



HLCC 2021-WP/242  
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**HIGH-LEVEL CONFERENCE ON COVID-19  
(HLCC 2021)**

**Montréal, 12 to 22 October 2021**

**DRAFT REPORT OF THE SAFETY STREAM  
ON AGENDA ITEM 2  
(Sub-items 2.1, 2.2)**

The attached draft report on Agenda Item 2 (sub-items 2.1, 2.2) is presented for approval by the Safety Stream for submission to the Plenary.



**Agenda Item 2: Strategy and policy****2.1: Global Aviation Safety Plan (GASP), and implementation of regional and national aviation safety plans**

2.1 This agenda item introduced the work undertaken to update the *Global Aviation Safety Plan* (GASP, Doc 10004), as well as progress towards the implementation of regional and national aviation safety plans.

2.2 The Safety Stream reviewed HLCC 2021-WP/6-SAF/3, presented by the Secretariat, containing proposals for the evolution of the GASP. The working paper presented the proposed topics for the draft 2023-2025 edition of the GASP, as well as a proposal to update the GASP targets and indicators for agreement, in principle, by the Conference. Recommendations from the Conference, as well as feedback received through the Questionnaire on the GASP Update, will be considered for the final draft of the GASP for endorsement at the 41st Session of the Assembly in 2022.

2.3 The Safety Stream reviewed the following working papers regarding comments on the 2023-2025 edition of the GASP: HLCC 2021-WP/13-SAF/10, presented by Slovenia on behalf of the European Union and its Member States<sup>1</sup>, the other Member States of the European Civil Aviation Conference<sup>2</sup>, and by EUROCONTROL; HLCC 2021-WP/28-SAF/15, presented by Paraguay and co-sponsored by Argentina, Bolivia (Plurinational State of), Colombia, Ecuador, Guyana, Panama, Peru, Suriname, Uruguay and Venezuela (Bolivarian Republic of); HLCC 2021-WP/98-SAF/76, presented by the Republic of Korea; HLCC 2021-WP/117-SAF/90, presented by China; HLCC 2021-WP/126-SAF/99, presented by Singapore, co-sponsored by Australia, Bangladesh, China, Fiji, Indonesia, Thailand, Flight Safety Foundation (FSF) and International Air Transport Association (IATA); and HLCC 2021-WP/58-SAF/43, presented by the Civil Air Navigation Services Organisation (CANSO). The Safety Stream agreed on: the need to continue evolving the GASP, focusing on a revision of the GASP update process, including alignment with other Global Plans and the revision of GASP goals, targets and indicators; the impact of global aviation disruption events, including the COVID-19 pandemic, on strategic safety planning; and further enhancing a performance-based approach and strengthening risk management capabilities at global, regional and national levels. The Safety Stream expressed wide support for the proposed topics for the draft 2023-2025 edition of the GASP and agreed on the need for the GASP Study Group to examine the appropriate means to take into consideration input from the Conference and the questionnaire, in preparation for subsequent endorsement of the GASP at the 41st Session of the ICAO Assembly.

2.4 The Safety Stream noted the need for the planning and implementation regional groups (PIRGs) and regional aviation safety groups (RASGs) to include the management of COVID-19 impact in their agenda and work programmes, to support a safe recovery. The Safety Stream also agreed that a mechanism to enable prioritization of projects based on needs and global situations and expedite implementation based on the reprioritization, taking into account the budgetary implications be explored.

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<sup>1</sup> Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxemburg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden.

<sup>2</sup> Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Iceland, Moldova, Monaco, Montenegro, Norway, San Marino, Serbia, Switzerland, Republic of North Macedonia, Turkey, Ukraine and United Kingdom.

2.5 As a result of the discussion, the Safety Stream agreed on the following recommendation:

**Recommendation 2.1/1 – Draft 2023-2025 Edition of the *Global Aviation Safety Plan* (GASP, Doc 10004)**

That States:

- a) agree with the inclusion of the proposed targets and indicators in the draft 2023-2025 edition of the GASP;
- b) agree in principle with the list of proposals, including amendments based on feedback and the migration of implementation support content to guidance material, for the draft 2023-2025 edition of the GASP; and

That ICAO:

- c) take into consideration input from the Conference and the questionnaire for subsequent endorsement of the 2023-2025 edition of the GASP at the 41st Session of the Assembly.

2.6 The Safety Stream reviewed HLCC 2021-WP/7-SAF/4, presented by the Secretariat, containing a summary of guidance material, tools and activities ICAO undertook to assist States with the implementation of national aviation safety plans (NASPs), in line with the GASP. Feedback received from some States on the progress made towards implementing their NASP, as well as challenges faced, were also discussed. The Safety Stream also reviewed HLCC 2021-WP/48-SAF/33, presented by the African Civil Aviation Commission (AFCAC) on behalf of 54<sup>3</sup> African Contracting States, on the challenges that are attributed to the COVID-19 pandemic since 2020 and a proposed strategy to enhance regional aviation safety group (RASG) activities and initiatives. The Safety Stream acknowledged the challenges presented in the paper but noted that the actions go beyond the scope of the GASP and address overarching processes. The Safety Stream noted that these actions would best be addressed through the RASGs and could be considered when revising the regional aviation safety plans.

2.7 The Safety Stream reviewed the following papers regarding the implementation of regional and national aviation safety plans: HLCC 2021-WP/89-SAF/67, presented by Bangladesh; HLCC 2021-WP/92-SAF/70, presented by Brazil and supported by Argentina, Bolivia (Plurinational State of), Chile, Colombia, Ecuador, Guyana, Panama, Paraguay, Peru, Suriname, Uruguay and Venezuela (Bolivarian Republic of); and HLCC 2021-WP/121-SAF/94, presented by Singapore, Flight Safety Foundation (FSF) and the International Air Transport Association (IATA). The Safety Stream agreed on the need for ICAO to continue with its efforts of updating existing guidance material and tools related to the implementation of regional and national aviation safety plans, focusing on the expected interaction of State safety programmes and national aviation safety plans; safety performance indicators, safety data collection, sharing and analysis for developing and monitoring regional and national aviation safety plans; and further developing safety enhancement initiatives (SEIs) to address organizational challenges and operational safety risks. The Safety Stream acknowledged the key role of the RASGs in the development and implementation support for regional and national aviation safety plans; as well as the work undertaken to develop the Global Action Plan for the Prevention of Runway Excursions (GAPPRE) to address high-risk categories of occurrences presented in the GASP. The Safety Stream agreed on the need for the GASP Study Group to examine the appropriate means to take into consideration input from the Conference to revise existing

<sup>3</sup> Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cabo Verde, Cameroon, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia and Zimbabwe.

ICAO guidance materials and tools that support the implementation of regional and national aviation safety plans, in line with the GASP.

2.8 As a result of the discussion, the Safety Stream agreed on the following recommendation:

**Recommendation 2.1/2 – Development and implementation of national aviation safety plans**

That States:

- a) develop and implement their national aviation safety plan (NASP), in line with Assembly Resolution A40-1: *ICAO Global planning for safety and air navigation*;
- b) use existing ICAO guidance material and tools to develop and implement their NASPs;
- c) provide the most recent version of their NASP for posting on the ICAO Global Aviation Safety Plan (GASP) public website;
- d) submit proposals to ICAO for the update of guidance material related to national aviation safety plans;

That ICAO:

- e) submit a report regarding the development of NASPs at the 41st Session of the Assembly; and
- f) further enhance its safety intelligence initiatives to support States' implementation of NASPs and enable them to monitor progress made towards achieving their national safety goals and targets, in line with the GASP and the regional aviation safety plan (RASP), as well as safety management provisions.

**Agenda Item 2: Strategy and policy**

**2.2: Evolving regulatory capacity in aviation**

2.9 The Safety Stream reviewed HLCC 2021-WP/11-SAF/8, presented by the Secretariat, HLCC 2021-WP/38-SAF/25, presented by Peru and supported by Argentina, Bolivia (Plurinational State of), Brazil, Chile, Colombia, Ecuador, Guyana, Panama, Paraguay, Suriname, Uruguay and Venezuela (Bolivarian Republic of), HLCC 2021-WP/41-SAF/28, presented by Guyana and supported by Argentina, Bolivia, Brazil, Ecuador, Panama, Paraguay, Peru, Suriname, Uruguay and Venezuela, HLCC 2021-WP/129-SAF/102 presented by South Africa, HLCC 2021-WP/91-SAF/69 presented by Brazil, HLCC 2021-WP/47-SAF/32, HLCC 2021-WP/51-SAF/36, HLCC 2021-WP/52-SAF/37 and HLCC 2021-WP/44-SAF/29, presented by the African Civil Aviation Commission (AFCAC) on behalf of 54 African Contracting States<sup>4</sup>, which focused on the importance of enhancing and improving regulatory capacities from the aspect of oversight activities, training of aviation personnel, development of guidance, tools and procedures to assist States in change management and management of digitalization in the face of rapid changes in technology and the pandemic. The Safety Stream noted the experiences and challenges discussed in the working papers. The Safety Stream agreed that States should recognize the technological changes and innovation in aviation, and promptly develop regulatory policies and processes to

<sup>4</sup> Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cabo Verde, Cameroon, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia and Zimbabwe.

embrace advances in technology, promote collaboration amongst the Member States and stakeholders to build skills and expertise in view of technological advancements and innovation, and supported the need to further develop these aspects into the recommendation.

2.10 The Safety Stream also reviewed HLCC 2021-WP/29-SAF/15 presented by IATA, which highlighted the enhanced safety management opportunities offered by competency-based training and assessment (CBTA) and identified associated challenges related to the use of pilot training data for safety purposes and the identification of competency standards for use by flight instructors, evaluators and State licensing authorities. The Safety Stream agreed that ICAO consider the integration of CBTA data into safety management systems as well as the global harmonization of operational personnel's performance standards under CBTA programmes, with a view to ensuring international licence recognition and supported the need to further develop this into the recommendation.

2.11 Information papers provided by the United Kingdom (HLCC-WP/210-SAF/140) and the United States (HLCC-WP/201-SAF/136) were noted.

2.12 As a result of the discussion, the Safety Stream agreed on the following recommendation:

**Recommendation 2.2/1 – Regulatory capacity enhancement, new training approaches and improvement of current processes and tools to embrace changes in aviation**

That States:

- a) recognize the significant impact of changes in aviation on the required competencies of regulatory aviation personnel within civil aviation authorities (CAAs) and consider including in their national aviation safety plan, actions to enhance training, regulatory capacity and digital competency development;
- b) develop regulatory policies and processes in a timely manner to be on par with technological changes and innovation in the civil aviation space and ensure that regulatory authorities are sufficiently resourced to be able to take advantage of advances in technology;
- c) share relevant experience with the broader aviation community through ICAO on how to enhance regulatory capacity, training and improve current processes and tools (including licensing, certification, safety oversight activities, authorizations, and approvals) to embrace changes in aviation;
- d) support the development of global interoperable data authentication information technology (IT) solutions for certificates such as electronic licences;
- e) consider the use of regional safety oversight organizations (RSOOs) to enhance the regulatory capacity of States;
- f) conduct a needs analysis for training of relevant State personnel and determine learning opportunities relevant to their roles and responsibilities;
- g) implement through use of technology and innovation virtual learning platforms to maintain personnel's competence and incorporate these as an additional means of reducing complacency in the organization during the COVID-19 pandemic and beyond;

- h) familiarize themselves with the concept of desktop assessments and implement it in their respective organizations. Special attention should be given to those licensing activities that can be done using live video such as demonstration and oral testing; and
- i) work with RSOOs to review and enhance their surveillance activities of approval/certificate holders who are experiencing significant changes as a result of the effects of the COVID-19 pandemic.

That ICAO:

- j) continue to evolve the Standards-making process, taking into consideration changes in aviation;
- k) in collaboration with Member States, establish a means to identify the stakeholders leading the change, foster their participation in the early phases of provision development by centralizing their expertise into an ICAO pool of knowledge and share regulatory capacity enhancement solutions with other States through ICAO;
- l) promote and support collaboration amongst stakeholders to foster technological advancement, innovation, training and mentoring in order to develop skills and expertise amongst Member States;
- m) in collaboration with Member States, continue its efforts to assist in the strengthening of training programmes; and
- n) in collaboration with Member States and other stakeholders, consider the development of a standard that defines a digital strategic framework intended for CAAs, which includes the guidelines to be followed on the path towards modernization and accelerating the digitalization and automation of key processes.

2.13 The Safety Stream reviewed HLCC 2021-WP/74-SAF/53, presented by the United States, that provided further support for the ongoing work of the Airworthiness Panel in evaluating the impact of increasing the maximum take-off mass (MTOM) from 5 700 kg to 8 618 kg in Annex 8 – *Airworthiness of Aircraft*, Part VB. The Stream noted that work on this topic was already underway in the relevant expert group and encouraged its continuation. The Stream also noted the need for coordination between expert groups to identify consequential amendments to ICAO provisions resulting from this work. The Stream agreed that States should provide additional support to expert groups to support the work related to aircraft weight considerations.

2.14 The Safety Stream reviewed HLCC 2021-WP/109-SAF/83, presented by Bolivia (Plurinational State of) and supported by Argentina, Brazil, Colombia, Ecuador, Guyana, Paraguay, Peru, Suriname, Uruguay and Venezuela (Bolivarian Republic of), which highlighted the progress made by the Regional Safety Oversight Cooperation System (SRVSOP) in the development of regulatory capacity for the benefit of South American (SAM) Region States, contributing to the improvement of safety oversight levels. The Safety Stream noted the progress made in this regard and encouraged the SRVSOP to continue its efforts.

2.15 The Safety Stream reviewed HLCC 2021-WP/112-SAF/85, presented by Colombia and co-sponsored by Argentina, Bolivia (Plurinational State of), Brazil, Chile, Ecuador, Guyana, Panama, Paraguay, Peru, Suriname, Uruguay and Venezuela (Bolivarian Republic of), on the importance of data as the foundation of any State safety programme (SSP). The Safety Stream highlighted that various types of data are converted into information to support data-driven decision-making, mitigate risks, predict trends and behaviours, and may assist States in implementing risk-based oversight. The Safety Stream noted that work is underway to support States in

further developing their safety intelligence capabilities and that related proposals are addressed under Agenda Item 3.2.

2.16 An information paper provided by the Dominican Republic (HLCC 2021-WP/137-SAF/104) was noted.

2.17 As a result of the discussion, the Safety Stream agreed on the following recommendation:

**Recommendation 2.2/2 – Other issues related to safety oversight**

That States:

- a) continue to support ICAO expert groups in evaluating the impact on other Annexes and/or guidance material of increasing the maximum take-off mass (MTOM) from 5 700 kg to 8 618 kg in Annex 8 – *Airworthiness of Aircraft*;
- b) prioritize human and technical resources necessary for further development of the State’s safety intelligence capabilities, under their State safety programmes (SSPs), in collaboration with other States, regional safety oversight organizations (RSOOs) and international organizations; and
- c) share experiences and lessons learned to support safety risk management and data-driven decision-making, supported by a State action plan coordinated with the ICAO regional offices.

That ICAO:

- d) develop guidance material for States and RSOOs to identify and address the challenges faced by approval holders going through significant operating changes;
- e) in collaboration with Member States and stakeholders, continue the work on evaluating the impact of increasing the MTOM from 5 700 kg to 8 618 kg in Annex 8, Part VB and provide periodic status updates on the development of the work programme and any revisions to Annexes and/or guidance material;
- f) facilitate the development of appropriate tasks, in collaboration with the appropriate expert groups, to ensure the dedication of resources to MTOM-related considerations and identify necessary revisions to Annexes and guidance material;
- g) facilitate coordination among expert groups to consider the assessment of their current work programmes and identify additional activities required to implement revisions to Standards and Recommended Practices (SARPs) and guidance material into applicable Annexes and documents related to aircraft weight considerations; and
- h) facilitate the development of safety intelligence provisions to support safety risk management and data-driven decision-making.