

ICAO RESOURCE MOBILIZATION POLICY

Approved by the Council and Published by its Decisions



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1. INTRODUCTION

1.1 Consistent with Article 44 of the *Convention on International Civil Aviation*, among the aims and objectives of ICAO are to develop the principles and techniques of international air navigation and to foster the planning and development of international air transport, so as to meet the needs of the peoples of the world for safe, regular, efficient, and economical air transport.

1.2 Many Assembly Resolutions called on ICAO and the Council to urge States, international organizations and financial institutions to establish partnerships, mobilize resources for technical assistance and make voluntary contributions to ICAO Funds.

1.3 Taking into account the aims and objectives of ICAO, the foregoing Assembly Resolutions, and the limited capacity of the ICAO Regular Budget, the Organization may consider engaging in active resource mobilization, establish internal coordination and ensure that resource mobilization efforts are purposeful, strategic, and consistent with other relevant ICAO rules, regulations, policies, and procedures.

1.4 This Policy, initially approved by the Council on 8 March 2016 (C-DEC 207/11 refers) was amended following the approval of the Cost Recovery Policy on 13 November 2023 (C-DEC 230/5 refers). Further modifications were made on 6 November 2024 (C-DEC 233/8 refers).

2. PURPOSE AND SCOPE

2.1 The objective of resource mobilization is to mobilize adequate, timely and predictable financial resources to:

- a) complement the Regular Budget in support of ICAO's mission, goals at the global, regional and national level; and
- b) assist States in securing funds to enhance their civil aviation systems, capacity and implementation of ICAO SARPs and policies.

2.2 The purpose of this Policy is to consolidate and streamline ICAO's resource mobilization efforts, to make funding more predictable, effective and efficient; broaden the donor base; and to facilitate the consolidation of all available and projected resources within an integrated Business Plan. This will ensure that adequate organizational governance, monitoring, reporting, management, allocation and accountability mechanisms are in place, and that sufficient resources can be made available and spent in accordance with Organizational priorities.

2.3 This Policy does not cover in-kind contributions or revenue-generating activities.

2.4 This Policy will be employed and interpreted in a manner that is consistent with and complements the following authorities:

- a) The ICAO Financial Regulations (Doc 7515).
- b) ICAO Policy on Interactions with External Parties.

3. GUIDING PRINCIPLES

3.1 Resource mobilization projects and activities shall not create additional legal and financial liabilities for the Organization.

3.2 Resource mobilization projects and activities shall not be used to acquire goods or services for ICAO outside the application of the Organization's procurement rules (ICAO Procurement Code Doc 9761).

3.3 Resource mobilization projects and activities shall not entail risks that are inconsistent with ICAO's status or would otherwise adversely affect the Organization's reputation as an impartial forum and knowledge-based Organization, such as actual or apparent conflicts of interests; undue influence on standard setting; or unfair favoritism towards specific entities.

3.4 The ICAO Secretariat shall at all times remain mindful of and be bound by the Principles of Ethics contained in Article I of the ICAO Service Code, as well as the ICAO Framework on Ethics established as Annex I to the ICAO Service Code.

4. STRATEGIC DIRECTION

4.1 ICAO will improve its resource mobilization work as follows:

- a) resources will be mobilized by partnering with donors, financial institutions and other UN organizations at global, regional and national levels;
- b) in partnership with donors, financial institutions and other UN organizations, consistent with ICAO's mandate and, especially, its No Country Left Behind (NCLB) goals, the Organization will assist States in need in mobilizing resources for aviation development;
- c) resource mobilization will focus on assistance projects and other activities which are not funded by the regular budget but, nonetheless, are always in-line with the mandate and priorities of the Organization;
- d) to strengthen and broaden the funding base, current and potential donors will be invited to make contributions that are predictable and long term;
- e) donor confidence will be strengthened by engaging with voluntary contributors as development partners, through results-based management, open and transparent communication and efficient use of available resources;
- f) the allocation of voluntary resources to global, regional or national programmes will primarily depend on the requirements for delivery of programme goals and targets;
- g) ICAO will increase communication with donors and recipients on contributions and results;
- h) in support of its resource mobilization efforts, ICAO will leverage the mechanisms put in place with a view to contributing to the UN Sustainable Development Goals (SDGs).

5. IMPLEMENTATION

- 5.1 ICAO will implement its resource mobilization efforts through the following:
- a) development of partnerships with donors in order to create an atmosphere of shared responsibilities and outcomes;
 - b) partnership arrangements in compliance with the Policy on Interactions with External Parties and other relevant ICAO rules and regulations;
 - c) all resources mobilized will be monitored, audited, and accounted for, in compliance with ICAO's regulations and policies and subject to due diligence and risk assessment evaluations;
 - d) measures in place for professional skills development and training in resource mobilization for ICAO personnel in Headquarters and Regional Offices;
 - e) in developing partnerships and undertaking resource mobilization initiatives, adherence by Secretariat to ICAO regulations and policies and maintenance of the highest ethical standards, avoiding both actual and foreseeable potential conflicts of interest, as well as relationships that give even the appearance of impropriety;
 - f) with the support of donors, financial institutions and other UN organizations, development of guidance material, conducting of regional events and assisting States on domestic resource mobilization for aviation;
 - g) voluntary funds established and managed as set in the Annex to this Policy; and
 - h) an integrated reporting system to provide the Council and donors with timely and standardized implementation progress reports and financial reports.

6. SENSITIVE AVIATION INFORMATION

- 6.1 Reporting on sensitive aviation security activities or other confidential information will be restricted and protected in accordance with the [Administrative Instructions on Information Classification and Handling](#).

7. COMING INTO EFFECT AND FUTURE REVIEWS

- 7.1 This Policy shall come into effect upon approval by the Council.
- 7.2 This Policy may be regularly updated and amended under the authority of the Council.

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ANNEX**ESTABLISHMENT AND MANAGEMENT OF VOLUNTARY FUNDS****1. DEFINITION OF FUNDS**

1.1 “Funds” are accounting entities with a self-balancing set of accounts recording cash and other financial and non-financial resources, together with related liabilities and residual equities or balances, and changes therein. Funds are segregated for the purpose of conducting specific activities or attaining certain objectives in accordance with special regulations, restrictions or limitations. A “voluntary fund” is funded solely through contributions made on a voluntary basis.

2. AUTHORITY

2.1 Funds may be established by either the Council or the Assembly (ICAO Financial Regulations and Rules, Article VII, Regulation 7.1).

3. CRITERIA FOR ESTABLISHING VOLUNTARY FUNDS

3.1 A proposed voluntary fund must:

- a) reflect the mission and strategic goals of ICAO;
- b) support activities which contribute to outcomes in the Business Plan;
- c) support State, regional or global projects that embody strategic goals; and
- d) adhere to relevant ICAO rules, regulations, policies and procedures.

4. DEVELOPMENT, APPROVAL AND DURATION OF A VOLUNTARY FUND

4.1 The establishment of a voluntary fund should be submitted for review and approval by the Council based on a proposal prepared by the Secretariat, or as directed by the Council. The proposal should be brief and state:

- a) how the proposed voluntary fund relates to the Business Plan and contributes to the achievement of ICAO’s Strategic Goals; and
- b) the level of funding to be raised.

4.2 A voluntary fund can be phased out by the Council at any time based on a specific justification, including insufficient funding. Additionally, the Council will review continuation of an existing, or establishment of a new voluntary fund during deliberations on a new budget cycle.

5. ACCOUNTABILITY

5.1 The overall accountability for the management of voluntary funds rests with the Secretary General of ICAO who will manage the funds under the framework of Assembly Resolutions, relevant Council Decisions and Financial Regulations and Rules.

5.2 The Bureau Director, Regional Director, or another official as designated by the Secretary General, is responsible for project implementation and outcomes of the projects implemented through voluntary funds by their respective Bureau or Regional Office.

6. MANAGEMENT OF VOLUNTARY FUNDS

6.1 The Secretary General shall establish and maintain internal governance mechanisms that ensure the efficient and effective management of the Voluntary Funds to meet their Council approved objectives. These mechanisms shall be in the form of Administrative Instructions, Terms of Reference and Rules of Procedure consistent with the ICAO Accountability Framework to ensure adherence to guiding principles described in this Policy and other relevant Policies such as the Policy on Interactions with External Parties, including its Due Diligence Framework for Engagements with External Parties.

6.2 Voluntary funds will be subject to cost-recovery charges applied in accordance with the Cost Recovery Policy.

7. TYPES OF CONTRIBUTIONS ACCEPTED BY VOLUNTARY FUNDS

7.1 “Contribution” refers to a donation in cash made in accordance with procedures set out in the Financial Rules and Regulations of ICAO. A contribution may be specified or non-specified.

7.2 A “non-specified contribution” is a contribution for which ICAO determines the State or activities in relation to which the contribution will be used and how it will be used; or a contribution made in response to a broad-based appeal for which ICAO determines, within the scope of the broad-based appeal, the State or ICAO activity(ies) in relation to which the contribution will be used and how it will be used; and for which the donor will accept ICAO standardized reports submitted to the Council as a sufficient form of reporting.

7.3 A “specified contribution” is a contribution whereby a donor requests ICAO to direct the contribution to a specific activity or activities initiated by ICAO.

8. AUDITING

8.1 Voluntary funds will be subject to the internal and external auditing procedures provided for in the financial regulations, rules and directives of ICAO.

8.2 An annual audit opinion will be provided by ICAO’s External Auditors on the financial statements of the Organization as a whole including all voluntary funds.

8.3 In accordance with the single audit principle, ICAO’s External Auditor retains the exclusive right to carry out external audits of the accounts and financial statements of ICAO.

9. CONTRIBUTORS

9.1 Voluntary funds shall be funded by voluntary contributions made by ICAO Member States, international and regional organizations, as well as by other stakeholders in international civil aviation, including airports, air navigation service providers, airlines, manufacturers of airframes, engines, avionics and other aircraft components, other members of the aerospace industry, and civil society.

9.2 Contributions will be accepted under the regulations and policies of the Organization in force at that date.

10. CRITERIA FOR ACCEPTING CONTRIBUTIONS

10.1 Contributions shall not be accepted if they are of a nature that might cause concern to any State with respect to its sovereignty or that might be politically sensitive.

10.2 Contributions sought or obtained from the private sector shall be governed by this Policy and the Policy on Interaction with External Parties including its Due Diligence Framework for Engagements with External Parties and the [Guidelines on a Principle-based Approach to Cooperation between the United Nations and the Business Sector](#).

10.3 In order to maintain universality, neutrality, multilateralism and flexibility in allocating resources, ICAO encourages non-specified and multi-year contributions to voluntary funds.

10.4 Contributions made subject to conditions or requirements which may in any way contravene, prejudice, limit, impede, or which are otherwise incompatible with the purposes, objectives, policies, principles or functions of ICAO, shall not be accepted.

11. REPORTING

11.1 By 30 June of each year, the Secretary General will report to the Council on the financial position of each voluntary fund within the consolidated annual financial statements of the Organization, which are certified by the External Auditor.

11.2 Upon operational completion of a project funded by a specified contribution, the Finance Branch will issue a final certified financial statement by 30 June of the calendar year following operational completion that will be shared with the donor(s).

11.3 Each voluntary fund will report on quantitative and qualitative results, achievements and challenges to the Council of ICAO at least once a year.

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