



ICAO

International Civil Aviation Organization Model

DELEGATE PREPARATION GUIDE

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Table of Contents

| | |
|--|-----------|
| <u>PRESENTATION</u> | 4 |
| OBJECTIVES | 4 |
| PEDAGOGICAL PERTINENCE | 5 |
| <u>PREPARING FOR THE MODEL</u> | 6 |
| STEPS TO FOLLOW | 6 |
| STARTING YOUR RESEARCH ON ICAO | 7 |
| ICAO'S WEBSITE | 7 |
| ICAO DEPOSITORY LIBRARIES | 8 |
| <i>POSITION PAPER</i> | 8 |
| <u>STRUCTURE OF THE MODEL</u> | 10 |
| THE COUNCIL | 10 |
| TECHNICAL COMMITTEES | 11 |
| DIRECTOR | 11 |
| PRESIDENT | 11 |
| SECRETARY | 11 |
| <u>DEVELOPMENT OF THE SIMULATION</u> | 12 |
| OPENING SESSION | 12 |
| SPEAKING AND NEGOTIATING DURING THE MODEL | 13 |
| FORMAL DEBATE | 13 |
| INFORMAL DEBATE | 14 |
| VOTING SESSION | 17 |
| FROM WORKING PAPER TO RESOLUTION | 18 |
| WORKING PAPER | 18 |
| DRAFT RESOLUTION | 20 |
| RESOLUTION | 21 |
| TECHNICAL DELEGATES | 25 |
| WORK WITHIN THE TECHNICAL COMMITTEES | 25 |
| AMBASSADORS | 26 |
| GENERAL ROLE OF THE AMBASSADORS | 26 |

CRISIS SITUATION 26

VOTES 27

TECHNICAL COMMITTEES 28

COUNCIL 28

ANNEX – EXAMPLE OF A WORKING PAPER 30

Presentation

Objectives

The International Civil Aviation Organisation Model (Model ICAO) is a one-of-a-kind concrete and pedagogical exercise. This activity aims to challenge students to real diplomatic discussions and to apply high-level techniques by bringing them to personify an official delegates' role, representing their nation's positions in the midst of an important multilateral institution.

The Model ICAO takes a closer look at the inside of a black box of an international diplomatic body connected to the United Nations. The addressed issues, the utilized processes, the required and necessary decorum as well as the progress of the Model ICAO hold true as much as possible to the integrity of the International Civil Aviation Organization, keeping into consideration logistical and pedagogical constraints.

The Model ICAO will welcome delegates from various post-secondary institutions and will be held in Montreal. It is highly suggested that delegates prepare themselves a few months prior to the commencement of the conference. Their preparation should include a detailed research on their assigned country's positions, on their committees' issues, and on the dynamics of ICAO. To allow for a complete preparation, negotiation skills should be taught to delegates, just as much as drafting resolutions and speech delivery.

The conference will be held over five days, according to the prearranged schedule, which is included and found in this present document. The schedule presented in this document is for informational purposes and will be confirmed at a later date. The first day will be prioritized for topic selection and for sessions between academic delegations and the countries' representatives on board ICAO's Council. The conference will then be followed by four days of deliberation, drafting resolutions and negotiations, and ending with a closing ceremony highlighting efforts made by delegates.

Pedagogical Pertinence

Recent studies in the field of pedagogy (Anderson and Krathwohl, 2001) have revealed a direct correlation between students' participation in their education and their retention rate: the more actively involved the students are in their studies, the better they will retain knowledge and information. When learning activities encourage the development of creativity, focus on the abilities to evaluate, synthesize, think critically and allow for peer teaching, performance levels are superior and consistent over time.

The Model ICAO is a purely pedagogical activity: it places students in a situation which requires research, elaboration and creation of detailed and informed political positions. Moreover, the negotiating skills developed by delegates during this activity are a rich acquirement and are interchangeable, regardless of the delegates' future career choice.

Therefore, we strongly believe that this activity represents a high caliber educational role to any post-secondary institution's portfolio. Academic institutions' craze for this type of activity suggests an unquestionable success for the Model ICAO.

Preparing for the Model

Steps to Follow

A key element to successfully strive both personally and academically at the International Civil Aviation Organization Model (Model ICAO) is through a vigorous, thorough and exhaustive preparation. It is highly and strongly recommended that all delegates follow these steps in order to achieve great academic performance and benefit from all the advantages the Model ICAO experience can offer.

1. International Civil Aviation Organization

- Firstly, research the history, structure and decisions of the International Civil Aviation Organization.

2. General Research of Your Country

- Secondly, research and develop an understanding of the history, politics, socio-economic and demographic situation, etc. of your assigned country.

3. Your Committee

- Thirdly, research the mandate, structure and function of your committee.

4. Topics

- Fourthly, research your topics by reading the *Background Guide*, and then undertake your own research in order to grasp the issues more thoroughly.

5. Country Position

- Finally, the last step in your preparation is to learn your country's position on the topics treated in the committee.

Starting Your Research on ICAO

The Delegate’s Guide or the *Background Guide* should merely be the starting point for delegates to commence their research. The Guide on its own will not suffice: individual research will be crucially important. We strongly recommend the use of academic literature, scholarly journals and newspaper articles, official documents and websites to complement your research in order to conveniently prepare you for the Model. A bibliography will be provided with each document.

ICAO’s Website

| | | |
|--|--|---|
| About ICAO | This section is dedicated to the vision and mission of ICAO, for its operation in addition to transcripts of speeches, information about the Council, etc. | |
| Publications | The documentation in this section is probably the richest in information you can find on the ICAO website. | |
| | The majority of these documents is the basis of the first step in your preparation for the conference. In other words, you will find: | |
| | <u>Annual Reports of the Council</u> | Touches upon the progress in achieving the strategic objectives - Supporting Implementation Strategies, financial overview and more. |
| | <u>41st Assembly Documentation</u> | Resolutions, working papers, reports and other elements of the 41st Assembly. |
| | <u>Doc series</u> | More technical documentation such as budgets, financial reports, joint financing agreements, the Global Air Navigation Plan, etc. |
| | <u>Depository Libraries</u> | Serves to give an idea of ICAO's work by knowing the positions of respective countries by their adopted resolutions and <i>working papers</i> . |
| <u>ICAO Publications Newsletter (English only)</u> | Gives an accurate account of the Organization's activities and other kind of information of interest to Contracting States. | |
| Aviation Development | Delegates will learn how aviation is developing through the various ICAO programs. | |

Access to the official ICAO documents and its resolutions is possible by accessing ICAO’s website. It is possible to find numerous and useful resources.

ICAO Depository Libraries

| Libraries in Canada | | | |
|----------------------------|---|---|------------------------------------|
| Country | Name | Address | Telephone/Fax |
| Canada | Library of Parliament , Serials Section (government) | Ottawa, Ontario, Canada K1A 0A9 | +1 613-995-1166 +1 613-992-1269 |
| Canada | McGill University's Institute of Air Law & Space Law | 3661 Peel Street, Montreal, Quebec, H3A 1X1 | +1 514-398-3544 |
| Canada | National Library of Canada, Legal Deposit | 395 Wellington Street, Ottawa, Ontario, Canada K1A 0N4 | +1 819-997-9565 +1 819-953-8508 |
| Canada | University of Toronto Libraries , Materials Processing, Serials Section | 130 St George St, 6th Floor, Toronto, Ontario, Canada M5S 1A5 | +1 416-978-3075 +1 416-978-8827 |
| Canada | The University of British Columbia Library, Walter C. Koerner Library | 1958 Main Mall, Vancouver, British Columbia, Canada V6T 1Y2 | +1 604-822-6742 +1 604-822-9122 |

Delegates are encouraged to make use of the sources stated above, but they must make their own ideas and suggestions, in accordance with the political views of their assigned country. Plagiarism will not be tolerated in any work prepared and submitted by delegates, whether it be before or during the Model.

Position Paper

Part of the benefit of the Model ICAO is to learn and to defend the interests of the assigned Member State, even if in disagreement with their position. This is the realism of being a diplomat: defending the best interests of its government. The position paper will form the basis of the position papers all delegates must write, which will highlight your Member

States' views on the agenda topics. These position papers will enable you to identify Member States who are most likely to share identical perspectives and priorities and who may wish to collaborate with you in committee sessions.

Please be careful to the following instructions when writing and submitting your position papers. Delegations who will respect the instructions stated below will be eligible for *Position Paper* awards. Each topic will have to be briefly addressed in a policy statement embodying the important views of your assigned country. In addition, delegates should include recommendations for action to be undertaken by your committee.

- Each delegation must provide a position paper by committee
- The position papers must be submitted by April 8, 2024 and will be published on the website on April 12, 2024;
- The document must have a maximum length of two pages;
- It should cover the two topics and one must be submitted by the committee;
- French or English are the only languages accepted;
- Citations or page footnotes are not required.

Official format for the position paper

- Length of the text must not exceed two pages, with margins on the sides, top and bottom not exceeding 1 inch;
- Text of the body must be 12 pt. font, Times New Roman, justified text, with a converted document to a PDF format;
- File names must include the name of the committee and the country. Take the example of Canada, which is in the security committee: filename: Sec - Canada

The document must include the following information

- Country name and the committee name must be clearly indicated on the first page;
- The use of national symbols is prohibited and will disqualify papers for awards.
- The topics clearly identified in three separate sections;

How to submit your paper of intent?

- A person, preferably your faculty adviser or your head of delegation should send all the papers for the same time in delegation;
- Fill in the subject of email using the country name, eg ICAO – Canada
- Mail it to info@modelicao.com. An email will be sent to you to confirm receipt of your documents.

Structure of the Model

The Model is divided into two groups: Technical Committee, which is separated into five technical committees focusing on specific areas (Environment, Economics, Safety, Security, Legal Issues), as well as the Council. Each delegation is composed of five to nine delegates: an ambassador and four to eight technical experts, all representing the same assigned country. Each delegate will be assigned to a technical committee. It is possible to have two experts per technical committee. However, it is not possible to have two ambassadors; only one delegate in the delegation will fulfill this role.

The Council

The Council will be comprised of ambassadors. The President of the Council is named by the Organizational Committee a few weeks before the commencement of the Model ICAO. The President will be in charge of leading debates, to put questions to the vote and of proclaiming decisions. In addition, the President will lead debates during the crisis situation as well.

The Secretary General will also be assigned by the Organizational Committee a few months prior to the commencement of the Model, given its knowledge of ICAO's functioning and the gained expertise in the related fields to international civil aviation. The Secretary General will supervise the overall work of the technical committees' directors and the crisis situation.

Technical Committees

Each technical committee is composed of one or two members from each delegation and is supervised by an official table named the “DAIS”. The DAIS is composed of three individuals with distinct responsibilities: the Director, the President and the Secretary.

Director

The Director is responsible in overseeing the good function of its committee. The Director is named by the Organizational Committee of the Model ICAO a few months prior to the commencement of the latter. The Director is a member of the Organizational Committee of the Model ICAO. This person may be a former delegate chosen for their skills and abilities to manage similar student simulations. The Director ensures the following:

1. Complies with quality standards concerning written resolutions
2. Supervises the work of the President and the Secretary
3. Manages the preparation of records sent to the participating institutions.
4. Participates in the development of the conference

President

The President is appointed by the Organizing Committee a few weeks before the start of the conference. Unlike the Director, the President does not sit on the Organizing Committee and will not participate in the drafting of preparatory files. The desirable qualities of the President are rigor, abilities to speak and communicate efficiently, and capability of managing meetings of various decision-making bodies (union general assemblies, student, institutional, etc.). In addition, the President ensures the following:

1. Manages the motions and procedures and acts as a mediator in deliberations
2. Manages the interactions between the DAIS and the delegates

Secretary

The Secretary takes care of all related tasks in order to ensure and maintain a productive pace within a committee. The Secretary is appointed by the Organizing Committee a few days

before the start of the simulation. A good sense of organization and an impeccable knowledge of the English language are desired qualities when nominating a Secretary. Its tasks are:

1. Register and update the speaker list
2. Processes and treats the messages sent to the DAIS
3. Takes care of the linguistic and grammatical revisions of written resolutions

Development of the Simulation

Opening Session

The first session of the conference is referred to as the Opening Session. During this session, the contents of the session will be as follows:

- 1) Welcome and Introductions
- 2) Speakers' List is Opened
- 3) Agenda Setting
- 4) Formal and Informal Debates
- 5) Motion to Set Agenda

After a brief introduction and a few announcements made by the members of your DAIS, the committee will immediately enter Formal Session. The Chair will open the Speakers' List to entertain delegates' formal speeches concerning the order of the agenda they wish to set. Delegates can request to suspend the meeting in order to discuss informally the Agenda Setting. Following the resumption of the Formal Session, delegates may propose agenda topics in a particular order; the committee will then vote on a motion to set the agenda in the proposed order and will continue to vote on these motions until a majority vote has been passed. If the committee fails to reach an agreement on the agenda setting at the conclusion of the first session, the agenda will be set in the order as presented by the Committee Guide. Once the order of the agenda has been set, the opening session is closed.

Speaking and Negotiating during the Model

The work of the conference is mostly undertaken in committees, whether during formal or informal sessions. Committees alternate several times between formal and informal debates.

Formal Debate

Formal debates are essential for the success of the conference. The principal objectives of the Formal Sessions are: 1) to vote on draft resolutions, which have been negotiated during informal debates; 2) to allow delegates to share their national positions and to update on the work being done during informal debates; and 3) for the Dais to provide necessary information in order to ensure the success of the conference. The main characteristic of formal debates is the use of the Speakers' List, which allows individual Member States to voice their opinions and solutions to other committee members. During the formal debate, all members should remain calm and respectful towards delegates who have the floor.

Speakers' List

The Speakers' List serves as a platform through which delegates make formal speeches on the topic at hand. Formal speeches are important because they allow delegates to address the entire committee and to share information and ideas. The Speakers' List is kept by the President and lists all countries that have asked to speak, in the order requested. A new Speakers' List is automatically opened by the President at the beginning of discussion on a new topic. The President will call upon those who wish to be added to the Speakers' List. Delegates may request to be added to the Speakers' List by simply passing a note to the DAIS. When a Member State is recognized to speak, that country must do so within the allotted time. There is no limit to the number of times a Member State may speak. However, they must wait until they have spoken before placing themselves back on the Speakers' List. No member can be on the Speakers' List more than once at a time. The important points regarding practice as it relates to the Speakers' List include:

- Closing / Reopening the List: At any point of time, a motion can be made to close the Speakers' List, or the Speakers' List can be closed by the exhaustion of the latter. If a motion to close the Speakers' List passes by a simple majority, a distinct motion can be made to reopen the Speakers' List – again by a simple majority.

- Exhausting the List: Once the Speakers' List has been exhausted, a motion cannot reopen the Speakers' List. Once the Speakers' List is exhausted, debates on the agenda topic will be closed, even without a motion to close the debates. The committee will be directly placed into voting procedure. The committee will then vote on all draft resolutions submitted and approved at the time of the exhausted list. If there are no resolutions handed in, the subject is closed and tabled. All delegates must remain aware of the status of the Speakers' List in order to avoid being caught off guard by a premature exhaustion of the list.

Speaker's Time

The Speaker's Time is automatically set in accordance to the size of the committee. It varies between 60 and 90 seconds. For large committees, a shorter Speaker's Time may be more appropriate to allow for all delegates to speak. In small or medium-sized committees, a longer Speaker's Time will allow each delegate to fully express its opinions on the topics. This rule must be used with a diplomatic mind frame to give each delegation an opportunity to express its views.

Summaries of the basic rules of Formal Debate

- Rules of procedure are applied by the President;
- Delegates should always be present and attentive;
- Delegates should be respectful of other delegates;
- During formal debates, delegates will:
 - o Be added to the Speakers' List and make speeches;
 - o Raise points or motions;
- Laptops and tablets cannot be used during the formal sessions
- Phones must not be used out of respect for other delegates

Informal Debate

Under the rules of procedure, delegates are not allowed to ask questions to other delegates during formal sessions. The informal debates therefore provide the opportunity for delegates to discuss their position with others. The informal debate is the primary vehicle by which

delegates discuss, draft and revise working papers and amend draft resolutions. It is important for delegates to actively participate in informal sessions in order to:

- Demonstrate that your country is represented and participating in the committee;
- Monitor the working papers being developed;
- Research information concerning the views and positions of other Member States;
- Through these discussions, inform other Member States of your opinions and positions;
- Negotiate with other delegations;
- Build relationships with other delegates in the committee;
- Be able to provide information to your delegation on what is happening within your own committee.

Suspension of the Meeting

The informal debate takes place after a motion for “suspension of the meeting” has been passed. When the motion is being made, it must specify the duration of the suspension requested. It requires a majority vote in order to pass. It is not necessary to specify the purpose of the suspension. During this time, the committee can be divided into small groups in order to discuss the topic at hand, to write working papers, or to debate the importance of certain draft resolutions. During an informal session, the Secretariat has no role and the rules of procedure do not apply. Most of the informal negotiations will take place in or close to proximity to the committee rooms. Delegates will be asked to respect other committees who may be in formal sessions.

Negotiation

As previously stated, the majority of the diplomatic negotiations occur in informal debates. Once you have assimilated your national political position on the topic, you will search and form a cohesion with other delegations, who share similar positions, to discuss and develop working papers. Delegates should take advantage of informal sessions to introduce national policy initiatives, as well as collect other Member States’ positions regarding options for resolutions. In addition, the informal sessions provide an opportunity to find common

ground on policy proposals and the precise language to be used in working papers and draft resolutions.

The specific tasks undertaken during the suspension of the meeting are as follows:

- Build relationships with other delegates;
- Discuss your position with other delegates;
- Search for information on the positions and opinions of other delegates;
- Identify those whose positions are similar to yours;
- Draft, develop, and (in some cases) merge working papers;
- Analyze and modify draft resolutions;
- Seek support for your proposed work;
- Start negotiations and seek compromises with other delegates

Delegates will want to develop relationships with others, based on commonly shared values and positions, to facilitate and promote the advancement of the committee's goals and to look for creative solutions to the presented problems. Even though delegates should continuously seek common positions with other delegates as part of an important goal to be achieved throughout the conference, during the early stages of the conference, delegates should seek to meet all other delegates and publicize their positions, but as well as collect general information about the attitudes, intentions and positions of other delegations.

All delegates must remain aware that putting too much emphasis on a single proposal can stop the momentum of the committee. Therefore, an effective delegate will be recognized by his or her ability to use negotiation strategies to accelerate the resolution of the topic at hand. Informal debate sessions provide the best opportunity for the deployment of negotiation strategies.

Summaries of the basic rules of Informal Debate

- Rules of procedure do not apply;
- Delegates must actively participate in discussions with other delegates;
- Delegates should always be diplomatic and be respectful of other delegates
- During informal sessions, delegates are:

- Working on working papers;
- Discussing and gathering support for their working papers, draft resolutions;
- Examining the work currently being done in other groups;
- Laptops, tablets and phones may be used.

Voting Session

The last session of the committee is commonly referred to as the “Voting Session”. During this session, voting procedure will take place for most medium and large size committees. Smaller committees may discuss several topics and voting procedure could take place several times during the session.

During closing session, delegates will review draft resolutions distributed to the committee, submit changes, if any, and finally, head into voting procedure. Voting procedures is an extremely formal part of the Conference. No discussions are permitted, and delegates may not leave or return to the room once voting procedures are underway. Only a limited number of points and motions are accepted during voting procedure. Points and motions which are accepted during the voting process, in order of priority, are as follows:

- Point of Order: To correct an error in the procedure. No debate, no vote.
- Appeal of the Chair: To challenge a decision of the Chair. No debate, a majority vote required.
- Division of the Question: To consider [the] recommendation(s) separately from the rest of a draft resolution and potentially highlight their importance in an annex. First, this motion is subject to a procedural vote in order to decide whether the division will be entertained (requires two speakers for and two against, with a majority vote). Then the motion is subject to a substantive vote and does not require any debate (a majority vote is required).

- Roll Call Vote: Rather than voting by a show of placards, this motion allows for a vote by roll call (individually naming each Member State to cast their vote). No debate, no vote – this motion is automatically granted by the President.
- Adopt by Acclamation: To adopt a draft resolution by consensus. This motion requires no debate, no vote – the President will ask for any opposition.

From Working Paper to Resolution

The majority of the time during informal debate will be allocated to the drafting, reviewing and revising working papers and then draft resolutions. Once delegates have developed common positions and identified strategies on how to approach the topic, delegates will begin drafting working papers. Several delegates will work on drafting the working papers, with the input of other delegates. Working papers are submitted to the members of the DAIS who will provide comments and changes made for each working paper. When the DAIS approves the working papers, after several rounds of corrections, they are designated as draft resolutions, are given an official document code, and are printed and distributed to all delegates. Draft resolutions cannot be modified without amendments.

Working Paper

This is the first step to the drafting of a resolution. Once the agenda topics have been adopted, both in formal and in informal sessions, the committee begins discussions on a specific topic where groups are formed and will start to work on writing resolutions. During the writing stages, these documents are called working papers. These working papers are discussed amongst delegates and may be revised or merged if needed. Working papers are submitted to the DAIS for reviews and comments. Working papers are not formally distributed by the DAIS, but delegates can make copies and distribute them at their own expense. A working paper may go through several revisions before officially being approved as a draft resolution. Changes may be directly integrated into the working paper, since it has not yet been approved officially by the DAIS. In order to ensure integrity, proper formatting and to discourage pre-written resolutions, delegates are required to use the templates provided by the organizers on the conference's website. The DAIS will not accept documents using a different template. Moreover, in formal sessions, delegates cannot directly speak of or lobby

for specific working papers; they can mention the content of the working papers in a descriptive and explanatory manner and may invite other delegates to collaborate and come work with them on their working papers.

Sponsors and Signatories

The required number of signatures to allow a submission of a working paper must be equivalent to 20 % of Member States present during the first committee session. This number can be a combination of both sponsors and signatories. The DAIS will provide the required number during the second meeting of the committee. When sponsors believe that the working paper is complete, written in the correct format and ready to be considered by the committee, they must submit it to the DAIS.

- **Sponsors**
 - o Member States who participated in the creation of the working paper and are held responsible for seeing it through until voting is completed;
 - o Can approve friendly amendments;
 - o Member States acting as sponsors of a working paper should be ready and willing to defend the draft resolution and answer questions during sessions.

- **Signatories**
 - o Member States who are interested in supporting the working paper for further examination within the committee;
 - o They support the content but they have not explicitly contributed to the writing of the document and may, at the end of the line, be in disagreement its content.

Summary of the basic rules of the Working Paper

- Content can be changed without a formal process;
- Several working papers may be merged into one working paper;
- Sponsors can integrate ideas into other working papers in order to avoid duplication;
- All sponsors and signatories must be listed at beginning of the working paper.

Draft Resolution

This represents the second step of the process, where delegates can formally discuss the draft resolution and start the amendment process. After approval by the DAIS, the working paper becomes official and therefore is referred to as a draft resolution. The draft resolution has been accepted by the DAIS, coded, copied by the Conference and distributed to the committee for consideration. At that time, the names of all the sponsors and signatories are removed. The distribution of a draft resolution (either electronically or by paper) within the committee does not require a procedural motion and may be formally discussed within the committee. Amendments may be deposited and draft resolutions may be formally named by delegates during formal session' speeches. Keep in mind that draft resolutions may only be modified through the channel of amendment.

Amendment

An amendment is a clarification or a modification made to a draft resolution which incorporates additional interests or other considerations after a working paper has been officially submitted to the committee. Clauses contained in the introduction of the draft resolution cannot be changed. There are two types of amendments:

- **Friendly**
 - An amendment is proposed by any member of the committee in writing and accepted by the original sponsors of the document. Upon agreement of all of the original sponsors, the change is incorporated into the proposal without a vote by the committee;
 - Attention: if one of the sponsors is not present at the precise moment the friendly amendment is approved, this amendment becomes **unfriendly**, even if every other sponsor is present and approves said amendment.

- **Unfriendly**
 - An unfriendly amendment is a proposed amendment by a member of the committee without the support of all sponsors.

- Unfriendly amendments must be formally submitted to the Dais in writing before voting procedures, accompanied by the required number of signatures.
- A debate and a vote will be made on all unfriendly amendments to a draft resolution immediately before the vote on the entire draft resolution.

Summaries of the basic rules of the Draft Resolution

- In Draft Resolutions, only recommendations may be modified through amendments;
- Draft resolutions cannot be merged with other draft resolutions;
- Resolutions and partial contributions can only be removed by friendly amendments;
- Sponsors and signatories do not appear on the draft resolution; the document belongs to the committee.

Resolution

This term refers to draft resolutions who have been adopted by the Committee either by a substantial vote or by acclamation. The resolution includes all friendly and unfriendly amendments accepted and voted by the Committee and reflects all successful divisions of the question.

Resolutions represent the Committee's recommendations and opinions on the topic at hand and invites members of the Permanent Council to adopt them.

Resolutions are divided into three main sections: an introduction, the recommendations and lastly the comments. The introduction section englobes the background and the basis of the discussed topic. The section reserved for the recommendations is one where the Committee puts forward the actions it believes Member States should adopt. Lastly, the comments section is one where a State or a group of States express their views regarding general or specific elements of the resolution, aiming to facilitate negotiations and favoring an adoption by consensus from the Permanent Council.

When debates are exhausted or expired, the body votes on each proposed resolution and amendment, and the topic is then considered closed. A draft resolution becomes a resolution

if approved and voted in favor by the Committee according to voting procedures. Delegates should be aware that during voting procedures, the committee should seek as much as possible a consensus to be sure to obtain a consensus adoption by the Permanent Council.

Structure

Resolutions follow a common format. Each resolution has a header, a summary, an introduction and recommendations.

Working papers should be spaced at 1.5. Each paragraph or recommendation must be followed by an increment which begins with 1.X in the Introduction section, 2.X for the recommendations section and 3.X for the comments section. The Organizing Committee will provide a template for the working papers. All working papers submitted to the DAIS for consideration must use the provided template. The Organization will not accept any other format.

The title serves as an identification to draft resolution. Sections answer numerous questions. It explains in what committee the resolution was discussed, which topic was debated and who is its author. A model resolution is attached.

Summary

Each resolution must contain a framework in which the summary of the proposition is explained. It must be written in single-spaced, Times News Roman 12 font, and the style is free. Please be aware: the summary is not where all the content in the remainder of the resolution is exposed. It should describe, in a brief manner, the objectives and recommendations which will be detailed in the body of the document.

Introduction

All of ICAO's resolutions follow a common format. The ultimate goal of the introduction is to provide the historical context to the question as well as to justify the recommended course of actions. It describes the foundation of what will be discussed in the recommendations. The introduction can support specific arguments discussed in the resolution, and can also help gather support from other delegates. As it provides the context and considerations taken into account in the formulation of the recommendations, the introduction is essential. The

considerations should be exposed from the broader concepts to the most specific concepts. The recommendations are written as clauses with the first word in italic.

Example:

Whereas

Considering

Recommendations

All recommendations are written as a long sentence, with semicolons and commas, and one period at the end. They are presented in a logical manner and incremented (2.1 ; 2.1.a ; etc). The clauses may recommend, encourage, request certain actions, or give an opinion about an existing situation. Each clause calls for a specific action. The action must be accurate and precise.

The recommendations may have sub-clauses in order to provide more detailed, complex ideas. A sub-clause is part of a whole and cannot stand alone. If they are used, there must be at least two sub-clauses per recommendation. In other words, there cannot be only one sub-clause per recommendation.

Example

2. RECOMMENDATIONS

2.1 The Committee invites Member States to:

- a) examine the National facilitation program model found in the Appendix and to comment if necessary;
- b) adopt the final version of the National facilitation program model for insertion in the *Manuel de facilitation*;
- c) take note of the progresses made in the verification of the *Manuel de facilitation* and the *Signes internationaux destinés aux usagers des aéroports et des gares*.

2.2 The Committee requests.

Comments

Once the resolution is formally adopted, delegates may request to include in the resolution some comments. These comments will be negotiated in informal sessions. The basis of these comments is to enable the adoption of resolutions by consensus from the Council. This demands that the comments are in relation to litigious issues which may prevent the adoption of the resolutions. They do not aim to bring new disagreements forward between members of the Permanent Council, at the risk of non-adopting the resolution.

Comments are designated after the recommendations and are incremented (3.1, 3.2, etc). They begin with the name or names of the countries which bear the comment and the nature of the comment: it may be general, or concerning the entire content, or on specific recommendation(s). They are presented from the broader comment to the most specific comment.

Example

3. Comments

3.1 Comment on the resolution supported by France, China and Germany

a) France, China and Germany believe that the remainder of the text could be improved by taking into consideration the interests of villagers living on the sidelines of airports;

3.2 Comment on the resolution supported by Venezuela.

a) Venezuela wants to shed light on the opposition that there can be an introduction of new regulations

3.3 Commentary on the recommendation 2.8.a supported by the United States of America.

Summaries of the basic rules of the Resolution

- When resolutions are first drafted, they are called working papers;
- Working papers, once approved by the DAIS, become draft resolutions;
- Introduction: provides background and information on the topic;
- Recommendations: provides details of the specific actions to be taken by the committee or by other actors;
- It is structured as follows:
 - o Header

- Summary
- Introduction
- Recommendations
- Comments
- Resolutions may consist of several recommendations;
- Recommendations are separated by semicolons and commas;

Technical Delegates

Work within the Technical Committees

Technical committees must deal with a topic chosen between two options. These two topics, issues each delegation will carry research on, are known several months in advance and found on the Model ICAO's website. On the first day of the Conference, the final topic will be chosen by the ambassadors at the Council meeting.

Technical Committees will alternate between formal and informal sessions. During formal sessions, delegates are gathered in their meeting room and give speeches informing all delegates on the status of their work. Formal sessions are periodically suspended allowing for delegates to meet in informal sessions.

Informal sessions make up the bulk of the conference. Regrouped among countries sharing similar political goals, delegates take advantage of these sessions to draft resolution in groups. The duration of these sessions is decided collegially through motions, explored in more details in the section "Rules of Procedures".

After enough work has been completed on their resolutions, at the discretion of the committee chair, working papers of the various groups are promoted as draft resolutions. When all of the committee's work has received this certification (or when the deadline has been reached), the committee is no longer alternating between formal and informal sessions and enters voting session, where draft resolutions will either be adopted or rejected by the present delegations.

During the Conference, delegates in technical committees will regroup themselves by political similarities and will write resolutions which will be voted on during the voting session held on the last day. The writing of the resolutions is completed during informal sessions, declared by the motion during formal sessions.

During the last voting session held in Council, delegates in technical committees act as expert-counsels and representatives in the framework of the last allocated time for negotiations.

Ambassadors

General Role of the Ambassadors

Ambassadors participate and contribute, just as delegates do in the technical committees, to the good function of the conference. However, their activities differ from their counterparts. Unlike the delegates in technical committees, the ambassadors do not draft resolutions concerning specific topics. Even though the learning activities to which ambassadors are subjected to are equivalent to those of delegates in technical committees, their form is different.

The ambassadors' primary role is to choose the first topic to be addressed in each of the four (4) technical committees. In that optic, ambassadors are the main negotiators of their delegation. True to the spirit of ICAO, the ambassadors do not intervene, no more than do they intercept, in the substantial debates in technical committees. Their role is to support delegates in their negotiations by intervening with other ambassadors when necessary.

Delegates chosen as ambassadors prior to the commencement of the conference will be notified of the nature of their task. They should prepare themselves by reading the completed research of their colleagues in each technical committees, but should also focus on real and current examples of crises, their causes and their resolutions.

Crisis Situation

By the second day of the conference, the ambassadors will be subjected to a crisis situation. Rather than treating a particular topic, their drafting and negotiating skills revolve around

the resolution of this crisis. The ambassadors will have forty-eight (48) hours to resolve this situation.

The stake must cover the majority of the technical committees: for example, a simple plane diversion (hijack situation) by terrorists is not enough. There has to be hazardous materials, or a crash, or serious economic consequences, etc.

The goal of the crisis is to encourage the resolution of the problem in a three-step manner: firstly, an initial declarative reaction, followed by a concrete plan of action and lastly followed by a preventive feedback. During the crisis situation, the ambassadors may consult with their technical experts if the issue requires them to do so.

From an educational standpoint, the crisis situation encourages learning and skills development to ambassadors just as formal sessions do to delegates in technical committees, namely negotiation, the use of acquired technical knowledge, political public speaking and delivering, and developing solutions.

After this crisis situation, ambassadors integrate themselves into technical committees, shifting from one to the other, in order to familiarize themselves with the work progress and to provide support to their technical delegates during negotiations.

After the voting period has ended within the technical committees, resolutions are deposited in the hands of the Council, where a great consensus must be found in order to ensure its final adoption. This phase will be explained in details below.

Votes

Two distinct types of voting sessions are held during the Conference: those in technical committees, and those for the Council. These sessions are subject to the same procedures: the required number of votes is the only difference. To reflect the consensual spirit of the Council, the threshold votes requires a clear majority in technical committees (2/3), at the consensus of the Council. The permitted motions are found in the section “Rules of procedures”.

Technical Committees

Among the technical committees, only one voting session is held: it applies to the draft resolutions on the chosen topics at the beginning of the Conference. Resolutions are accepted by clear majority after entertaining debates including two delegations in favor of the resolution, and two opposed. Unfriendly amendments also require a clear majority and use the same debate structure as substantive votes do in regards to resolutions. The resolutions accepted by the Committee are then handed to the Council which must approve them in return. Delegations opposing resolutions or those who are reluctant to support them may also add comments to a resolution. These comments are intended to facilitate the achievement of consensus during voting procedures in Council and requires the support of a third of the delegates. Once this threshold is reached, the comments are placed as an annex to the resolution.

Required votes in order to adopt an unfriendly amendment or a resolution: 2/3 majority

Required votes in order to adopt comments in a resolution: 1/3

Debates: 2 delegations in favour, 2 delegations against

Council

During the Conference, the Council will go through two voting sessions. The first one is in regards to the steps of resolution of the crisis situation. In regards to the urgency, threshold of votes required is clear majority. The second voting session consists of officially voting on the voted resolutions in technical committees on a consensus basis. Both require the same rules of procedure but different thresholds must be met.

The Council voting session is an important aspect of the Conference. It enables a consistent level of learning within the same delegation: as ambassadors act as negotiators-representatives servicing their technical experts during the last informal sessions before the voting session in technical committees, the roles are reversed during the Council voting session. The technical experts become the negotiators-specialists to the Ambassadors.

Required votes during the *Crisis situation*: 2/3

Required votes in order to adopt an unfriendly amendment or a resolution: *Consensus*

Debates: 2 delegations in favour, 2 delegations against

This second voting session also allows the educational experience to go beyond its limits. Since it requires a higher threshold to ensure the adoption of the final resolution, it becomes a relatively important session filled with negotiations and quality work from all delegates.

The adoption of resolutions by the Council by means of consensus refers to the concept of democracy consensus. Consensus does not necessarily mean obtaining an agreement on all the provisions of the discussed text. It can simply be a way for a State to acquire or maintain a position within the Council, without adhering to the sections of the text (Sartori, 1987). In addition, the definition of consensus may refer to a quantitative concept or the meeting of unanimous majorities, including smaller formations (Costa, 2001)¹. Thus, the search for consensus must be based not solely on the objectives and interests of the represented State, but also on common values which ICAO represents, especially those found in the *Chicago Convention*, and also on strategic interests, such as the search for consensus within another document or to allow the State to keep its leading position in other negotiations. Furthermore, the adoption by consensus lets a State to abstain itself without making it impossible to adopt the resolution. Abstentions do not prevent the adoption of resolutions.

¹ Selma Bendjaballah, « La pratique de la négociation dans une démocratie de consensus : le cas des députés du parlement européen » (2014) 21:1 *Négociations* 65 à la p. 68.

Annex – Example of a Working Paper



International Civil Aviation
Organization

Number

x/x/16

RESOLUTION

Name of the Committee

Montreal, May 21st- 24th 2024

[TITLE]

Presented by

Sponsors

Signatories

SUMMARY

[Brief summary of the questions addressed in the Working Paper]

1. INTRODUCTION

1.1 [Context Introduction];

1.2 Continuation

2. RECOMMENDATIONS

2.1 [Recommendations];

2.2 Continuation

3. COMMENTS

3.1 [Comments from countries].

3.2 Continuation

— END —