International Civil Aviation Organization

WORKING PAPER

ASSEMBLY — 36TH SESSION

EXECUTIVE COMMITTEE

Agenda Item 23: Increasing the effectiveness of ICAO

REPORT ON IMPLEMENTATION OF ASSEMBLY RESOLUTIONS
A31-2, A32-1, AND A33-3

(Presented by the Council of ICAO)

EXECUTIVE SUMMARY

In this paper, Council presents a report on progress made in implementing the decision of the 35th Session of the Assembly on increasing the effectiveness of ICAO taken in light of the Council report on the implementation of Assembly Resolutions A31-2, A32-1 and A33-3 to the 35th Session of the Assembly. The report provides an update on the formulation of the Strategic Objectives and Business Plan, functional integration of the Regional Offices with Headquarters, on improvements in the working methods of the Organization and on work undertaken by the Office for Programmes Evaluation, Audit, and Management Review (EAO). It also contains information on developments and improvements in the field of information and communication technology (ICT), on the increased use of the ICAO-NET for more efficient communication with States, and on the streamlining of ICAO's websites.

Action: The Assembly is invited to:
a) review this report; and
b) request the Council to continue, as part of the ongoing process to work on the improvement of the effectiveness and efficiency of ICAO, and to present a report to the next ordinary session of the Assembly.

Strategic Objectives:	This working paper relates to Supporting Implementation Strategies 4, 5 and 7.
Financial implications:	No additional resources required. Increased effectiveness will eventually result in better utilization of available resources.
References:	A35-WP/35 Doc 9843, A35-EX Doc 9848, *Assembly Resolutions in Force* (as of 8 October 2004)

1.   **INTRODUCTION**

1.1   The 35th Session of the Assembly considered A35-WP/35, which reported on the implementation of Assembly Resolutions A31-2, A32-1 and A33-3 concerning increasing the effectiveness of ICAO, and took a decision in relation to increasing the effectiveness and efficiency of the Organization as contained in Doc 9843, A35-EX, paragraph 20:11.

1.2   This paper reports on progress made in implementing the decision of the 35th Session of the Assembly and Council action thereon, as well as on other measures taken since the 35th Session of the Assembly as part of the ongoing process to increase the effectiveness and efficiency of the Organization.

2.   **STRATEGIC OBJECTIVES**

2.1   During its 173rd Session in 2004 and 174th Session in 2005, the Council considered the proposed Strategic Objectives and established a Working Group to study the draft proposal. After consideration of the reports of the Working Group, the Council approved six Strategic Objectives for 2005–2010 during the 173rd Session and a Vision and Mission Statement during the 174th Session. The six Strategic Objectives of the Organization relate to *Safety, Security, Environmental Protection, Efficiency, Continuity and the Rule of Law.*

2.2   The Council agreed that the Strategic Objectives need to be kept current. Monitoring the ongoing relevance of the Strategic Objectives was regarded as highly important, and the Council agreed that the review of the Strategic Objectives was to be undertaken annually.

2.3   During its 176th Session, the Council considered some modifications to ICAO's Strategic Objectives and referred the proposed changes to the Working Group on Strategic Objectives. The Council also decided to seek the views of Contracting States by means of a survey which was undertaken during the summer of 2006.

2.4   During the 179th Session of the Council in 2006, the Working Group reviewed the results of the survey, recommended changes to the Strategic Objectives and the Supporting Strategies and proposed the Strategic Objectives of ICAO for 2007-2012.

2.5   During its 180th Session in 2007, the Council approved, in principle, the structure of the Strategic Objectives of ICAO for 2007-2012 and requested the Secretary General to consider the implementation of the simplified and more focused structure of the Organization's Strategic Objectives in the Regular Programme Budget for 2008-2010. The Strategic Objectives set out ICAO's priorities for the medium term and provide a global framework for international civil aviation. The new structure consists of four "cornerstone" Strategic Objectives – *Safety, Security, Environmental Protection, Efficiency/Development,* and two Supporting Strategies – Operational Excellence and the Rule of Law. The Council also determined high level indicators for the Strategic Objectives which would be useful to the Council to ascertain overall progress towards the Strategic Objectives of the Organization as well to better assess the civil aviation environment as it relates to the Strategic Objectives. Also approved was the proposed cycle for the review and implementation of the Organization's Strategic Objectives which would apply from 1 January 2008.

2.6   "Leaders" for each of the Strategic Objectives have been established in order to help ensure effective management and implementation of the Business Plan. On this basis, lines of authority and staff interaction will become more flexible in support of the Strategic Objectives and the Results Based Budget that has been adopted by the Organization.

3.   **BUSINESS PLAN AND NEW WORKING METHODS**

3.1   In 2004, the Secretariat initiated the development of a Business Plan for the Organization. During its 174th and 175th Sessions, the Council considered the draft Business Plan.

3.2   The current Business Plan covers the triennium 2005-2006-2007 for which the budget had already been established and resources distributed. An introductory brochure was released in November 2005 giving an overview of the Organization's approach to Business planning. In order to ensure efficient linkage between preparation of the Business Plan and formulation of the Budget, a standard periodicity of updates and Business Plan Budget cycle was agreed to. For the next triennium, 2008-2009-2010, the sequence is different and the Business Plan has been developed prior to the budget formulation. The budget is being constructed in such a way that it secures resources for the implementation of the Action Plans which, in turn, will be supported by detailed operational plans leading to the achievement of the Strategic Objectives. The draft ICAO Business Plan for 2008-2009-2010 is accessible at the following website: http://www.icao.int/icaonet. Once the Budget for the next triennium has been approved, the Business Plan will need to be adjusted to the actual level of funding.

3.3   The components of the Business Plan are as follows: The Vision and Mission Statement and Strategic Objectives, which had been approved by the Council for the current triennium, are also valid, with certain simplifications and refinements for the next triennium (2008-2009-2010) and, as such, the Secretariat continued to base its work on the approved Vision and Mission Statement as well as the organizational Strategic Objectives. The Strategic Profile, developed by the Secretariat, is a tool for the Secretariat, helping to determine the priorities in the implementation of the Business Plan. It includes areas such as "Strategic Positioning", "Operational focus", "Public Information", "e-Strategy" and "Strategic Skills for Successful Implementation of the Business Plan". The high-level indicators, which flow from the Vision and Mission Statement, will allow the regular monitoring of international aviation performance. These indicators, as agreed by the Council, are included in the Business Plan. As ICAO moves towards a Results-Based Budget (RBB), the Action Plan, which is the tactical part of the Business Plan, has been redefined. While the Action Plan translates the Strategic Objectives into key activities, in its new layout, it identifies "Results" with related details such as issues and challenges, strategic approaches, expected output, key performance indicators (KPIs), leaders, and human resources required. In practical terms, the Action Plan means that resources are planned more effectively on the basis of each Strategic Objective and that efforts by the Secretariat will be more focused on resolving the major challenges facing the Organization through results-based planning and budgeting.

4.   **FUNCTIONAL INTEGRATION OF REGIONAL OFFICES**
          AND HEADQUARTERS

4.1   In the development of the Business Plan, the functional integration between different units of the Organization, and especially between Headquarters and Regional Offices, received special attention. The Operational Plans, which are the subsets of the overall Business Plan of the Organization, serve as a tool for project managers to carry out their programmes in order to implement the Business Plan. The Air Navigation Bureau (ANB) has developed an operational plan referred to as the Air

Navigation Integrated Programme (ANIP) in support of the Business Plan which is designed in the context of replacing the Technical Work Programme (TWP) in the Air Navigation Field. As part of functional integration, the Operational Plan of the Regional Programme is embedded in the ANIP, thus providing a unified approach to the management and implementation of air navigation projects. The ANIP aligns technical leaders at Headquarters with the Regional technical officers. The ANIP is an online environment that allows effective interaction between staff and improves tracking and monitoring of performance, while presenting opportunities for cost savings and more effective management. While still in development, access to this online planning system will be available in January 2008 and will be expanded to all the Bureaux and Offices at Headquarters thus providing transparency to the execution of the Business Plan, as well as complete functional integration of Headquarters with the Regional Offices.

5.   **WORK UNDERTAKEN BY THE OFFICE FOR PROGRAMME EVALUATION, AUDIT AND MANAGEMENT REVIEW**

5.1   As mandated by Assembly Resolutions A31-2 and A32-1, relevant Council Decisions and the Statute of Internal Audit, the Office for Programmes Evaluation, Audit, and Management Review (EAO) is responsible for conducting evaluations, audits and management reviews of the Organization's operations and to report, as appropriate, the results thereon to the Secretary General and the Council. EAO submitted its annual work programme as well as an annual report of activities undertaken to Council for its review and advice.

5.2   The evaluation, audit, and management review activities included in the annual work programmes of EAO have been designed to improve programme management, transparency, and accountability. Within the limited resources of EAO the activities covered in the annual work programmes of EAO provided evaluation and/or audits of specific programmes and activities including *inter alia* reports on improvements of document distribution and reduced production costs; outsourcing of certain administrative tasks and functions; marketing and sales functions of the Organization; audit of the Technical Co-operation Bureau's (TCB's) project development, monitoring and evaluation process as part of the quality assurance of Technical Co-operation (TC) projects, TC administrative procedures/practices related to short-term staff, procurement of radars for a TCB project; protecting and stabilizing the purchasing power of the regular programme budget; ICAO General Service (GS) recruitment, and training for further development of Senior Management Skills.

5.3   EAO also monitored developments which may have had an impact on internal controls, and prioritized evaluation and audit activities within the work programme. In addition, EAO provided analysis and advice to the Secretary General and Senior Management with respect to management initiatives in such areas as accountability, programmes and organization structure, and application of information and communication technology. EAO activities have resulted in recommendations focussed on the need to improve economy, efficiency, and effectiveness of operations. Where appropriate, action has been taken or initiated to implement many of the recommendations and EAO follows up and reports on the status of their implementation. EAO serves as a focal point for coordinating the Joint Inspection Unit's reviews involving the Organization and follows up on their recommendations. EAO also acts as the focal point for liaison with the External Auditor and regularly follows up the outstanding recommendations issued by the External Auditor.

5.4   During the 173rd to 181st Sessions of the Council, EAO provided secretariat assistance relating to the review of ICAO's Strategic Objectives for 2005-2010, including the distribution, collection and analysis of a questionnaire survey of Contracting States. EAO also provided coordination and

guidance on high level indicators to better assess the civil aviation environment as it relates to the Strategic Objectives.

5.5   In response to a JIU report on oversight in the UN system, the Council, during the 179th to 181st Sessions studied the modalities of the establishment of an oversight board for ICAO including the terms of reference of that board. The Council agreed in principle that effective oversight was essential for all United Nations organizations, including ICAO. It was important that the Council ensure that it had in place, in a cost-efficient way, the entities that were necessary to ensure effective oversight for issues that may arise, which Members of the Council may not be in a position to address fully. The Council will continue to study the draft terms of reference of the board during the 182nd session.

6.   DEVELOPMENTS AND IMPROVEMENTS IN INFORMATION AND COMMUNICATION TECHNOLOGY (ICT)

6.1   In the ICT area, the following developments have taken place with a view to improving the utilization of information technology (IT):

      a) New Standard Workstation (NSW) concept has been implemented which allowed the Organization to take advantage of global purchasing and savings on the standardization of hardware and software; also it facilitates governance and business solutions;

      b) Some of the most critical components for successfully deploying the new environment are enhanced communication, staff awareness and training. Training on the NSW was available to all staff and was carried out through a series of workshops and briefings, which included remote participation of Regional Offices due to the introduction of new IT technologies such as WebEx (web conferencing and online meetings);

      c) Document Production System (DPS) has been improved to meet the requirements for quality and consistency of ICAO documents. The required tools have been developed and are accessible by all NSW users;

      d) Service Level Agreements (SLA) have been developed for all Bureaux and Offices to enhance efficiency of operations and service; and

      e) Other improvements have been implemented to ensure uninterrupted and secure service environment, such as redundant systems for power supply, internet connection capability as well as for mail, document storage, firewall and antivirus protection.

6.2   A new financial system designed to provide financial information to management and to automate the accounting and financial reporting is being progressively introduced. The new system is known as the Integrated Resources Information System (IRIS) and the scope of its implementation has been established in two phases: Phase I comprising General Ledger, Accounts Payable, Accounts Receivable, Budgeting, Management of Projects and Procurement, is scheduled to be ready for 2008 transactions by late November 2007. Phase 2 comprising Human Resources, Payroll, Travel, Sales of Publications and Fixed Assets, is scheduled to be ready by end October 2008.

7.   **INCREASED USE OF ICAO-NET AND RATIONALIZATION
        AND STREAMLINING OF ICAO'S WEBSITES**

7.1   The following action has been taken to ensure faster and more efficient communication with States and international organizations through the ICAO-NET and to make it a repository of information and electronic publications:

a)   Currently 186 Contracting States and 78 international organizations have been registered and given access to the ICAO-NET;

b)   All State letters, Council documentation and President and Secretary General's memoranda are made available on the ICAO-NET;

c)   Administrative packages to assist States with ratification of international air law instruments have been placed on the ICAO-NET, as well as information on Treaty Collection, proceedings of international air law conferences and ICAO's Database of Aeronautical Agreements and Arrangements (DAGMAR);

d)   A new type of communication with Contracting States and International Organizations was established by introducing an "ICAO Electronic Bulletin" which replaces hard copies of State letters that do not require any action other than to note. Another new feature, a list of replies to State letters, was implemented with a view to improving the response rate and enhancing the overall efficiency of the State letter system;

e)   All current editions of Annexes and many manuals and circulars are available electronically;

f)   Complete documentation from all previous Assemblies and for the 36th Session, including reference material, is available on the ICAO-NET;

g)   The number of paperless panel meetings in the Air Navigation field has been steadily increasing. All ANC Panels, AN Study Groups and Operations Groups are supported by dedicated websites through which members can exchange meeting documentation and other correspondence;

h)   The hard copy production of certain Air Transport publications has been reduced or stopped in favour of a wider distribution online or by other electronic media. Paperless meetings are also being introduced in the Air Transport field, such as CAEP/7 and the Environmental Colloquium, where all working papers are made available to participants to view or download through the appropriate secure site; and

i)   All the statistical data collected through the ICAO statistics programme are being disseminated online, thus providing States and other users with more timely statistical information. For this purpose, two websites offer access to civil aviation statistics: one free of charge to Contracting States, and the other a commercial website available to users through an annual subscription.

7.2   By the end of 2007, a significant part of the information technology infrastructure will be renewed with the introduction of a new technology for Web Content Management (Microsoft Share

Point) and single sign-on for all ICAO websites. The project will include the rationalization of external websites, the IRIS Project Website, the ICAO Business Environment for team collaboration and the Staff Web migration to Share Point. The implementation of the project will result in an easier user access and navigation through single user account, faster and more effective authoring, content originator empowerment to generate and maintain website information, increased system availability and improved information security.

8.   **OTHER MEASURES TO ENHANCE EFFICIENCY**

8.1   During its 178th Session, the Council approved the revised *Rules of Procedure for the Council*, as well as guidelines for the preparation of Council working papers and guidelines on the issues which would require holding closed meetings of the Council. During its 180th and 181st Sessions, the Council reviewed and approved the revised *Rules of Procedures for Standing Committees of the Council.*

8.2   The ICAO Publications Regulations have been amended and the distribution of paper copies reduced. Issuance of paper copies of documentation for the 36th Session of the Assembly is being substantially reduced by making it available on-line, including reference material, and by linking the number of printed copies to the seating capacity of the Assembly Hall. Also, a more streamlined format has been used for the provisional Agenda of the 36th Session of the Assembly, with the items under the Executive Committee and the Commissions being aligned to the Strategic Objectives of the Organization.

8.3   During its 178th and 181st Sessions, the Council agreed to recommend to the 36th Session of the Assembly the amendment of certain rules of the *Standing Rules of Procedure of the Assembly* (Doc 7600/5) in order to enhance the effectiveness of the Assembly, which is in line with the directives and list of considerations set out in Resolution A31-2. The proposed amendments are described in A36-WP/40.

8.4   The conference registration system has been upgraded to improve efficiency for servicing meetings by providing on-line registration and making the registration process and database management more reliable.

8.5   In the area of human resources, a new Performance Competency and Enhancement (PACE) System has been established. The main purpose of PACE is to recognize the contribution of the staff in meeting the Strategic Objectives of the Organization and to provide a managerial tool which will assist in identifying the level of performance and in enhancing individual performance and competencies of the staff member. In 2006 and 2007, workshops were conducted for staff members at Headquarters and in the Regional Offices (through video- and web-conferencing), providing specific details of the Business Plan, ICAO's Strategic Objectives and its link with PACE. The new online system ensures that the Human Resources Branch and Directors of all Bureaux can monitor the progress of PACE Reports, and guidelines have also been provided to managers regarding performance and competency ratings in order to ensure consistency within Bureaux/Offices.

8.6   All approaches to improving business practices encourage optimizing organizational structure and lines of authority, introducing project management techniques, benchmarking and performance measurement. In an effort to improve the effectiveness and efficiency of the ANB, a restructuring is underway aimed at more effective management and execution of the Business Plan through establishment of clear lines of authority, optimization of resources and improved interactions between staff. The end result will be a more efficient ANB that more effectively responds to the expectations of the civil aviation community.

8.7   In November 2005, the Council agreed that in order to streamline ICAO's audit functions, and in the interest of efficiency and economy, the ICAO Universal Safety Oversight Audit Programme (USOAP) and the Universal Security Audit Programme (USAP) should be administratively co-located in a single audit entity reporting to the Secretary General. Accordingly, in August 2006, the two audit programmes were merged into a new Safety and Security Audits (SSA) Branch within the Office of the Secretary General, with each programme maintaining technical and functional independence, yet sharing non-technical resources.

8.8   Effective 15 June 2007, the Unified Strategic Programme (USP) and the Coordinated Assistance and Development (CAD) Section were consolidated to form the Aviation Safety and Security Implementation Support and Development (ISD) Branch under the Office of the Secretary General. The primary objectives of the ISD Branch is to support Contracting States that have been identified by the ICAO audit programmes as having significant deficiencies in the implementation of their aviation safety and security obligations; facilitate and coordinate the provision of assistance provided by States, industry, international financial institutions and other stakeholders; as well as to participate in safety and security implementation support and development activities aimed at enhancing States' capabilities to meet their aviation safety and security obligations.

8.9   During the last triennium the USP worked closely with States and regional organizations in the resolution of safety-related deficiencies and fostering and strengthening regional safety initiatives actively involved in providing support to individual States. Among those regional projects are the Cooperative Development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs). The USP also participated in different initiatives for the establishment of a harmonized safety management systems (SMS) regulatory framework. Other activity in which the Programme has played an important role includes the development of the Comprehensive Regional Implementation Plan for Africa. Another important area of activities currently undertaken by the USP includes the exchange of safety-related information. In March 2006, the Organization launched the Flight Safety Information Exchange (FSIX) website during the DGCA Conference. Contracting States were strongly encouraged to utilize the FSIX website (www.icao.int/fsix) and to contribute to its document library through the FSIX web-based service.

8.10   During the triennium, ICAO under its coordinated assistance and development programme increased the level of support made available to States to assist them in resolving aviation security-related deficiencies identified by the security audit programme. Included in the support programme were the establishment of four additional regional Aviation Security Training Centres (ASTCs) and the establishment of a Professional Managers Course (PMC) delivered jointly by ICAO and Concordia University. Additionally four new Aviation Security Training Packages (ASTPs) were developed and training provided by the ASTC network and four specific workshops, namely National Civil Aviation Security Programmes, Airport Security Programmes, National Quality Control Programmes and National Screener Certification Programmes addressing newly adopted Annex 17 Standards and Recommended Practices. A number of Contracting States took advantage of this opportunity and participated in the workshops which ICAO will continue to deliver in cooperation with the ASTCs.

9.   **PROGRESS ON THE IMPLEMENTATION OF A33-3**
       REGARDING SARPS

9.1   As was reported to the 35th Session of the Assembly, the Council approved guidelines for "fast-track" adoption of SARPs and approval of PANS necessary for safety and/or security. Since that time, the development process of SARPs has been expedited through the use by Air Navigation Commission panels of modern communication facilities. Also, a procedure has been put into place whereby, as soon as proposed SARPs are agreed within a panel, by correspondence or by a panel's working group of the whole, they are submitted to the Air Navigation Commission without having to wait for a formal panel meeting. The timeframe usually applicable for proposed amendments to SARPs is a preliminary review by the Air Navigation Commission in May/June, followed by consultation with States and final review in the fall session, such that adoption by the Council can be effected no later than March of the following year.

10.   **CONCLUSION**

10.1   Much progress has been made and tangible results achieved in the implementation of the decision of the 35th Session of the Assembly and the relevant Resolutions on increasing the effectiveness of ICAO. The Council has taken appropriate action and has been working on a permanent basis on the improvement of the effectiveness and efficiency of ICAO as requested by the Assembly. However, this task is not a one-time action but rather an ongoing process which should be kept constantly under Council's review.

— END —