



INTERNATIONAL CIVIL AVIATION ORGANIZATION

A35-WP/133¹
EX/53, AD/15
13/09/04

ASSEMBLY – 35TH SESSION

EXECUTIVE COMMITTEE AND ADMINISTRATIVE COMMISSION

- Agenda Item 20:** Increasing the effectiveness of ICAO
Agenda Item 39: Budgets
Agenda Item 39.1: Programme Budget - 2005, 2006, 2007

DISTRIBUTION OF RESOURCES WITHIN THE DRAFT PROGRAMME BUDGET OF THE ORGANIZATION FOR 2005, 2006 AND 2007 AND STRENGTHENING OF THE REGIONAL OFFICES

(Presented by the African States²)

SUMMARY

ICAO should remain committed to the spirit of the Assembly Resolutions and discussions of the ICAO Assemblies which call on the strengthening of the Regional Offices. By reducing staff in the Regional Offices, we are affecting the least developed States and many others, denying them the window to international civil aviation through the Regional Offices. It is recommended that a stringent review of priorities in other areas of the Organization be conducted as well, and that the savings achieved be redistributed to restore Major Programme V, Regional Programme to a level above the minimum identified by the Air Navigation Commission.

Action by the Assembly is contained in paragraph 4.

REFERENCES

A35-WP/20
C-WP/12284
C-WP/12215, Discussion Paper No. 1 and corrigendum
C-DEC 171/3
Doc 7300, *Convention on International Civil Aviation*
Doc 9790, *Assembly Resolutions in Force* (as of 5 October 2001)
Report of the Eleventh Air Navigation Conference

¹ French version provided by the African States.

² Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Comoros, Congo, Cote d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libyan Arab Jamahiriya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, Sudan, Swaziland, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe

1. INTRODUCTION

1.1 Assembly Resolution A31-2, *Increasing the Effectiveness of ICAO*, calls for *inter alia* the strengthening of the degree of autonomy given to the regional planning process and the associated authority and resources given to the ICAO Regional Offices, while ensuring adequate coordination at the global level.

1.2 Through Assembly Resolution A33-15, the Assembly requested the Council, as a matter of high priority within the budget adopted by the Assembly, to ensure that adequate resources are made available to the ICAO Regional Offices. It specifically highlighted those Regional Offices which are accredited to the developing States, taking into account the increased support they will be called upon to provide to the regional planning and implementation groups for transition to the ICAO CNS/ATM systems.

1.3 In the late 1960s, the United Nations began paying special attention to the Least Developed Countries, recognizing them to be the most vulnerable of the international community. You will recall that A21-16 instructed the Council to proceed with the establishment of the Eastern and Southern African Regional Office (ESAF) to better serve the needs of States in the AFI Region. Today, in the area of accreditation of the Dakar and Nairobi Regional Offices alone, there are a total of 32 States classified by the United Nations Conference on Trade and Development (UNCTAD), as least developed which depend on the Regional Offices to provide assistance and advice on aviation matters.

1.4 Assembly Resolution A33-14, Appendix K, calls on the Council to use regional planning groups to assist in keeping the regional plans and any complementary documents up to date; a task of the respective Regional Offices which constitutes the blue print for international aviation in the regions. Additionally, the Assembly resolved that the Council should ensure that, as a matter of priority, the Regional Offices assist, advise and encourage Contracting States to meet their responsibilities under Article 28 of the *Convention on International Civil Aviation* in the implementation of those parts of the Regional Plans for which they are responsible. Furthermore, the Council should ensure that the Regional Offices are utilized to the fullest extent possible in carrying out these tasks (A22-19). It is essential that the necessary resources be allocated to execute the tasks given to regional offices.

1.5 The Eleventh Air Navigation Conference (22 September-3 October 2003) actively pursued the elimination of air navigation deficiencies and the implementation of all regional air navigation plans to further improve existing levels of safety. The Conference recommended that ICAO urge States to formulate and forward to the regional offices, an action plan and time table for rectification of outstanding deficiencies for review and continue to provide assistance to States for the purpose of rectifying deficiencies (Recommendation 4/8). An important task to be performed by experts in the regional offices, specifically in Africa.

1.6 In a related issue, A32-1, *Increasing the Effectiveness of ICAO (measures for continuing improvement in the 1999-2001 triennium and beyond)* the Assembly specifically directed the Council to examine and reduce administrative costs substantially over the next two triennial budget cycles. From Exhibit 4 Programme VI, Administrative Support, it is calculated that only a 2% reduction in Professional Staff, the major component in cost, is proposed in the Draft Programme Budget over the next triennium.

1.7 The importance of the work and activities carried out by ICAO Regional Offices cannot be over-emphasized both on technical and diplomatic aspects i.e. representing ICAO to States of the Regional Offices area of accreditation in order to provide advice and assistance in the implementation of ICAO air navigation plans and general policy.

1.8 For Regional Offices to fulfil their mission with the desired efficiency, they need sufficient means/resources which must be commensurate with the stakes and challenges that the various regions they cover should take up.

1.9 The Regional Offices serve Regions which are not all at the same level of development, which geographical features are different and which problems are not similar. It is clear, in the light of these elements that certain Regional Offices need more resources than other in order to face problems whose magnitude is specific to the Regions they serve.

1.10 Indeed, to focus on the African continent which is our main concern, due to its physical and socio-economic characteristics, this continent whose resources/means of its ICAO Regional Offices must be preserved first and foremost and even reinforced/increased.

1.11 In fact, in addition to the huge size of the land and maritime territory covered by most of the FIRs under the responsibility of the States in the Regional Offices area of accreditation AFI States, the fact that most of the least developed countries are located in Africa is very effective indicator which make possible to realize the special environment in which ICAO Regional Offices operate in Africa, and consequently their requirements/needs which are specific.

1.12 So, the assistance that the ICAO AFI Regional Offices have been providing in all civil aviation domains for the past 40 years is most welcome by States.

1.13 The need for assistance to States increased considerably with the restructuring exercises of Departments of Civil Aviation and the creation of autonomous entities for the management of aeronautical activities. In such context, it is not advisable to resort to experts who are not well-seasoned (so called generalists) for assistance to States given that such assistance should cover all aviation branches, for example the implementation of new CNS/ATM systems, just to name one branch.

1.14 For the reasons given above, reducing the Regional Offices' budget in general and in particular that of the Offices located in Africa would unavoidably put them in a difficult situation where they would not any longer be able to discharge their duties efficiently and where the level of services provided would decrease significantly and this could jeopardize air navigation safety.

1.15 Efforts have been made by AFI States to meet their financial obligations in the aviation field, namely remedial actions to deficiencies and particularly the payment of States' contributions to the ICAO budget. In this connexion, a wise decision was taken, in July 2003, by the ASECNA Committee of Ministers i.e. the contribution of 16 States in the AFI Region will henceforth be paid by ASECNA every year, starting on 1 January 2004.

1.16 It is against this background that AFCAC has reviewed the Draft Programme Budget of the Organization for 2005, 2006 and 2007 focussing specifically on Major Programme V, Regional and other Programmes, that will affect the 32 least developed African States and many others.

2. ANALYSIS

2.1 While there has been significant support from past Assemblies for the strengthening of Regional Offices, it is apparent from the proposed budget (A35-WP/20) that resources allocated to the Regional Programme have been substantially reduced in both real terms and in comparison with the rest of the Organization.

2.2 For ease of reference, Exhibit 4 of A35-WP/20 gives an overview of resources available at the various Regional Offices for the existing triennium and the next triennium based only on the budget approved by the 33rd Assembly. As the 2002-2003-2004 budget was used as a basis, it should be noted that there were additional staff onboard, financed through other means that is not shown in the calculations of the draft budget. From the table, it can be seen that the total Professional staff in Major Programme V will be reduced from 79 in 2004, the end of the existing triennium, to 70.7 at the end of the next triennium. A reduction of approximately 9 Professional staff members. This total represent a 25% reduction of Professional staff in the Dakar Office, which is accredited to 24 States of which 18 are classified as least developed. The same is true for the Nairobi Office. The situation, as it stands will translate into an 18% reduction of Professional staff over the next triennium, where the Nairobi Office is accredited to 23 States of which 14 are classified as least developed and fully dependant on ICAO to provide advise on international civil aviation matters. In the case of the Paris Office, which is accredited to some African Member States, the reduction translates into a 13% decrease in the Professional workforce.

2.3 In a related development, the Council (171/3) considered a Revised Draft Programme Budget of the Organization for 2005, 2006, 2007, documented in a paper presented by the Secretary General (C-WP/12215, Discussion Paper No. 1 and corrigendum). Discussion Paper No. 1 reported on a study on the Regional Offices which had been initiated in late 2003 at the request of the Finance Committee. The Council requested the Air Navigation Commission to review the discussion paper and provide its views thereon.

2.4 During the in depth review of the Regional Programme (C-WP/12284), the Air Navigation Commission supported the concept of core functions and agreed that regional officers with specialist skills in air traffic management (ATM), communications, navigation and surveillance (CNS), aerodromes, air routes and ground aids (AGA), and flight safety (FS) were required in all Regional Offices. The Commission also agreed that other core competencies such as aeronautical information and charts (AIS/MAP) and meteorology (MET), regional officers could be shared between two offices serving the same planning and implementation regional group.

2.5 The Commission, taking a 'clean sheet' approach, agreed that the requirement for 76 professional positions in Regional Offices was reasonable. However, the Commission cautioned that this reflected the minimum number of positions to ensure continued effective management of ICAO programmes. From the table in Exhibit 4, it is clear that the minimum number of 76 Professional staff required in the expert technical opinion of the Air Navigation Commission has not been met and it is not clear if all the core functions identified by the Commission will be realized in taking the reduction of staff in Dakar, Nairobi and Paris into account.

3. PROPOSED ACTION

3.1 Given the protracted preparation and the complexity of the budget documents, it is proposed not to change the budget at this late stage, but rather propose that the Secretary General be instructed to review the allocation and prioritization of resources for the whole Organization shown in Exhibit 5, in a similar detailed way used to determine the requirements of Major Programme V. The Secretary General should then identify savings in other areas that could be used to restore the Regional Programme to a level above the bare minimum envisaged by the Air Navigation Commission to ensure the ability to meet the essential basic regional requirements.

3.2 African States are of the opinion that ICAO should remain committed to the spirit of the Assembly Resolutions and discussions of the ICAO Assemblies which call on the strengthening of the

Regional Offices. By reducing staff in the Regional Offices, we are affecting the least developed States and many others, denying them the window to international civil aviation through the Regional Offices.

4. ACTION BY THE ASSEMBLY

4.1 The Assembly, consistent with the spirit of Assembly Resolutions in force calling for the strengthening of the Regional Offices and specifically for strengthening of the Regional Offices accredited to developing States, is invited to:

- a) note the serious concerns expressed by African States in relation to the impact that the proposed reduction in resources in the regional programme will have, especially on the least developed States;
- b) instruct the Council to conduct a stringent review of priorities in other areas of the Organization as well, and that the savings achieved be redistributed to restore Major Programme V, Regional Programme to a resource level above the minimum envisaged by the Air Navigation Commission in Discussion Paper No. 1 to C-WP/12215.

– END –