO Air Services Negotiation (ICAN) facility, as a forum for Member States to negotiate and conclude bilateral and/or multilateral air services agreements, which contributes to enhancing air transport connectivity and consequently the development of tourism, trade, and national and global economies;
10. *Calls* on all Member States and relevant partners able to do so to provide States in need with financial and technical resources to assist them in enhancing their civil aviation systems by implementing SARPs and fulfilling their oversight responsibilities;
11. *Instructs* the Secretary General to further enhance its coordinated and comprehensive implementation and evaluation mechanisms to assist States in implementing ICAO SARPs, policies, plans and programmes;

12. *Requests* the Secretary General to coordinate with States, international organizations, industry and donors on the implementation of assistance activities by establishing partnerships through an ICAO network for aviation development;
13. *Requests* the Secretary General to engage States and financial institutions to secure their support for strengthening the safety, security and efficiency of the global aviation system;
14. *Urges* industry and financial institutions to develop and present to ICAO their own action plans in support of the full implementation of this resolution.

— END —