



WORKING PAPER

ASSEMBLY — 40TH SESSION

EXECUTIVE COMMITTEE

Agenda Item 19: Increasing the efficiency and effectiveness of ICAO

**INNOVATING AT ICAO TO MORE EFFECTIVELY RESPOND TO EMERGING ISSUES,
MOBILIZE RESOURCES, AND ENSURE NO COUNTRY IS LEFT BEHIND**

(Presented by the United States)

EXECUTIVE SUMMARY

The aviation sector is evolving at a rapid pace and so are Member States' expectations of ICAO. Just as inadequate infrastructure limits an airport's capacity, ICAO's traditional business practices may inhibit the Organization from keeping up with the sector into the future. Therefore, ICAO must:

- 1) embrace and exemplify the best practices of international organization management and oversight;
- 2) improve ICAO's ability to advance its core missions of safety and security, and address key emerging issues;
- 3) develop innovative partnerships with a broader range of stakeholders; and
- 4) show that ICAO satisfies the requirements of a broader range of donors in order to tap into additional funding sources.

This modernization will not only help ICAO maximize benefits to Member States within its limited budget, it will help the Organization attract the additional funding that Member States need for capacity building and technical assistance to improve effective implementation rates and ensure no country is left behind.

Action: The Assembly is invited to:

- a) consider the proposal in part 3 of this WP to modernize ICAO's management and oversight; and
- b) adopt the resolution as set out in Appendix A to this paper.

<i>Strategic Objectives:</i>	This working paper relates to all five of ICAO's Strategic Objectives of enhancing global aviation safety, increasing the capacity and efficiency of the global civil aviation system, strengthening global civil aviation security and facilitation, fostering the development of a sound and economically viable civil aviation system, and minimizing the adverse environmental impacts of civil aviation activities.
<i>Financial implications:</i>	None
<i>References:</i>	None

1. **CONTEXT: AVIATION IS A DYNAMIC SECTOR THAT NEEDS A DYNAMIC ICAO**

1.1 Since the International Civil Aviation Organization (ICAO) was established 75 years ago, much has changed in the aviation sector. Aircraft, airport infrastructure, air traffic control systems, oversight authorities, aviation security systems, and environmental measures have been created, tested, refined, and redefined to meet new requirements and operating parameters. With the expected doubling of air passengers in the next 20 years, we can expect all of these things to continue to adjust to the increasing demand for air services.

1.2 The United States recognizes the challenges of improving and maintaining safety and security oversight, and promoting implementation of the highest standards, in a constantly changing environment. In the past, the relatively slow pace of the development and rollout of new standards and global aviation programs enabled consensus building at ICAO. However, the accelerating pace of innovation and growth of civil aviation operations worldwide is challenging this process. While ICAO continues to develop policies and standards, audit effective implementation, and build capacity to match the pace of demand, it is increasingly doing so at the expense of consensus building and the standards of excellence that we associate with the Organization. A dynamic and evolving aviation sector needs an ICAO that is agile, responsive, and capable of delivering timely results, while also ensuring that the Organization maintains the reputation for excellence and expertise it has developed over many decades.

2. **TIME FOR CHANGE**

2.1 The United States recognizes that ICAO has worked diligently in recent years to modernize its internal practices to provide timely support to the aviation community, including through the development of new or improved electronic tools, and enhanced policies and programs. At the same time, increasing the pace of ICAO's responsiveness without making corresponding operational and organizational changes can come at the cost of quality and consensus. ICAO must make changes to its internal operating procedures and continually enhance the organizational culture to ensure that high standards are maintained, in the following ways:

- a) embrace and exemplify the best practices of international organization management and oversight;
- b) improve ICAO's ability to advance its core missions of safety and security, and address key emerging issues in the aviation sector; including by strengthening coordination mechanisms within and across the ICAO Bureaus, and considering reorganizational needs;
- c) develop innovative partnerships and ways of working with a broader range of stakeholders, including experts provided by States, who can help ensure that a high level of quality and consensus are maintained; and
- d) show that ICAO can satisfy the requirements of a broader range of donors in order to tap into additional funding sources.

2.2 These improvements will not only help ICAO maximize its responsiveness to Member States within its limited budget, this modernization will help the Organization attract the funding that Member States need for training, capacity building and technical assistance in order to elevate effective implementation rates and ensure no country is left behind.

3. ACTION

3.1 The Assembly should request that the ICAO Council and Secretary General, within their respective competencies, take concrete steps in the areas outlined below and report on the impact of these measures at the next Assembly:

a) **Transparency for Inclusiveness and Better Decision Making:** ICAO should expand access to ICAO information, meeting documents, resolutions, decisions, minutes, reports, documents, and publications for Member States, stakeholders, and the public through increased use of ICAO's public web site. The Council and Secretary General should ensure that the decisions and minutes of the Council are accurate reflections of statements made at Council and other meetings, and that transcripts of the Council meetings are available to Council members at their request. ICAO should consider the possibility of webcasting Council and certain other high-level meetings, as is the practice at the UN General Assembly, the UN Security Council and other UN specialized agencies. Security-related and industrial proprietary information shared with ICAO must continue to be protected.

b) **Positive Work Environment for High Performance:** ICAO should spare no efforts to promote a safe, healthy, ethical, and friendly work place that values cultural and gender diversity and is free of abuse, bullying, harassment, retaliation, and corruption. This will make ICAO a more attractive employer, facilitate recruitment, and improve the staff's morale, performance, and commitment to the Organization. ICAO should effectively implement the Framework on Ethics approved by the Council in 2018 and the new policy of Protection Against Retaliation approved by the Council in 2019. ICAO should update these and other ethics policies on a regular basis to align them with best practices in the UN system, and should continue to strengthen oversight mechanisms and accountability.

c) **Leveraging Partnerships for a Better Future:** ICAO should develop innovative new partnerships with stakeholders to collaborate more closely on existing and emerging aviation issues. To do this, ICAO should develop models in which the private sector can bring their resources to bear and cooperate with ICAO in discrete areas of mutual interest. As much as possible the partnerships should be well-defined, with specific goals and outcomes. The role of private sector participants in such partnerships needs to be clear and avoid conflict of interest. ICAO can never possess all the knowledge and expertise necessary to manage every challenge facing international civil aviation. Even Member States' regulatory authorities struggle to keep pace with the rapid pace of technology development and deployment. Stakeholders can bring knowledge, expertise, resources, and diverse perspectives to bear and contribute to solving a variety of problems facing international civil aviation today and tomorrow. This is especially true for new technologies and problems that require a multidisciplinary approach.

d) **Effectiveness of ICAO:** ICAO should demonstrate that it delivers what Member States need on a timely basis and uses all available resources for the greatest benefit to Member States and the aviation sector in a cost-effective manner. While ICAO needs to be able to move more quickly, this pace must be accompanied by changes in how the Organization manages stakeholder coordination and feedback, and builds consensus. ICAO should develop a plan to identify and implement, subject to approval by the Council, improvements to the Organization's program management processes. These improvements should emphasize building better program management skills, strengthening coordination mechanisms within and across the working structure, and consideration of possible structural reorganization of the Secretariat along functional lines. ICAO should seek an independent assessment of its organizational effectiveness that can help identify steps the Organization can take to improve productivity and delivery. ICAO could ask the Multilateral Organization Performance Assessment Network (MOPAN), which

evaluates the effectiveness of multilateral organizations, to do an assessment in 2021 that could feed into the development of ICAO's draft Business Plan for the 2022-2024 Triennium.

e) **Expanding Resources for Delivery:** Through these organizational and operational improvements, ICAO will be able to better demonstrate that it meets public and private donors' requirements for voluntary contributions and development assistance funds. Donors look to an organization's track record of high-quality capabilities and performance when making decisions about funding. These improvements can help ICAO demonstrate that it can satisfy the requirements of a broader range of donors, and reduce ICAO's need to increase its efforts toward mobilizing resources. Member States' aviation agencies and aviation-focused regional organizations composed of Member States are already the first source of voluntary contributions, while industry associations are a secondary source. Potential new sources could include Member States' development agencies, International Financial Institutions, private foundations, and industry associations and companies that have not historically engaged with ICAO. A MOPAN assessment could provide donors assurance that ICAO is meeting donor requirements and reduce the burden on ICAO to report out to a multitude of development assistance agencies. This would also prompt ICAO to address policy and operational matters that might otherwise render ICAO ineligible to tap into development assistance funds.

APPENDIX

RESOLUTION RECOMMENDED FOR ADOPTION BY THE ASSEMBLY

RESOLUTION A40-xx:

Considering that the aviation sector is evolving at an accelerating pace and branching into areas for which ICAO and States' authorities may lack vital information, expertise, and resources,

Considering that ICAO needs to recruit, cultivate, and retain a highly-qualified, flexible, motivated, and high-performing workforce to address traditional and emerging issues and meet States changing needs,

Considering that ICAO needs innovative new partnerships with stakeholders who can apply complementary information, expertise, viewpoints, and resources toward ICAO's strategic objectives,

Considering that ICAO's organizational performance and ability to access additional funding from public and private sources are key factors affecting its delivery of programs, training, capacity building, and assistance to States,

Considering that States, stakeholders, and funding organizations require timely, accurate, and comprehensive information about ICAO's activities, policies, and performance,

The Assembly:

Requests the Council and Secretary General, within their respective competencies, to take concrete steps to increase transparency, improve the work place environment, develop innovative new partnerships with external stakeholders, increase organizational effectiveness and assure that consensus-based results remain a core value and objective of ICAO and its subject matter expert bodies, and mobilize additional resources for greater delivery. The Council and Secretary General are requested to report on the implementation and impact of these measures at the next Assembly.

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