



**Item 6A**  
**of the agenda: Governance**

**STRONG GOVERNANCE, SEAMLESS AND COHESIVE, WITH A UNIFIED VISION AS A KEY FACTOR FOR THE GROWTH OF CIVIL AVIATION**

Working Paper presented by Colombia, "*The Country of Beauty*"

**SUMMARY**

This study note highlights the importance of a global vision with unified governance principles among the States of the Latin American and Caribbean region—seamless and well-integrated rooted in inter-State relations and characterized by mutual cooperation and collaboration to drive positive outcomes, foster development and sustainability, and ensure the achievement of shared objectives.

It emphasizes the need for closer engagement among States to reflect on and define actions aimed at establishing a governance framework free of fragmentation, effectively contributing to optimal socio-economic development across the regions.

**Referencias:**

- The Governance of Civil Aviation Authorities in Latin American Countries. Evidence From ICAO’s North American, Central American and Caribbean and South American Regions. OECD Regulatory Policy. Working Papers September 2022. No 19
- OECD (2014), The Governance of Regulators, OECD Best Practice Principles for Regulatory Policy, OECD
- Gobernanza para el Desarrollo en América Latina y el Caribe. Recomendaciones a partir de los diálogos promovidos por CAF y PNUD. 2024

**ICAO**  
**Strategic**  
**Objectives: All**

- Every flight is safe (Safety and Security).
- Aviation is environmentally sustainable.
- Aviation provides smooth, accessible, and reliable mobility for all.
- No country is left behind.
- The International Civil Aviation Convention and other Treaties, Laws, and Regulations address all challenges.
- The economic development of air transport ensures economic prosperity and social well-being for all.

## 1. Introduction

1.1 The International Civil Aviation Organization (ICAO) has developed the Strategic Plan 2026-2050 in response to the surge in air traffic following the post-pandemic recovery. This plan addresses the facilitation challenges arising from this growth, as well as new operational safety concerns, the need for efficiency in handling highly automated aircraft movements, additional security and cybersecurity challenges, the transition to cleaner energy sources, and the prioritization of efforts to mitigate the effects of climate change.

1.2 The Organization for Economic Cooperation and Development (OECD), in a study on the governance of Civil Aviation Authorities in Latin American countries<sup>1</sup>, recognizes that good governance of regulatory bodies strengthens their legitimacy and integrity. It serves as a fundamental element for making technical and objective decisions, both during periods of growth and in times of crisis, such as the COVID-19 pandemic, which had a significant impact on global aviation.

1.3 The OECD highlights that effective governance structures encourage regulators to improve outcomes for the community in an honest, fair, and efficient manner, within the limits of their legal framework and the objectives set by the government. Proper governance structures support the general principles of good regulation<sup>2</sup>.

1.4 Expanding this concept for broader application across the countries of South America, North America, Central America, and the Caribbean, it is proposed that mutual cooperation and collaboration among States should aim to develop equitable strategies that drive market growth and leverage each country's strengths. This can be achieved through the implementation of best practices, ensuring better market performance, and promoting innovation, connectivity, and business competitiveness.

1.5 The United Nations Development Programme (UNDP) highlights, among other aspects, that enhancing state capacity and improving legitimacy levels require strengthening human resources, optimizing the development and adaptation of administrative processes, including digital capabilities, and reinforcing ethical and democratic values<sup>3</sup>.

1.6 These practices should also be applied to international organizations, including ICAO itself. When ICAO separates its strategies for the Caribbean and South America—despite there being a single market and unified harmonization—it effectively creates a hinge within the continent.

## 2. Discussion

2.1 The exercise conducted by the OECD, based on a mapping of governance mechanisms among 29 civil aviation authorities in Latin American and Caribbean countries, along with the regions of South America, North America, Central America, and the Caribbean, as part of the ICAO, yielded results in the measurement of governance indicators. These indicators were related to, among other factors: the level of independence of civil aviation authorities, regulatory policy and governance, operational and financial autonomy, leadership, accountability, and performance reporting.

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<sup>1</sup> OECD The Governance of Civil Aviation Authorities in Latin American Countries. Evidence From ICAO's North American, Central American and Caribbean and South American Regions. Regulatory Policy. Working Papers September 2022. No 19. Page 6.

<sup>2</sup> OECD The Governance of Regulators, Best Practice Principles for Regulatory Policy. 2014. Page 23

<sup>3</sup> Gobernanza para el Desarrollo en América Latina y el Caribe. Recomendaciones a partir de los diálogos promovidos por CAF y PNUD. 2024. Pág. 20.

2.2 These results generally identified that technical and financial autonomy, as well as independence in regulatory policy and governance, can be crucial for maintaining public trust. This is especially true when both the government and private entities are regulated under the same framework, and when decisions made by regulatory agencies have significant economic impacts on the regulated parties.

2.3 Similarly, it highlights that strong leadership agreements can prevent potential conflicts of interest and, therefore, strengthen the independence of the governing board or head of the organization. Well-designed accountability instruments, along with performance reports, provide information and opportunities for proper stakeholder contributions; they also allow for demonstrating the authority's effectiveness and drive improvements.

2.4 According to the OECD, effective governance structures encourage regulators to improve outcomes for the community in an honest, fair, and efficient manner, within the boundaries of their legal framework and the objectives set by governments. Appropriate governance structures support the general principles of good regulation. The OECD (2005) recommended that good regulation should support eight key objectives and outlines seven (7) principles for best practices in the governance of regulators.

2.5 The States of Latin America and the Caribbean need to improve the management and design of human resources selection based on merit, performance evaluation, and competitive salaries. Additionally, it is necessary to align the skills and competencies of public staff with a strategic and innovative vision, while promoting the development of collaborative values. Furthermore, there is a need to strengthen the techniques and tools for long-term policy planning with intersectoral approaches, which allows for a comprehensive and continuous approach to the Sustainable Development Goals (SDGs) agenda. By strengthening human resources, public policies can be formulated and monitored under standards and indicators that enable their evaluation<sup>4</sup>.

2.6 The main question is how, within the governance of the ICAO, we can eliminate the hinge and unify the strategy between the CAR and SAM regions to have clarity on which operators and North-South flows, understood as Latin American energy, can potentially make greater connections, service frequencies, and cost optimization that drive greater benefits for users and foster higher economic development in the regions.

### 3. **Suggested Action**

3.1 The Meeting is invited to:

- a) Hold a meeting of the states from the CAR and SAM regions, along with other stakeholders, to analyze the present and future of the air commercial exchange between the markets of these regions and between the Americas, the Caribbean, Europe, and Asia, for both passengers and cargo. The goal is to propose an action plan and strategies to implement a regional governance system without fragmentation, fostering best practices in the countries, including a risk and vulnerability analysis of the system that may affect its development.
- b) Apply Measurement Mechanisms that include the OECD proposed Indicator Methodology on Governance of Sectoral Regulators.

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- c) Develop meetings for socialization and ownership of governance policies and agreements reached jointly for the implementation of seamless governance.

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