



WORKING PAPER

ASSEMBLY — 39TH SESSION

EXECUTIVE COMMITTEE

Agenda Item 15: Technical Cooperation: Policy and activities on technical cooperation

**POLICY AND ACTIVITIES ON TECHNICAL COOPERATION
DURING THE PERIOD 2013 – 2015**

(Presented by the Council of ICAO)

EXECUTIVE SUMMARY

The first part of this paper provides an update on the implementation of ICAO's policy and strategy for technical assistance and technical cooperation, including the delineation of responsibilities for the implementation of these activities.

The second part of the paper presents an analysis of the performance results in the 2013-2015 triennium from the financial and non-quantifiable operational perspectives. Programme achievements by Strategic Objective are presented in Appendix A.

In its third part, the paper presents the Administrative and Operational Services Cost (AOSC) Fund results for the 2013-2015 period, complemented by information on the apportionment of costs between the AOSC Fund and the Regular Budget in the reporting period.

Appendix B proposes an update to Assembly Resolution A36-17 - *Consolidated Statement on ICAO Policies on Technical Cooperation* in the form of a Consolidated Statement of ICAO Policies on Technical Cooperation and Technical Assistance for adoption by the Assembly.

Action: The Assembly is invited to:

- a) remind Contracting States, when considering the development of their civil aviation, including infrastructures, to consider the value of using the ICAO Technical Cooperation Programme for their civil aviation projects;
- b) urge Contracting States, when implementing civil aviation development projects through ICAO, to give priority to Universal Safety Oversight Audit Programme (USOAP) and Universal Security Audit Programme (USAP) findings and recommendations as well as other sources, such as the conclusions and decisions by Planning and Implementation Groups (PIRGS) and Regional Aviation Safety Groups (RASGs), with a view to rectifying identified deficiencies, resolving Significant Safety and Security Concerns and addressing opportunities for improvement in the air navigation capacity, efficiency and infrastructure, safety, security and facilitation and environment key performance areas;
- c) request the Secretary General to continue to raise the awareness of States, private sector entities and donors as to the advantages of having recourse to ICAO for the implementation of projects in the civil aviation field; and
- d) adopt the revised Consolidated Statement of ICAO Policies on Technical Cooperation and Technical Assistance in Appendix B.

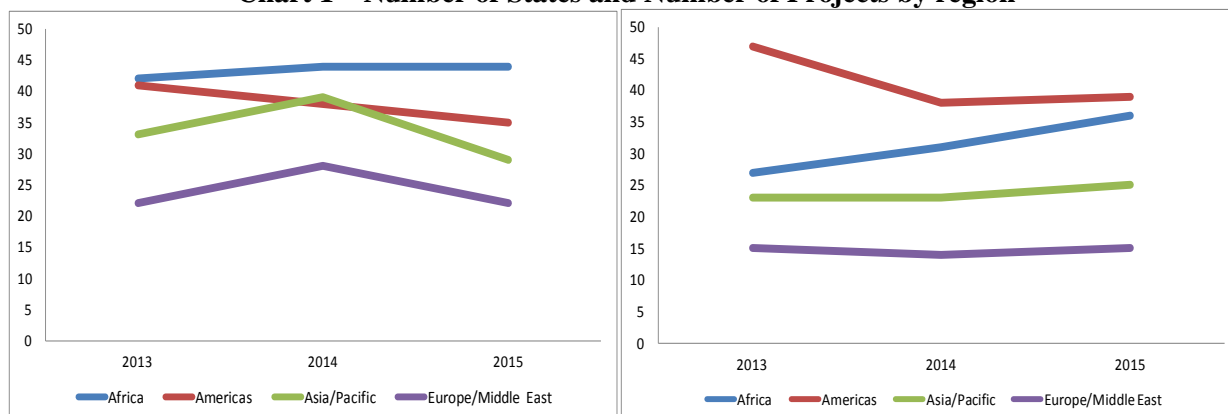
<i>Strategic Objectives:</i>	This working paper relates to all Strategic Objectives.
<i>Financial implications:</i>	The ICAO Technical Cooperation Programme is funded by Governments, donors, financial institutions and other entities providing funding for technical cooperation projects.
<i>References:</i>	Doc 10022, <i>Assembly Resolutions in Force</i> (as at 4 October 2013) Doc 10024, A38-EX (<i>Report and Minutes of the Executive Committee</i>) A39-WP/23, A39-WP/25, A39-WP/28, A39-WP/45

1. GENERAL OVERVIEW

1.1 The ICAO Technical Cooperation Programme is the major operational tool for reinforcing the Organization’s technical cooperation mission objectives, including enhancing the capacity of States to implement ICAO Standards and Recommended Practices (SARPs) and Procedures for Air navigation (PANS). Its continuing importance has been reaffirmed by the Assembly in several resolutions, *inter alia* in the Consolidated Statement of ICAO Policies on Technical Cooperation (Resolution A36-17), which stipulates that the Technical Cooperation Programme is a permanent priority activity of ICAO that complements the role of the Regular Programme in providing support to States in the effective implementation of SARPs, PANS and Air Navigation Plans (ANPs) as well as in the development of their civil aviation administration infrastructure and human resources; and is furthermore one of the main instruments of ICAO to support States in remedying deficiencies and implementing improvements in the field of civil aviation, identified, *inter alia*, through ICAO’s audit programmes, Planning and Implementation Regional Groups (PIRGS) and Regional Aviation Safety Groups (RASGs).

1.2 The purpose of this paper is to illustrate the Technical Cooperation Programme performance results in the 2013-2015 triennium from both the financial and the non-quantifiable operational perspectives, as well as to provide an update on policies and strategies for technical support for the mid to long-term. While the paper provides an overview of the activities undertaken during the period, further operational details, including summaries of the major projects implemented, can be found in the Annual Reports of the Council to the Assembly for 2013, 2014 and 2015 (*Executive Committee, Agenda Item 11*). During the triennium, the Technical Cooperation Bureau (TCB) developed an important portfolio of projects funded mainly by Governments or service providers, which have greatly contributed to the enhancement of aviation safety and aviation security and facilitation, as well as to the development of civil aviation infrastructure worldwide. Assistance was provided to over 150 countries through the implementation of an average of 110 technical cooperation projects per year.

Chart 1 – Number of States and Number of Projects by region



1.3 The major challenge for the 2013-2015 reporting period was to recover the level of implementation achieved in the past decade and re-establish the financial position of the Technical Cooperation Programme's Administrative and Operational Services Cost (AOSC) Fund to a healthy level, without affecting the Technical Cooperation Bureau's ability to execute projects and deliver quality services. Given the decrease in Programme size impacting on the volume of support costs (administrative overhead fees) recovered from projects, the AOSC Fund incurred recurrent annual financial deficits from 2007 to 2011. Considering the self-financing structure of the Technical Cooperation Bureau which must recover its administrative costs while ensuring that support cost rates are kept to a minimum, economy measures introduced in 2011 and continued throughout this triennium, together with the increase in the number of projects and delivery rate, succeeded in enhancing Programme implementation and improving revenue generation, while reducing expenditure. Results of operations demonstrate a positive outlook with the balance between AOSC income and expenditure restored since 2012. Furthermore, the cost recovery policy for indirect costs incurred by the Regular Budget for services provided in support of project operations adopted by the Council in 2010 was complemented by the Council's establishment of an adjustment mechanism in 2013, bringing to an end the long-standing issue of the apportionment of costs between the Regular Budget and the AOSC Fund.

1.4 Of relevance, this period saw the yearly development of the rolling Management Plan for the Technical Cooperation Programme, which sets the goals and strategies to be followed in the next three years, including financial requirements. The Management Plan serves as a roadmap for the interaction between the Technical Cooperation Bureau and the Council, bearing in mind its governance role, and has resulted in the establishment of a stable and predictable reporting process. Within the Management Plan, it is important to highlight the consolidation of the Quality Management System which focuses on the continuous improvement of the efficiency and quality of TCB's service delivery to meet customer expectations: as of September 2014, ISO 9001:2008 compliance certification was achieved by all TCB Sections. In addition to the regular customer satisfaction surveys and analysis of customer feedback carried out by TCB in support of the ISO 9001:2008 Quality Management System, in 2015 the Council engaged the services of a third party for the conduct of an independent survey which confirmed that "the majority of customers are predominantly satisfied or very satisfied with the TCB's services in all aspects of service gauged through the survey"; and that "a clear prevalence of customer satisfaction can be observed with respect to all surveyed aspects of the Bureau's activities".

1.5. Among the initiatives to improve the Bureau's working methods, 2014 marked the initial development of a Business Process Management Solution (BPMS) for the automation and optimization of TCB processes, which will facilitate the monitoring of and reporting on all ongoing projects, increase efficiencies through the reduction of e-mail and paper-based flows, and provide document management capabilities and audit trail, interfacing with current applications in particular ICAO's Enterprise Resource Planning (ERP) system (Agresso). The system is expected to be operational in the Field Operations Section in 2017 and fully functional across all TCB Sections in 2018.

2. POLICY AND STRATEGY FOR TECHNICAL SUPPORT

2.1 As ICAO's technical assistance and cooperation evolved, the 36th Session of the Assembly identified the need to establish a clear delineation in order to distribute all implementation support activities across the Secretariat in a coordinated manner, thus avoiding duplication and redundancy. In consequence, the 38th Session of the Assembly endorsed the Council's re-definition of the terms Technical Assistance and Technical Cooperation, within the context of the Organization, as follows:

- a) **Technical Assistance** is any assistance provided by ICAO to States, which is funded by the Regular Budget and/or Voluntary Funds, and implemented through any Bureau/Office depending on the nature and duration of the project.
- b) **Technical Cooperation** is any project requested and funded by States and/or Organizations and implemented through the Technical Cooperation Bureau on a cost-recovery basis, where all the direct and indirect costs related to the project are recovered.

2.2 Both Technical Assistance and Technical Cooperation are equally essential components of the “No Country Left Behind” (NCLB) initiative, within the framework of which ICAO focuses on assisting all States in effectively implementing ICAO SARPs, policies and procedures in all Strategic Objectives (A39-WP/23), thus fostering the aviation sector’s contribution to the attainment of the United Nations (UN) 2030 Agenda for Sustainable Development (A39-WP/25). Building partnerships and pooling resources are necessary for achieving sustainable and predictable funding for technical support and avoiding duplication of efforts. Considering that a high percentage of ICAO Member States lack the required funds to efficiently and consistently develop their civil aviation infrastructure and human resources, the ICAO Programme for Aviation Volunteers was adopted as a further NCLB strategy to coordinate the deployment of aviation professionals, working as Volunteers, in the interest of Governments in need (A39-WP/45).

2.3 As far as Technical Assistance is concerned, the Council instructed the Secretary General to manage how this assistance is provided to States and organized within the Secretariat, in order to ensure that the ICAO Technical Assistance Programme is implemented by the Bureau/Office best suited for a particular project and activity. Accordingly, within the Regular Programme, technical assistance is coordinated mainly through the Regional Offices and Implementation Planning and Support Sections of the Air Navigation and Air Transport Bureaus. On the other hand, implementing the ICAO Technical Cooperation Programme remains the responsibility of the Technical Cooperation Bureau, which will, however, also provide technical assistance, if so determined by the Secretary General.

2.4 During the 2013-2015 triennium, efforts were made towards consolidating the Organization’s strategy for Technical Assistance, including the re-distribution of responsibilities, resulting in enhanced coordination within the Secretariat. The optimization of resource allocation for technical assistance activities according to the Funding Principles and Criteria adopted by the Council was complemented by a new policy on resource mobilization, including the management of ICAO Voluntary Funds. Six technical assistance projects funded through the ICAO Safety Fund and Aviation Security Fund were implemented by the Technical Cooperation Bureau during the reporting period. A separate Report on the ICAO Technical Assistance Programme is provided under cover of A39-WP/28.

2.5 A Quality Assurance Mechanism has been established by means of which the Regular Programme provides quality assurance of projects in the field of flight safety by overseeing that the highest possible standards of quality are followed during all stages of the project cycle, in particular where the implementation of ICAO SARPs is concerned. This has further contributed to enhancing the effectiveness of the assistance provided to States referred to the Monitoring and Assistance Review Board (MARB) to address Significant Safety Concerns (SSCs).

2.6 As far as Technical Cooperation is concerned, more direct involvement of the Regional Offices has been notably observed during the triennium, particularly in the management of regional technical cooperation projects and the provision of support in the selection of field experts, with the concomitant consolidation of related processes. Based on new working arrangements, support continued

to be provided by the Regular Programme on technical aspects of the projects as required, including for the prioritization of the projects' scope and deliverables according to ICAO audit findings. Efficient functioning of the ICAO Contracts Board, with the participation of the Legal Bureau, Finance Branch and Air Navigation Bureau continued to safeguard the Organization against potential financial exposure and assure the correct application of procurement processes, in particular regarding the United Nations standards of conduct and the provisions of ICAO's Procurement Code.

2.7 The adoption by the Council of new definitions for "technical assistance" and "technical cooperation" and criteria for the allocation of funds to technical assistance activities has an impact on Assembly Resolutions in force linked to technical assistance and/or cooperation. Accordingly, an update to Resolution A36-17 - *Consolidated Statement of ICAO Policies on Technical Cooperation* in the form of a draft Consolidated Statement of ICAO Policies on Technical Cooperation and Technical Assistance is provided in Appendix B to this paper.

3. PROGRAMME DELIVERY OVERVIEW

Total Programme Delivery

3.1 The total Technical Cooperation Programme delivered (implemented) in the 2013 to 2015 triennium amounted to US\$389.7 million. Comparison with the preceding two triennia (US\$460.4 million and US\$337.9 million, respectively) under Table 1 reflects a decrease of US\$70.7 million or 18.1% with respect to the largest Programme delivery period and an increase of US\$ 51.8 million or 15.3% to the previous triennium.

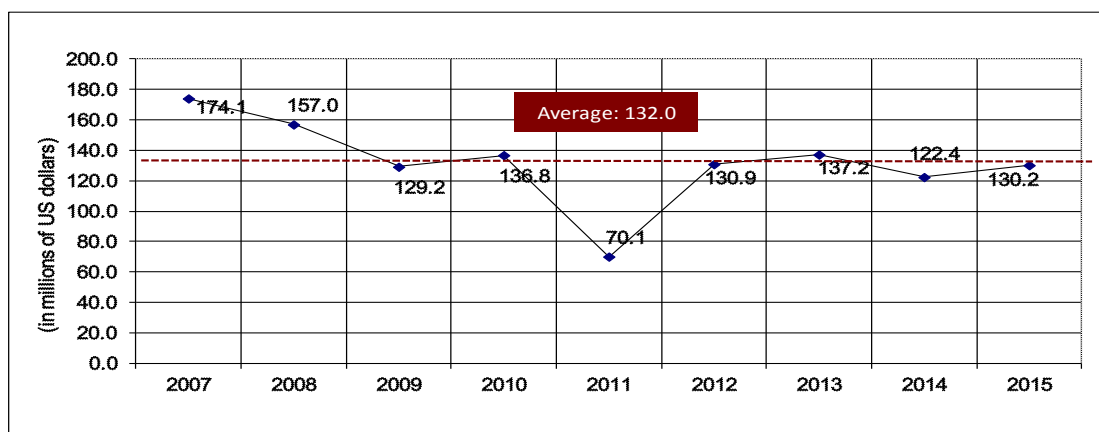
Table 1 – Total Programme Delivery

Total Programme Delivery (in US dollars)					
2007	174,116,835	2010	136,840,564	2013	137,158,149
2008	156,974,837	2011	70,094,756	2014	122,367,931
2009	129,274,504	2012	130,941,497	2015	130,181,131
	460,366,176		337,876,817		389,707,211

Annual Programme Delivery Trend

3.2 Chart 2 reflects the trend in delivery in the past three triennia, demonstrating the overall Programme fluctuation, influenced by several factors outside the control of ICAO, since projects are implemented at the request of States and depend on the timely deposit of funds and approval of activities by the governments. Year 2007 marked the highest Programme delivery on record at US\$174 million, partially explained by major procurement of aviation equipment and large-scale activities associated with airport development. A downward trend was subsequently registered; however, since 2009 the annual Programme delivery has remained relatively stable with a US\$ 134.8 million dollar average with the exception of year 2011, where a sharp decrease to US\$ 70.1 million was observed as a result of the completion of long-term procurement contracts of large volume. The triennium closed with a Programme of US\$130.2 million in 2015. Estimates for the current year indicate that this trend will be sustained. On average, a US\$ 125.0 million annual Programme delivery is necessary for ICAO to fully recover its administrative costs.

Chart 2 - Annual Programme Delivery Trend



Sources of Funding

3.3. The overall sources of funding remain similar to the previous triennium, with the overriding proportion provided by governments funding their own projects (99.0%), while UNDP core funding represented approximately 0.3 % of the total Programme. Donor contributions amounted to US\$2.7 million (0.7%), as compared to US\$3.9 million (1.1%) and US\$3.8 million (0.5%) in the 2010 to 2012 and 2007 to 2009 periods, respectively, which difference is explained by a total of US\$1.7 million in ICAO Voluntary Funds' contributions to projects implemented through TCB reported under the Technical Assistance Programme since 2013. Table 2 provides a summary of external contributions by donor under the ICAO Objectives Implementation Funding Mechanism.

Table 2 - External Sources of Funding for 2007 to 2015

Source of funding (in US dollars)	Total 2007-2009	Total 2010-2012	Total 2013-2015 **	GRAND TOTAL
Airbus	507,800	431,200	208,119	1,147,119
Aerothai	0	19,973	0	19,973
Boeing	126,000	381,500	208,616	716,116
European Commission	519,000	146,900	0	665,900
FAA	0	464,200	23,431	487,631
IFFAS	367,200	949,600	0	1,316,800
Spain	416,800	502,900	121,875	1,041,575
Transport Canada	342,500	180,800	183,486	706,786
UNDP - MDTF	1,151,720	117,200	0	1,268,920
UNDPKO	0	602,425	279,600	882,025
SAFETY FUND (SAFE) *	0	14,000	0	14,000
World Bank	380,000	100,000	0	480,000
Total	3,811,020	3,910,698	1,025,127	8,746,845

* As of 2013, ICAO Voluntary Funds are reported under the Technical Assistance Programme as per C-DEC 197/2 on the definitions of Technical Assistance and Technical Cooperation.

** The total figures do not include ICAO Voluntary Funds' contributions from the AVSEC Fund (US\$ 235,590), SAFE Fund (US\$ 1,013,564) and SAFE Fund (France) earmarked (US\$ 431,645) for Technical Assistance Projects implemented by TCB.

Support Costs

3.4 Total support costs (administrative fee revenue) recovered for the administration of the Technical Cooperation Programme against total Programme expenditures of US\$389.8 million for 2013 to 2015 amounted to US\$23.1 million, representing an average of 5.9% for the period, as compared with 6.3% and 4.8% in the 2010-2012 and 2007-2009 triennia, respectively. Chart 3 indicates support costs recovered over the past three triennia, exhibiting a relatively stable trend in the average ratio of support costs in the current triennium in proportion to the small variations in the Programme volume. This is in line with the request of the Assembly to minimize administrative overhead charges (support costs) to projects to the extent possible (Resolution A36-17). Yearly variations in support cost rates shown in Chart 4 are impacted by the actual distribution of revenue by Programme component, since the equipment and subcontract components carry lower support cost rates as opposed to the personnel or training components. Support costs normally not exceeding 10 per cent are applied to Trust Fund projects as a fixed rate, but may vary by project component under Management Services Agreements (MSA), depending on the complexity of the activity. Support cost rates for the equipment component under MSA and Civil Aviation Purchasing Service (CAPS) are variable and regressive with the increase in the size of purchase orders, from 8% to 4.9%, and negotiable above a US\$ 5 million threshold. These rates are negotiated with and agreed to by States and are reflected in the individual agreements signed with ICAO.

Chart 3 – Support Costs Recovered from 2007 to 2015

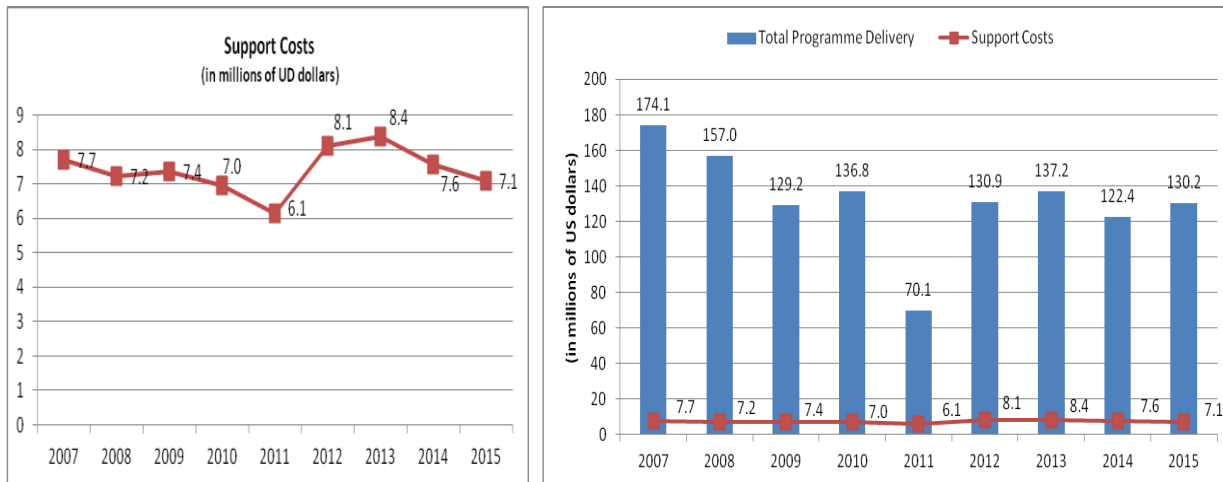
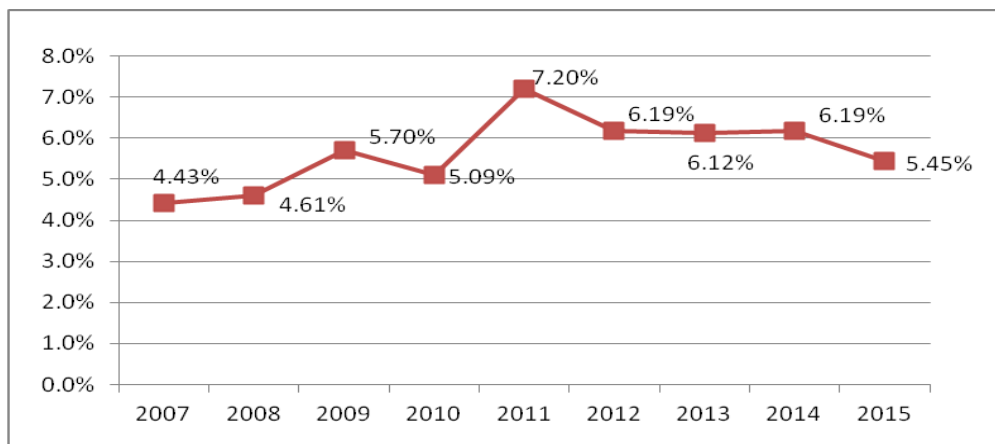


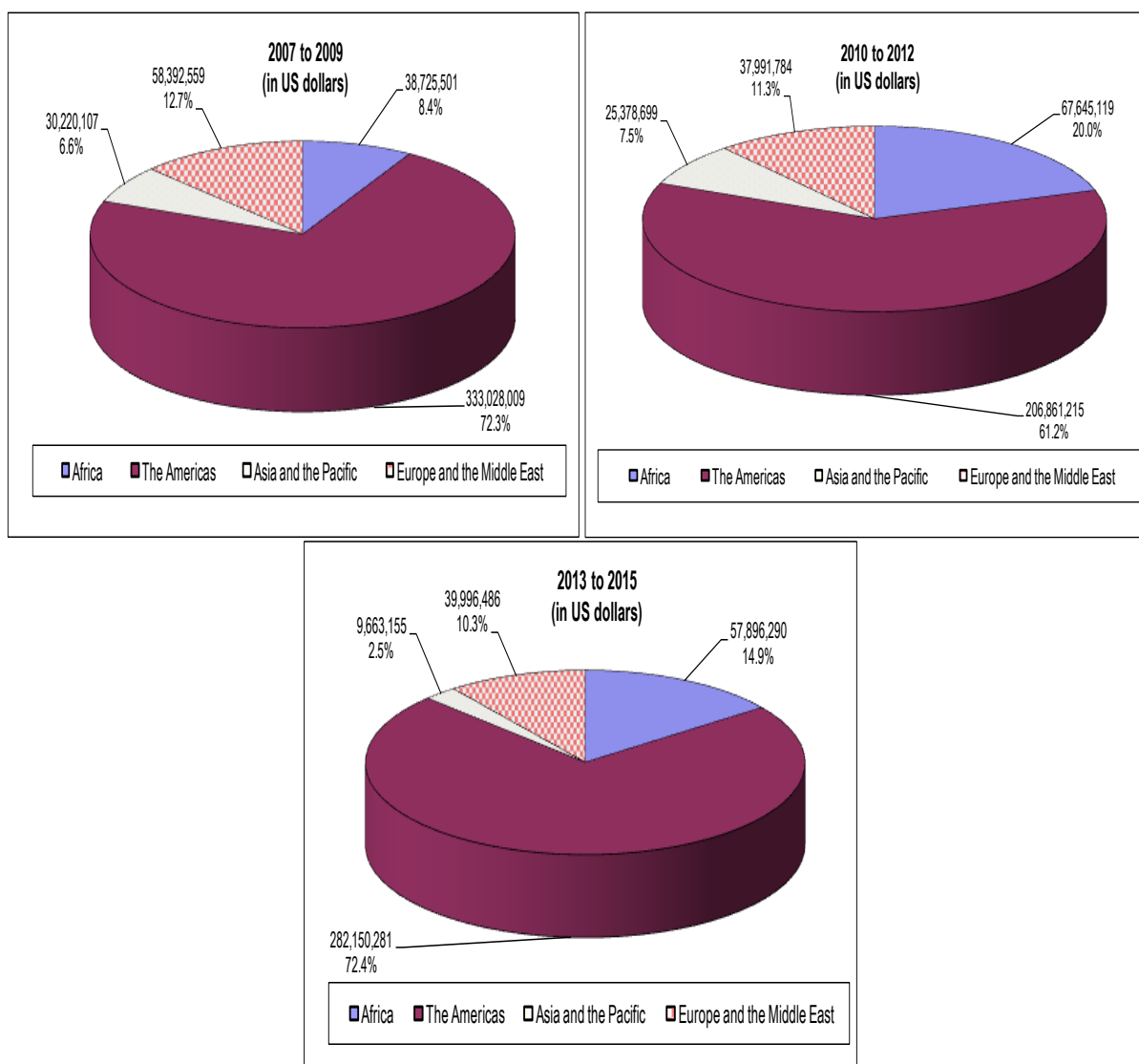
Chart 4 – Yearly Average Support Cost Rate from 2007 to 2015



Programme Delivery by Region

3.5 Total Technical Cooperation Programme delivery by geographical region is illustrated in Chart 5. The Africa Region accounted for 14.9% of the total Programme implemented in the 2013-2015 period, as compared with 20.0% and 8.4% in the 2010-2012 and 2007-2009 triennia, with a substantial programme growth in the order of 74.7% since 2007 and a small decline of approximately 14.4% in the current triennium. The Asia and Pacific Region represented 2.5% of total Programme delivery over an average ratio of 7.5% for 2010-2012 and 6.6% for the 2007-2009 period, registering a decrease of 61.9% in its programme volume in the reporting period. With an increase in Programme volume in the order of 36.4% over the last triennium, the Americas Region continued to account for the majority of the Programme delivery at 72.4% as compared to 61.2% and 72.3% in the preceding two triennia. Finally, the Europe and the Middle East region accounted for 10.3% of total Programme implementation, compared to a ratio of 11.3% and 12.7% in the previous periods, demonstrating a small programme increase of 5.3% in the triennium. The variations in the ratio of geographical distribution were influenced mainly by the number and type of requests, as well as funding made available by States.

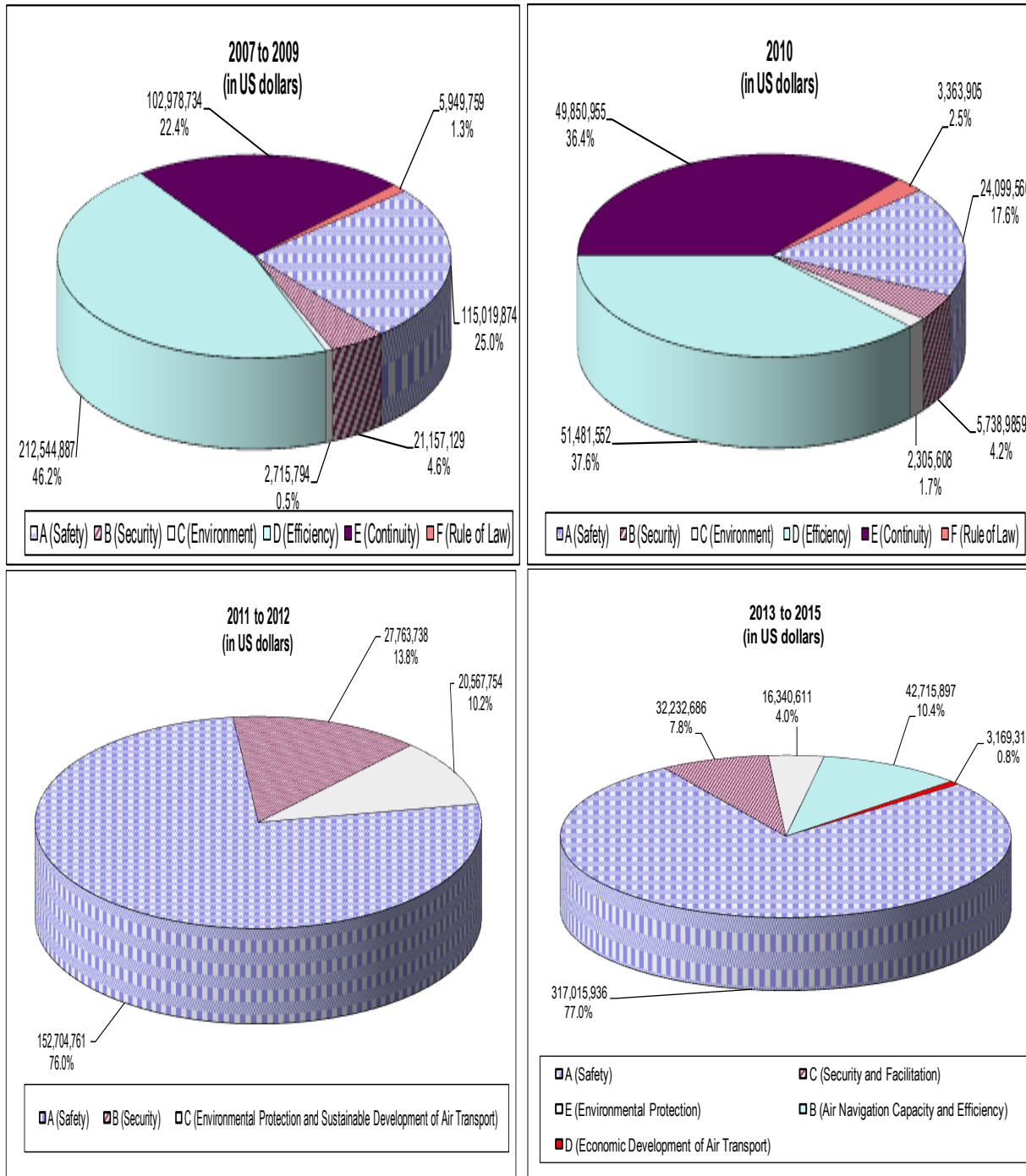
Chart 5 – Programme Delivery by Region



Programme Delivery by Strategic Objective

3.6 The distribution of the Technical Cooperation Programme by Strategic Objective provided in Chart 6 reflects the projects' overall contribution to the achievement of ICAO's objectives for the 2007-2009, 2010-2012 and 2013-2015 triennia, demonstrating the States' predominant focus on safety and air navigation priorities.

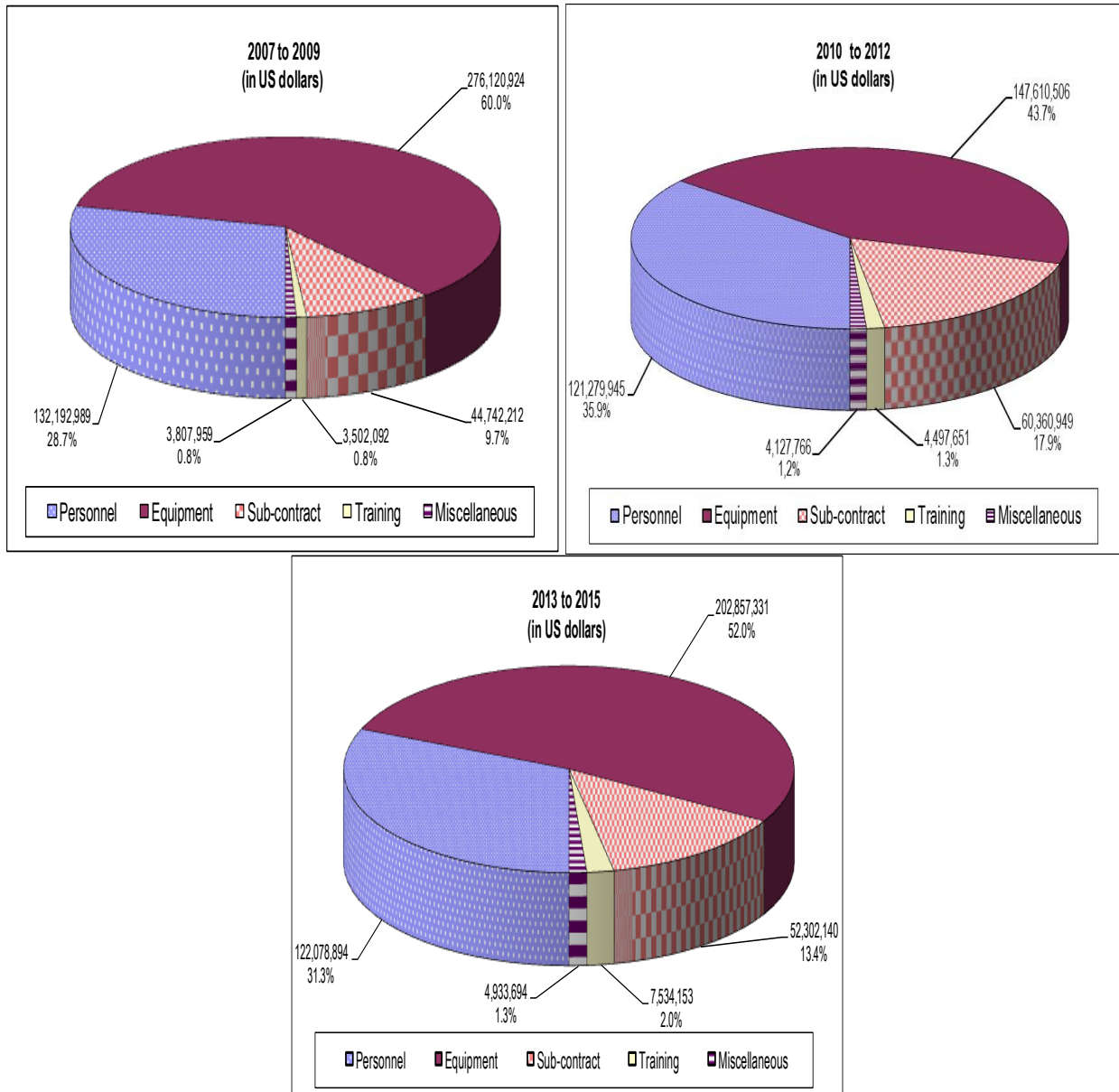
Chart 6 – Programme Delivery by Strategic Objective



Programme Delivery by Component

3.7 Distribution by Programme component has remained relatively stable, as illustrated in Chart 7. As a proportion of the total Programme, the procurement component, comprising equipment and subcontracts, continues to represent the greatest volume of activity at 65.4%, despite significant variations in expenditure over the triennia. The personnel component at 31.3% experienced a small decrease by approximately 4.6% in the last triennium, while maintaining the overall level of expenditure. Training represented an average of 1.9% of the total Programme during the triennia, experiencing a 115% increase in volume since the 2007-2009 reporting period.

Chart 7 – Programme Delivery by Component



Programme Deliverables by Component

- 3.8 Major deliverables during the 2013 to 2015 period included:
- a) the deployment of 777 international field experts, who carried out advisory missions or served as instructors or as executive personnel;
 - b) the recruitment of 2212 national experts for civil aviation administrations;
 - c) the provision of in-country training to 13657 civil aviation personnel through national and regional training courses, workshops and seminars;
 - d) the delivery of training by equipment suppliers to 1370 national personnel under procurement contracts;
 - e) the award of fellowships in the aviation field to various training institutes for 2041 national personnel under the ICAO Fellowship Programme, the Developing Countries Training Programme and Aeropuertos Españoles y Navegación Aérea (AENA)/Agencia Española de Cooperación Internacional para el Desarrollo (AECID) Fellowship and Training Programme; and
 - f) the procurement of major civil aviation equipment and services for a total of US\$251.5 million.

Table 3 – Programme Deliverables by Component

	2007 - 2009		2010 - 2012		2013 - 2015	
International field experts	1125	1851 work/months	983	1576 work/months	777	1173 work/months
National experts	4263		2462		2212	
Nationals trained in-country	6385		11541		13657	
Nationals trained by supplier	1118		945		1370	
Fellowship awards	1293		2215		2041	
Equipment and services	US\$320.9 million		US\$208.0 million		US\$251.5 million	

3.9 Details of annual operational performance results by component are provided in the Annual Reports of the Council to the Assembly, including a summary of the objectives and deliverables of major technical cooperation projects implemented during this period on an individual, sub-regional or regional basis.

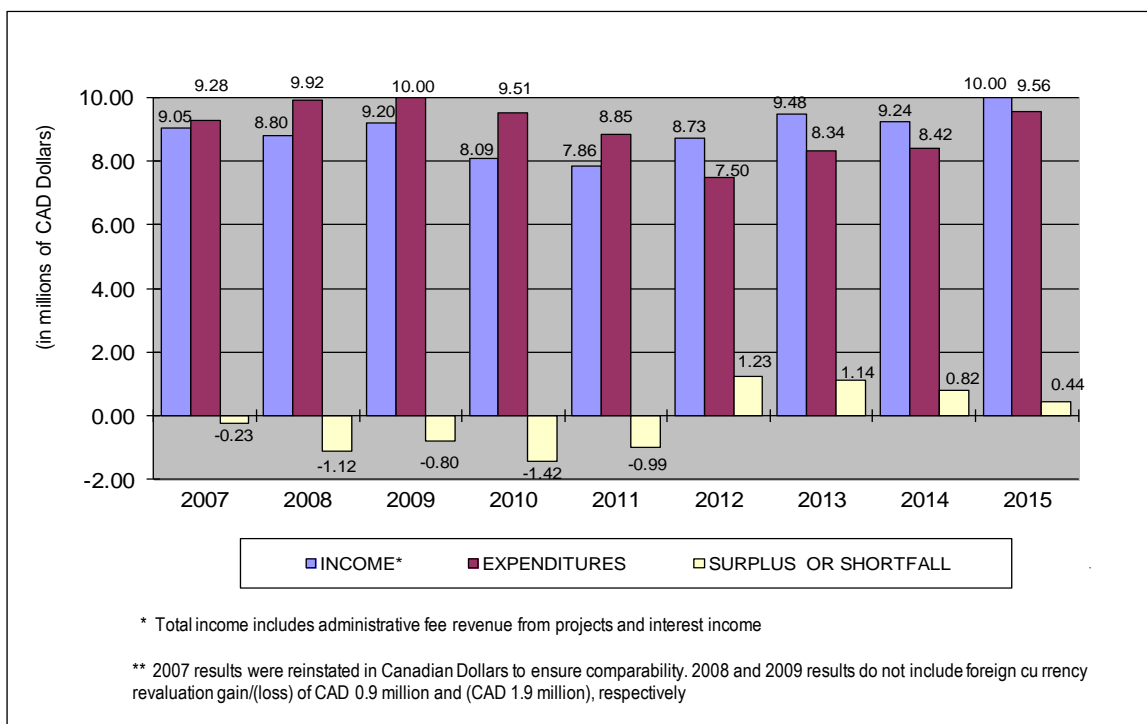
3.10 A list of Programme achievements by Strategic Objective over the 2013-2015 period is provided in Appendix A.

4. AOSC FUND INCOME AND EXPENDITURE ¹

4.1 Administrative charges levied for the execution of projects on the basis of the cost recovery principle are administered through the Administrative and Operational Services Cost (AOSC) Fund, which is utilized to meet the full cost of administration, operation and support of the Technical Cooperation Programme. It covers expenditures within TCB, including staff costs, as well as Regular Programme expenditures for services provided to TCB.

4.2 Results of operations show that the AOSC Fund has fully recovered its costs during the 2013-2015 triennium. Income exceeded expenditure by CAD 1.14 million in 2013, CAD 0.82 million in 2014 and CAD 0.44 million in 2015. Given the stability in Programme delivery impacting the volume of support costs recovered from projects, as well as an overall decrease in expenditure as a result of the implementation of a number of economy measures to curtail the deficit trend in the five consecutive years between 2007 and 2011, the AOSC Fund has ended with a surplus since 2012. The Accumulated AOSC Fund as at 31 December 2015 amounted to CAD 3.9 million.²

Chart 8 – AOSC Fund Income and Expenditure



¹ The ICAO Financial Statements are presented in Canadian Dollars from 2008 onwards. In order to ensure comparability, 2007 AOSC Fund financial results have been restated in Canadian Dollars for purposes of this report at the UN average rate of exchange for that year.

² The Accumulated AOSC Fund consists of reserve surplus funds which are used to cover possible deficits in Programme operations as well as pay, if necessary, termination indemnities to staff. Unrealized currency gains and losses of CAD 939,000 and CAD 1,939,000 for 2008 and 2009, respectively, resulting from the conversion of AOSC funds from USD to CAD at the UN rate on 31 December 2009, were deducted from the balance of the AOSC Fund, for a net impact of CAD 1.0 million.

4.3 Total expenditure includes costs charged to the AOSC Fund for support services provided by Regular Programme staff in support of the Technical Cooperation Programme, amounting to CAD 3.6 million in the 2013-2015 triennium. It also includes costs amounting to CAD 422,000 charged to the AOSC Fund for additional shared items, *inter alia* external audit fees, United Nations common costs, building insurance, after-service medical benefits, bringing the total costs recovered by the Regular Budget from the AOSC Fund in the triennium to approximately CAD 4.0 million. Costs of CAD 496,000 due annually by the Regular Budget for Procurement and Travel services provided by TCB to the Regular Programme, totalling CAD 1.5 million, could not be recovered by the AOSC Fund in the triennium.

5. COST APPORTIONMENT BETWEEN THE REGULAR PROGRAMME BUDGET AND THE AOSC FUND

5.1 In 2010 the Council adopted a new cost recovery policy to recognise the indirect costs incurred by the Regular Programme in providing support services to TCB. It was determined that costs to be recovered should be accounted in dollar terms, replacing by a yearly cash transfer from the AOSC Fund into the Regular Budget the long-standing practice of TCB's funding a number of posts located in the Regular Programme.

5.2 To implement this decision, 22 AOSC-funded posts located in the Regular Programme were absorbed by the Regular Budget in 2010, while a time survey conducted to identify the actual net time required by Regular Programme staff in providing direct support to project operations determined that costs amounting to CAD 1,202,117 be charged to TCB on a yearly basis. A mechanism for adjusting, as required, the amount to be recovered from the AOSC Fund was adopted by the Council in November 2013.

5.3 Conversely, costs incurred by TCB for Travel and Procurement services provided to the Regular Programme amounting to CAD 496,000 shall be reimbursed by the Regular Budget annually as of the 2017-2019 triennium, as reflected in the Draft Budget.

Technical Cooperation Programme Achievements by Strategic Objective

1. Major achievements for the Technical Cooperation Programme by areas of technical support to States over the 2013-2015 period include:

a) Safety

- i) Assistance in the establishment and operation of Safety Oversight Organizations and Cooperative Programmes; enhancement of safety oversight capabilities of States through the development and implementation of Corrective Action Plans (CAPs) and mitigation of Significant Safety Concerns, USOAP-identified deficiencies and other safety related findings; transition to the USOAP/CMA; support in the preparation for ICAO USOAP audits; assistance in Coordinated Validation Missions (ICVMs) and in the conduct of safety oversight inspections; development and implementation of State safety programmes (SSP) and Safety Management Systems (SMS); development, revision, translation and harmonization of civil aviation primary legislation, regulations and procedures; development, review, amendment and implementation of safety standards, procedures and long-term safety programmes; assessment, strengthening and modernization of civil aviation authorities (CAAs); enhancement of flight operations, airworthiness, accident and incident investigation, airport certification and inspection, and rescue and fire-fighting (RFF) capabilities of States; establishment of an independent accident investigation board within a newly created CAA; establishment and operations of one Accident Investigation Agency; implementation of software solutions for flight planning, licensing and meteorology control procedures; development of web-based Inspector Surveillance and Activity Tracking Systems and establishment of a Foreign Aircraft Safety Assessment Programme (FASAP) in a sub-region.
- ii) Delivery of training courses in a wide variety of safety-related subjects, including, airworthiness, flight operations, personnel licensing, aircraft accident investigation and prevention, electronic safety tools, aerodrome certification, inspection and safety, airport operations, simulator-based pilot training, Safety Management Systems (SMS), safety oversight and inspector training, transport of dangerous goods by air and ramp safety inspection data exchange (IDISR); preparation of modernization plans for training institutions and plans for the introduction of quality management systems (QMS); and assistance in the certification of Airline Transport Pilot Licenses (ATPL) training programmes.
- iii) Conduct of gap analysis against ICAO Annex 14 (Aerodromes) and on aircraft accident investigation systems; preparation of contingency plans and feasibility studies, aeronautical studies; assessment of SARPs compliance of runways; assessment of aerodromes for one State on the basis of a United Nations mandate; assistance in the preparation of Compliance Reports related to inspections of foreign aircraft; and assistance in the certification and surveillance of maintenance organizations, approved training organizations and aerodromes and in the certification of air operators.

- iv) Procurement of a flight calibration aircraft equipped with an automated flight inspection system (AFIS), ambulances, semi-permanent hangars, medical equipment, portable lighting systems, fire-fighting equipment, airport support systems and equipment; construction of a remote ramp; provision of rescue and fire-fighting (RFF) and ground marshalling services as well as provision of technical support and maintenance of airworthiness equipment and runway sweepers.

b) Security and Facilitation

- i) Regional assistance in the field of aviation security, including assistance with the rectification of USAP-identified deficiencies and other aviation security related findings, conduct of technical assistance missions and provision of inspector training and other security-related training; conduct of airport security inspections and gap analyses for aviation security programmes implementation; assessment of the effectiveness of aviation security controls and development of mitigation measures; development and revision of national aviation security regulations, procedures and guidance material; development of a Model National Civil Aviation Security Programme; establishment of an Airport Security Programme; and assessment of the organizational structure and responsibilities of national Aviation Security Inspectorates.
- ii) Enhancement of aviation security human resource capabilities of States through the conduct of international seminars, delivery of aviation security courses and workshops; provision of instructor and inspector training and other security-related training to national personnel; and establishment of a national civil aviation security training centre and assistance in the endorsement as an ICAO Aviation Security Training Centre.
- iii) Provision of consultancy services and gap analysis on the implementation of Machine-Readable Travel Documents (MRTD) systems and development of action plans for the implementation of e-border, e-visa and e-passport systems.
- iv) Procurement of security systems and equipment; assistance with the installation, maintenance, support and training in the use of software related to Smart systems; software support for check-in and boarding systems; maintenance of tomographic equipment and enhancement of dual access control system security equipment.

c) Environmental Protection

- i) Conduct of environmental, social and economic impact studies in regard to airport development projects; assistance in the preparation and development of Environmental Action Plans for the reduction of carbon dioxide emissions and in the review and amendment of Action Plans on International Aviation Greenhouse Gas Emissions Reductions and preparation of a coordinated work plan for the implementation of national response measures relating to climate change and carbon emission reductions.

- ii) Implementation of capacity-building programmes on environmental protection through the delivery of environment-related workshops; training in the area of Airport Greenhouse Gas Management and organization of international events on Environment matters.
- iii) Development of specifications for the replacement of existing primary surveillance radars/secondary surveillance radars (PSR/SSR) facilities, the area control centres (ACC) and towers of airports, with a view to applying environmental protection standards.

d) Economic Development of Air Transport

- i) Development of Civil Aviation Master Plans (CAMP), airport master plans and air traffic forecasts; review of systems for collection of airport charges and airport slot capacity; assistance in the collection of en-route air navigation charges; conduct of social and economic impact study related to international airports; development of air transport quality assurance systems; provision of expertise in air traffic economics and in the development of Air Transport Directorate structures; review and amendment of ground handling regulations and provision of legal expertise on several international legal instruments and matters relating to the civil aviation sector.
- ii) Delivery of training courses in civil aviation management and aviation policy.
- iii) Preparation of a request for qualification, a request for proposal and review and amendment of a concession agreement for a public-private-partnership (PPP) for the upgrade of an air traffic management (ATM) system in one State.

e) Air Navigation Capacity and Efficiency

- i) Development of airport feasibility studies and master plans including the expansion or modernization of international airport facilities and services; development of draft regulations for air navigation (ANS) safety oversight and review and amendment of air navigation and ground handling regulations; development of documentation for the implementation of performance based navigation (PBN); and provision of expertise in the areas of communication, navigation, surveillance and air traffic management (CNS/ATM).
- ii) Assistance in the implementation of PBN, Air Navigation Plan Facilities and Services and the REDDIG II digital network; assistance in the certification of air navigation service providers; support for the certification of advanced surface movement guidance and control systems (ASMGCS) and the certification and integration of new radars; assistance with the approval of flight procedures and PBN procedure design support.
- iii) Provision of flight information services on behalf of one State; conduct of air traffic services (ATS) safety risk assessments, including for the introduction of controller-pilot data link communication (CPDLC) and automatic dependent surveillance-contract (ADS-C) solutions and services; provision of aeronautical information services (AIS); conduct of site surveys for data collection for the

AFISNET satellite network; conduct of on-site assessments of manoeuvring and movement areas of airport terminals; and assistance in the management of the MEVA II service contract for the provision of satellite-based operational aeronautical telecommunications services.

- iv) Delivery of training courses in a wide variety of air navigation-related subjects, including air navigation policy, airport engineering (planning and construction), doppler very high frequency omni-directional radio range/distance measuring equipment (DVOR/DME) maintenance, instrument landing system (ILS) maintenance, automatic dependent surveillance-broadcast (ADS-B) systems, nav aids installation and operation, airport terminal operation, automatic radar terminal system (ARTS), PBN implementation and procedure design, radar approach control, search and rescue, CNS/ATM, aeronautical meteorology and air navigation services (ANS) as well as workshops on quality assurance for PBN implementation; and provision of factory technical and operational training and on-the-job training to maintenance personnel.

- v) Procurement of equipment and services for the modernization of airports and contingency, including mobile towers, primary and secondary radars and area control centres, voice switching, very-high frequency (VHF) communications systems, including automatic terminal information services (ATIS) for approach and aerodrome control, VHF communication equipment for area control, aeronautical telecommunication network (ATN), radio links, audio recording system associated with the ATC voice control system (VCS), instrument landing systems (ILS), VHF omnidirectional radio range (VOR), air traffic management (ATM) systems, geographic information systems (GIS), distance measuring equipment (DME), aeronautical message handling systems (AMHS), automated weather observing systems (AWOS); and development of technical specifications, conduct of site acceptance tests and provision of on-the-job training to maintenance personnel.

**A39-xx: Consolidated statement of ICAO policies
on technical cooperation and technical
assistance**

~~Whereas measures towards a new policy have been approved by the Council for technical support, in the form of technical assistance and technical cooperation and endorsed by the 38th Session of the Assembly policy have been applied and A33-21, reconfirmed by A35-20, directed the Council to prepare for its consideration a consolidated resolution regarding all technical cooperation activities and programmes;~~

Whereas “Technical Assistance” is any assistance provided by ICAO to States, which is funded by the Regular Budget and/or Voluntary Funds, and implemented through any Bureau/Office depending on the nature and duration of the project; (*new*)

Whereas “Technical Cooperation” is any project requested and funded by States and/or Organizations and implemented through the Technical Cooperation Bureau on a cost-recovery basis, where all the direct and indirect costs related to the project are recovered; (*new*)

The Assembly:

1. *Resolves* that the Appendices attached to this resolution constitute the consolidated statement of ICAO policies on technical cooperation and technical assistance, as these policies exist at the close of the ~~36th~~ 39th Session of the Assembly;
2. *Declares that* this resolution supersedes ~~A16-7, A24-17, A26-16, A27-18, A27-20, A35-20 and A35-21~~ A36-17.

APPENDIX A

The ICAO Technical Cooperation and Technical Assistance Programmes

Whereas the growth and improvement of civil aviation can make an important contribution to the economic development of States;

Whereas civil aviation is important to the technological, economic, social and cultural advancement of all countries and especially of developing countries and their subregional, regional and global cooperation;

Whereas ICAO can assist States in advancing their civil aviation and at the same time promote the realization of its Strategic Objectives;

Whereas Resolution 222 (IX)A of 15 August 1949 of the United Nations Economic and Social Council, approved by the General Assembly in its Resolution of 16 November 1949 and endorsed by the ICAO

Assembly in its Resolution A4-20, entrusted all Organizations of the United Nations system to participate fully in the Expanded Programme of Technical Assistance for Economic Development, and that ICAO, as the United Nations specialized agency for civil aviation, began the execution of technical cooperation and technical assistance projects in 1951 with funding from the United Nations Special Account for Technical Assistance, established pursuant to the above Resolution;

Whereas the large deficits experienced from 1983 to 1995 required the definition of a new policy on technical cooperation and technical assistance and a new organizational structure for the Technical ~~Co-operation~~ Cooperation Bureau;

Whereas the implementation of the New Policy on technical cooperation and technical assistance, endorsed by the 31st Session of the Assembly, based on the progressive implementation of the core staff concept, the integration of the Technical ~~Co-operation~~ Cooperation Bureau into the Organization's structure, and the establishment of the ICAO Objectives Implementation Funding Mechanism, as well as the new organizational structure for the Technical ~~Co-operation~~ Cooperation Bureau implemented in the 1990s, significantly reduced costs and substantially improved the financial situation of the Technical Cooperation and Technical Assistance Programmes;

Whereas the objectives of the New Policy emphasized the importance of the Technical Cooperation and Technical Assistance Programmes in the global implementation of ICAO Standards and Recommended Practices (SARPs) and Air Navigation Plans (ANPs) as well as the development of the civil aviation infrastructure and human resources of developing States in need of technical cooperation or technical assistance from ICAO;

Whereas standardization and monitoring of SARPs implementation remain important functions of the Organization and emphasis has been placed on ICAO's role towards implementation and support to Contracting States; (*moved*)

Whereas A35-21 encouraged the Council and the Secretary General to adopt a structure and mechanism that would use commercially oriented practices to allow fruitful partnerships with funding partners and recipient States;

Whereas the Council agreed that greater operational flexibility should be accorded to the Technical ~~Co-operation~~ Cooperation Bureau with the appropriate oversight and control over technical cooperation and technical assistance activities;

Whereas all technical cooperation activities of the Organization continue to be based on the principle of cost recovery and measures should be taken to minimize administrative and operational costs to the extent possible;

Whereas the Technical Cooperation and Technical Assistance Programmes and related Administrative and Operational Services Cost (AOSC) Fund income for the triennium and beyond cannot be estimated with precision and can vary substantially based on various factors outside ICAO's control; (*new*)

Whereas the Council adopted a policy on cost recovery concerning the apportionment of costs between the Regular Budget and the AOSC Fund for services provided by the Regular Programme to the Technical Cooperation Bureau and for services provided by the Technical Cooperation Bureau to the Regular Programme. (*new*)

~~Whereas standardization and monitoring of SARPs implementation remain important functions of the Organization and emphasis has been placed on ICAO's role towards implementation and support to Contracting States. (moved)~~

The Assembly:

Technical Cooperation and Technical Assistance Programmes

1. *Recognizes* the importance of the Technical Cooperation and Technical Assistance Programmes for promoting the achievement of the Strategic Objectives of the Organization;
2. *Reaffirms* that the Technical Cooperation and Technical Assistance Programmes, implemented within the rules, regulations and procedures of ICAO, is a permanent priority activity of ICAO that complements the role of the Regular Programme in providing support to States in the effective implementation of SARPs and ANPs as well as in the development of their civil aviation administration infrastructure and human resources;
3. *Reaffirms* that, within the existing financial means, the ICAO Technical Cooperation and Assistance Programmes should be strengthened, at Regional Office and field level, in order to allow the Technical ~~Co-operation~~ Cooperation Bureau to play its role more efficiently and effectively with the understanding that no increase in project costs will be incurred;
4. *Reaffirms* that the Technical ~~Co-operation~~ Cooperation Bureau is one of the main instruments of ICAO to assist States in remedying their deficiencies in the field of civil aviation for the benefit of the international civil aviation community as a whole;
5. *Affirms* that improved coordination of ICAO's technical cooperation and technical assistance activities should be achieved through clear delineation of each Bureau's mandate and activities, and enhanced cooperation, as well as closer coordination of the Technical Cooperation and Technical Assistance Programmes and other ICAO assistance programmes for the avoidance of duplication and redundancy;
6. *Reaffirms* that, in the event that the ~~Administrative and Operational Services Cost (AOSC)~~ operation for any given financial year ends in a financial deficit, such deficit should first be met from the accumulated surplus of the AOSC Fund and a call for support from the Regular Programme Budget would be the last resort;
7. *Requests* the Secretary General to implement greater efficiency measures leading to a gradual reduction of administrative support costs charged to technical cooperation and technical assistance projects;
8. *Reaffirms* that that costs recovered by the Organization for support services provided to the Technical Cooperation Bureau must be directly and exclusively related to project operations in order to keep administrative support costs to a minimum; *(new)*

ICAO as the recognized agency for civil aviation

9. *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 in the field of technical cooperation and technical assistance, and *requests* the Secretary General to continue communication with such entities and with potential recipient States, with a view to allocating funds for the development of civil aviation, using ICAO as executing agency;

10. *Recommends* to States receiving bilateral or other government-sponsored aid to consider the value of using the ICAO Technical Cooperation and Technical Assistance Programmes in helping to support implement their programmes related to civil aviation; (*new*)

Expansion of ICAO Technical Cooperation and Technical Assistance Activities

11. *Reaffirms* that in adopting commercially oriented practices for the Technical Cooperation Bureau, there is a need to ensure that the good reputation of ICAO is maintained;

12. *Reaffirms* the need to expand the provision of technical cooperation and technical assistance by ICAO to the non-State entities (public or private) directly involved in civil aviation, in furtherance of ICAO Strategic Objectives, such cooperation and assistance to encompass, inter alia, those activities that were traditionally provided by national civil aviation administrations and are being privatized to some degree, where the State shall, nonetheless, continue to be responsible under the Chicago Convention for the quality of the services provided and their compliance with ICAO SARPs, and *requests* the Secretary General to inform the civil aviation authority concerned of the technical aspects of the project immediately upon the start of negotiations with non-State entities;

13. *Reaffirms* that ICAO should expand the provision of technical cooperation and technical assistance services, upon request, to non-State entities (public and private) that are implementing projects in Contracting States in the field of civil aviation which aim at enhancing the safety, security and efficiency of international air transport, and *directs* the Secretary General to consider, on a case-by-case basis, the requests of such entities for ICAO cooperation and assistance in the traditional technical cooperation and technical assistance areas, with particular regard to project compliance with ICAO SARPs and, as applicable, to relevant national policies and regulations promulgated by the recipient State;

Technical Cooperation and Technical Assistance Agreements

14. *Reaffirms* that ICAO, within the framework of its Technical Cooperation and Technical Assistance Programmes, uses Trust Fund (TF) Agreements, Management Services Agreements (MSA), the Civil Aviation Purchasing Service (CAPS) and other framework agreements and funding arrangements as may be necessary to provide maximum cooperation and assistance to stakeholders implementing civil aviation projects; and

15. *Views with satisfaction* the initiative of States to make greater use of these arrangements to obtain technical and operational cooperation and technical assistance in the field of civil aviation.

APPENDIX B**Funding of the Technical Cooperation and Technical Assistance Programmes**

Whereas funds available for technical cooperation and technical assistance in the field of civil aviation are insufficient to meet the needs of civil aviation, especially in the developing countries;

Whereas the Technical Cooperation Programme, with few exceptions, is funded by developing countries providing funds for its own projects; *(new)*

Whereas the Technical Assistance Programme is funded through ICAO Voluntary Funds and through the Regular Budget of the Organization; *(new)*

Whereas civil aviation administrations of Least Developed Countries are, in particular, those needing the most support while, at the same time, relying mostly on financial institutions and sector industry to fund their technical cooperation projects;

Whereas UNDP funding is directed mainly to development sectors other than civil aviation, and its financial contribution to civil aviation activities has considerably decreased to a level where it represents less than one per cent of the ICAO Technical Cooperation and Technical Assistance Programmes, but UNDP continues to provide administrative support to ICAO at the country level;

Whereas rapid technical development in civil aviation requires from developing States substantial expenditures in aviation ground facilities to match that development, and continues to increase requirements for training of national aeronautical personnel that are beyond their financial resources and training facilities;

Whereas the Assembly introduced the ICAO Objectives Implementation Funding Mechanism with a view to mobilizing additional resources for technical cooperation and technical assistance projects identified as required to support the implementation of SARPs and the facilities and services listed in the ANPs, as well as the implementation of ICAO audit-related recommendations and the rectification of identified deficiencies;

Whereas funding institutions expect from those implementing the projects they finance, expedient and effective project execution as well as detailed and real-time information on project activities and finances;

~~*Whereas* the Assembly established the International Financial Facility for Aviation Safety to encourage voluntary contributions for projects aiming at the rectification of safety-related deficiencies; *(deleted)*~~

The Assembly:

~~1. *Recognizes and encourages* the action taken by the Council in the field of technical cooperation, which has been effectively provided with the limited funds available and making use of all available appropriate funding sources and facilities; *(deleted)*~~

1. *Requests* financing institutions, donor States and other development partners, including the industry and the private sector, to give higher priority to the development of the air transport sub-sector in developing countries and *requests* the President of the Council, the Secretary General and the Secretariat to intensify their contacts with the United Nations, including UNDP, to increase ~~its~~ *their* contribution to ICAO's technical cooperation and technical assistance projects;

2. *Draws the attention* of financing institutions, donor States and other development partners to the fact that ICAO is the Specialized Agency of the United Nations concerned with civil aviation and, as such, is accepted by the United Nations as the expert authority in carrying out technical cooperation and technical assistance for developing countries in civil aviation projects;
3. *Urges* Contracting States that are associated with funding sources to draw the attention of their representatives to these organizations towards the value of providing cooperation and assistance to civil aviation projects, particularly where these are necessary for the provision of the vital air transport infrastructure and/or the economic development of a country;
4. *Urges* Contracting States to give high priority to civil aviation development and, when seeking external cooperation and assistance for this purpose, to stipulate to financing institutions through an appropriate level of government that they wish ICAO to be associated as executing agency with civil aviation projects which may be funded;
5. *Encourages* the actions of developing countries in seeking funds for the development of their civil aviation from all appropriate sources to complement funds available from national budgets, financial institutions, donor States and other development partners so that such development may progress at the maximum feasible rate;
6. *Recognizes* that extra-budgetary contributions from donors will allow the Technical Cooperation and Technical Assistance Programmes to expand its services to States in relation to safety, air navigation security, environmental protection and efficiency in civil aviation, thus further contributing to the achievement of the Strategic Objectives, in particular to the implementation of SARPs and the rectification of deficiencies identified by audits;
7. *Authorizes* the Secretary General to receive, on behalf of the ICAO Technical Cooperation and Technical Assistance Programmes, financial and in-kind contributions to technical cooperation and technical assistance projects, including voluntary contributions in the form of scholarships, fellowships, training equipment and funds for training, from States, financing institutions and other public and private sources and to act as an intermediary between States regarding the granting of scholarships, fellowships and provision of training equipment;
8. *Urges* those States which are in a position to do so to provide additional funds to the ICAO Technical Cooperation and Technical Assistance Programmes through the ICAO Voluntary Funds for the provision implementation of civil aviation projects fellowships in cash or in kind;
9. *Encourages* States and other development partners, including the industry and the private sector, to contribute to the ICAO Objectives Implementation Funding Mechanism which allows them to participate in the implementation of ICAO's civil aviation projects; and
10. *Requests* the Council to advise and assist developing countries to secure the support of financing institutions, donor States and other development partners in implementing ICAO regional and subregional safety and security programmes, such as the Cooperative Operational Safety and Continuing Airworthiness Programme (COSCAP) and Cooperative Aviation Security Programme (CASP).

APPENDIX C

Implementation of the Technical Cooperation and Technical Assistance Programmes

Whereas the aim of ICAO is to ensure the safe and orderly growth of international civil aviation throughout the world;

Whereas the implementation of technical cooperation and technical assistance projects complements the Regular Programme efforts towards the achievements of ICAO's Strategic Objectives;

Whereas Contracting States increasingly call upon ICAO to provide advice, technical cooperation and technical assistance to implement SARPs and develop their civil aviation through the strengthening of their administration, the modernization of their infrastructure and the development of their human resources;

Whereas, on an urgent basis, there is a need for effective follow-up and remedial action as a result of the ICAO Universal Safety Oversight Audit Programme/Continuous Monitoring Approach (USOAP CMA) and Universal Security Audit Programme (USAP) audits in order to provide support to States in addressing the identified deficiencies, including Significant Safety and Security Concerns;

Whereas extra-budgetary funding provided to the Technical Cooperation and Technical Assistance Programmes allows ICAO, through its Technical ~~Co-operation~~ Cooperation Bureau, to provide initial support to States ~~requiring assistance~~ to address the deficiencies identified in through the USOAP CMA, ICAO Coordinated Validation Missions (ICVMs) and USAP audits;

Whereas implementation of projects in compliance with ICAO SARPs by the Technical ~~Co-operation~~ Cooperation Bureau or any other third party outside ICAO results in substantially enhanced safety, security and efficiency of civil aviation worldwide;

Whereas ex-post evaluations could constitute a valuable tool for establishing the impact of projects on aviation and for the planning of future projects;

Whereas non-State entities (public and private) implementing projects for Contracting States in the field of civil aviation increasingly call upon ICAO, through the Technical ~~Co-operation~~ Cooperation Bureau, to provide advice, technical cooperation and technical assistance in the traditional technical cooperation and technical assistance fields and ensure project compliance with ICAO SARPs;

The Assembly:

1. *Draws the attention* of Contracting States requesting technical cooperation and technical assistance to the advantages to be derived from well-defined projects based on civil aviation master plans;
2. *Draws the attention* of Contracting States to the cooperation and assistance provided through subregional and regional projects executed by ICAO, such as COSCAPs and CASPs and *urges* the Council to continue to give high priority to management and implementation of such projects through the Technical Cooperation and Technical Assistance Programmes in view of the great benefit such projects represent;
3. *Urges* States to give high priority to the training of their national civil aviation technical, operational and management personnel through the development of a comprehensive training programme

and *reminds* States of the importance of making adequate provision for such training and of the need to provide suitable incentives to retain the services, in their respective fields, of such personnel after they have completed their training;

4. *Encourages* States to concentrate their efforts upon the further development of existing training centres and to support Regional Training Centres which are located in their area for the advanced training of their national civil aviation personnel where such training is not available nationally, so as to promote a self-reliant capability within that region;

5. *Urges* States receiving technical cooperation and technical assistance through ICAO to avoid project implementation delays by ensuring timely decisions regarding experts, training and procurement components in accordance with the terms of the project agreements;

6. *Draws the attention* of Contracting States to the Civil Aviation Purchasing Service (CAPS), which is a facility provided by ICAO to developing countries to purchase high value items of civil aviation equipment and to contract for technical services;

7. *Requests* that Contracting States, in particular, developing countries, encourage fully qualified technical experts to apply for inclusion in ICAO's Technical Cooperation and Technical Assistance Programmes' roster of experts;

8. *Encourages* States to make use of the quality assurance services offered by the Technical ~~Co-
operation~~ Cooperation Bureau, on a cost-recovery basis, for the supervision of projects implemented by third parties outside the Technical Cooperation and Technical Assistance Programmes of ICAO, including the review of their compliance with ICAO SARPs; and

9. *Encourages* States and donors to include, and provide funding for, ex-post evaluations of their civil aviation projects as an integral part of project planning and implementation.