



AN-Conf/14-WP/211
30/8/24

FOURTEENTH AIR NAVIGATION CONFERENCE

Montréal, 26 August to 6 September 2024

REPORT OF THE COMMITTEE ON AGENDA ITEM 1

The attached report has been approved by the Committee for submission to the Plenary.

Mr. Padhraic Kelleher
Committee Chairperson

Note.— After removal of this covering sheet, this paper should be inserted in the appropriate place in the Report Folder¹

¹ (7 pages)

Agenda Item 1: Update on the ICAO 2023-2025 Business Plan and long-term strategic planning
1.1: Reprioritization of the ICAO 2023-2025 Business Plan

Priority focus areas

1.1 The Conference reviewed AN-Conf/14-WP/3, presented by the Secretariat, which outlined the overall scope and actions taken to support the priority focus areas (PFAs). These PFAs were set by the ICAO Council to guide the prioritization exercise of activities within the current ICAO Business Plan based on the resolutions and decisions of the 41st Session of the ICAO Assembly. The paper also provided an overview of the efforts related to the initial phases of strategic planning in ICAO. The paper further recommended ways for States, international organizations and industry to be aligned with, and contribute to these efforts.

1.2 The Conference expressed strong support for the PFAs and the recommendations in AN-Conf/14-WP/3. It commended ICAO for the programmatic approach and the improved transparency in reporting through the key performance indicators (KPIs) using the results-based management approach. Regarding the PFAs, it recognized the overarching nature of implementation support and noted that the PFAs complement and do not impact the existing priorities and global frameworks. The Conference nevertheless noted the need for greater clarity on how the PFAs and the prioritization methodology would affect the Global Plans and the standardization roadmap, and the relationship between the PFAs, and safety, security, and air navigation challenges. In order to meet the air traffic demand of the future, the Conference noted that the modernization of air navigation capacity should be more explicitly reflected in the strategic goals of ICAO.

1.3 The Conference noted the continuing efforts in the shift towards results-based management and welcomed that the prioritization methodology would be presented during the next Assembly.

1.4 As a result of the discussion, the Conference agreed on the following recommendation:

Recommendation 1.1/1 – Support to ICAO’s programmatic business planning approach initiated by the Business Plan 2023 - 2025 priority focus areas

That States:

- a) consider the applicable ICAO priority focus areas as well as the future prioritized work programmes of ICAO when reviewing their implementation strategies and plans, including their regulatory framework; and
- b) together with international organizations, and assisted by the industry where appropriate, endeavour to provide support and voluntary contributions (financial or in-kind) to the activities within the priority focus areas;

that ICAO:

- c) based on the experience with the priority focus areas, extend the methodology of programmatic approach to the activities in the next Business Plans; and
- d) through the planning and implementation regional groups and the regional aviation safety groups, in accordance with the Global Air Navigation Plan and the Global Aviation Safety Plan and their respective regional plans, incorporate into their work programmes and projects, initiatives taking into account alignment with the ICAO priority focus areas.

1.5 The Conference reviewed AN-Conf/14-WP/138 presented by Brazil, which suggested the integration of socioeconomic diversity and inclusion into the sustainability agenda of ICAO and that public policies should support funding for training and qualification of low-income individuals for aviation professions. The Conference recognized the workforce challenges and its potential impact on safety, and strongly supported the call for ICAO to broaden the focus of its Next Generation of Aviation Professionals (NGAP) programme beyond gender considerations.

1.6 The Conference emphasized the significance of related actions in securing aviation's future workforce and noted the role of the NGAP programme. It further recognized the importance of taking into account other diversity and inclusion topics, as well as the need for public policies and initiatives on training. The Conference noted that the work was ongoing within ICAO and agreed that the information in AN-Conf/14-WP/138 be referred to the appropriate expert group(s) for further consideration.

Data, data exchange and intelligence

1.7 The Conference reviewed AN-Conf/14-WP/57, presented by Hungary on behalf of the European Union and its Member States², other Member States of the European Civil Aviation Conference (ECAC)³, European Organisation for the Safety of Air Navigation (EUROCONTROL), Singapore and the United States, on the need to establish a global framework for aviation safety data and intelligence management, and AN-Conf/14-WP/101, presented by the United States, co-sponsored by Australia, on a mechanism by which safety information collected by States can be made interoperable to ensure that it is shared for data-informed decision-making, and noted a Global Safety Information Management Exchange – Playbook, as presented in AN-Conf/14-WP/105. In its discussions, the Conference expressed strong support for AN-Conf/14-WP/57 and AN-Conf/14-WP/101 and noted the potential benefits resulting from the ability to produce global aviation safety intelligence based on aggregation of consistent and compatible data and information shared by multiple parties. The Conference also expressed the importance of having safeguards in place to protect the safety, confidentiality and integrity of data and information, as well as of establishing a governance framework of the global safety information exchange. These proposals would also support regional data/information exchange initiatives that would then contribute to data/information exchange at the global level. The Conference agreed that ICAO continues with the development of a global framework for aviation safety data and information exchange, while building on existing initiatives, and agreed that the contents of AN-Conf/14-WP/57, AN-Conf/14-WP/101 and AN-Conf/14-WP/105 be referred to the appropriate expert group(s) for further consideration.

Safety oversight audits

1.8 AN-Conf/14-WP/121, presented by New Zealand and co-sponsored by Australia, Canada and the United Kingdom, addressed the need for Universal Safety Oversight Audit Programme (USOAP) audit methodologies to respond to new and emerging aviation technologies and regulatory approaches, as well as being capable of recognizing alternative means of meeting the outcomes sought by Standards and Recommended Practices (SARPs). The Conference noted the process that the USOAP Continuous Monitoring Approach (CMA) used to evolve its tools and methodologies, which takes into account performance-based SARPs. The Conference agreed that the paper be referred to the appropriate expert group(s) to be carefully considered in progressing the development and enhancement of performance-based SARPs, as well as evolving the USOAP CMA using a step-by-step approach, promoting its stability and reliability, and taking into consideration the lessons learned from the State Safety Programme Implementation Assessments (SSPIAs).

² Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxemburg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, and Sweden.

³ Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Iceland, Republic of Moldova, Monaco, Montenegro, North Macedonia, Norway, San Marino, Serbia, Switzerland, Türkiye, Ukraine, and the United Kingdom.

Accident investigation reports

1.9 The Conference reviewed AN-Conf/14-WP/73, presented by the International Air Transport Association (IATA), International Business Aviation Council (IBAC) and the International Federation of Air Line Pilots' Associations (IFALPA), on challenges faced by some State accident investigation authorities to promptly complete investigations into accidents and serious incidents and issue a final report in accordance with the existing provisions in Annex 13 – *Aircraft Accident and Incident Investigation*. The Conference recognized the risk to the global aviation system when safety lessons learned from investigations are not drawn. In this context, the Conference acknowledged the ongoing work by ICAO and highlighted the need to further assist States in building capacity for accident investigation. While noting the challenges, the Conference reiterated the urgency for State accident investigation authorities to investigate and report on accidents in a timely manner.

Resilience of the air navigation system

1.10 In reviewing AN-Conf/14-WP/75, Revision No. 1 presented by IATA and IBAC, supported by the International Federation of Air Traffic Controllers' Associations (IFATCA), the Conference noted that airspace disruptions have increased in recent years with airlines continuing to face challenges impacting efficient operations around airspace that are no longer available for civil aviation, sometimes for extended periods. The Conference commended the measures undertaken by States and stakeholders responding to airspace disruptions as well as the efforts of contingency coordination teams (CCTs) in managing and mitigating disruptions. The Conference also recognized the need for additional global guidance on managing disruptions and returning to normal operations. The Conference urged States to share advance information related to disruptions and to implement airspace optimization initiatives, such as air traffic flow management, flexible use of airspace and civil-military cooperation.

1.11 Information papers provided by: Brazil (AN-Conf/14-WP/166); Canada (AN-Conf/14-WP/198); Canada and co-sponsored by Australia (AN-Conf/14-WP/108); China (AN-Conf/14-WP/186); Malaysia (AN-Conf/14-WP/160); United States and co-sponsored by Australia (AN-Conf/14-WP/105); Uruguay with the support of 20 Latin American Civil Aviation Commission (LACAC) Member States⁴ of (AN-Conf/14-WP/154); and International Society of Air Safety Investigators (ISASI) (AN-Conf/14-WP/31) were noted.

1.12 As a result of the discussion, the Conference agreed on the following recommendation:

Recommendation 1.1/2 – Resilience of the air navigation system

That States:

- a) implement airspace optimization initiatives covered by ICAO provisions, such as air traffic flow management, flexible use of airspace and civil-military cooperation;
- b) share advance information related to anticipated disruptions; and

that ICAO:

- c) together with States and industry, develop global guidance on air traffic management contingency management, including the recovery phase, as well as regional frameworks, to support the implementation of Annex 11 — *Air Traffic Services*.

⁴ Argentina, Aruba, Belize, Bolivia, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of).

Agenda Item 1: Update on the ICAO 2023-2025 Business Plan and long-term strategic planning
1.2: Strategic alignment of Global Plans for performance improvement

1.13 This sub-agenda item introduced the work undertaken for the strategic alignment of Global Plans, with a particular focus on the *Global Aviation Safety Plan* (GASP, Doc 10004) and the *Global Air Navigation Plan* (GANP, Doc 9750), for performance improvement. Discussions on proposals for the revision of specific content in the GASP and GANP were covered under sub-agenda items 2.3 and 3.3, respectively.

Alignment of Global Plans

1.14 The Conference reviewed AN-Conf/14-WP/4, presented by the Secretariat, which contained proposals for recommendations based on the work of the Global Plans Task Force, as well as subsequent actions taken by the appropriate expert group(s), as part of the revision of both Global Plans which will be presented to the 42nd Session of the ICAO Assembly.

1.15 The Conference reviewed the following working papers: AN-Conf/14-WP/55, presented by Hungary on behalf of the European Union and its Member States⁵, the other Member States of ECAC⁶, EUROCONTROL, and Canada, co-sponsored by the United Arab Emirates, Egypt and Libya; and AN-Conf/14-WP/147, presented by the Republic of Korea.

1.16 The Conference agreed with the changes proposed for the enhanced strategic alignment of Global Plans, as outlined in the Secretariat working paper (AN-Conf/14-WP/4). The Conference expressed support for AN-Conf/14-WP/147, noting the importance of data collection, processing, storage, reporting and protection schemes. It agreed, in principle, for the need to work towards a common performance framework (i.e., consisting of the long-term integration of a single set of indicators), in line with the recommendations of the Global Plans Task Force; revise the roles and responsibilities of key aviation stakeholders and ICAO; revise the process for Global Plans' development; and define the respective scopes and time horizons in each Global Plan. These should be considered for the relevant portions of the 2026-2028 edition of the GASP and the eighth edition of the GANP.

1.17 The Conference recognized the need to ensure the proper scope and membership of the appropriate expert group(s) actively engaging in alignment efforts, and agreed to refer the proposals in AN-Conf/14-WP/55 to the appropriate existing expert group(s).

1.18 The Conference noted the progress made thus far and agreed on the need to continue focusing efforts on the alignment of the Global Plans, as appropriate, while taking into account the differing nature and specificities of the domain of each Global Plan, and including the *Global Aviation Security Plan* (Doc 10118, GASeP). This included, primarily: the timely inclusion of innovation in the Global Plans, fostering a proactive approach to managing aviation safety, security and air navigation; improving the adaptability of plans in a rapidly changing environment; the need for further capacity building and assistance programmes to better address the integrated and performance-based evolution of air transport; the need to ensure consistency in global and regional aviation planning; and the importance of relevant data collection and analysis to monitor performance globally. The Conference agreed that ICAO should promote a more integrated, collaborative approach to managing various types of aviation risks, for the 2029-2031 edition of the GASP and the ninth edition of the GANP, where appropriate.

1.19 The Conference noted the differing presentation methods of the GASP and GANP (as an electronic document and a web portal, respectively) and highlighted the need to facilitate cross-referencing between both Global Plans.

⁵ Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, and Sweden.

⁶ Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Iceland, Republic of Moldova, Monaco, Montenegro, North Macedonia, Norway, San Marino, Serbia, Switzerland, Türkiye, Ukraine, and the United Kingdom.

Regulatory harmonization

1.20 The Conference reviewed AN-Conf/14-WP/114, presented by Costa Rica, regarding creating effective regulatory harmonization to reflect changes and advances in the latest business models of civil aviation authorities. The Conference noted the ongoing work of ICAO in the areas covered by AN-Conf/14-WP/114 and discussed the need to ensure consistency with the rights, obligations and responsibilities of States. It agreed to refer the proposals to the appropriate expert group(s), for further consideration.

1.21 Information papers provided by: Colombia (AN-Conf/14-WP/141, AN-Conf/14-WP/144 and AN-Conf/14-WP/145); Uruguay and supported by 19 LACAC Member States⁷ (AN-Conf/14-WP/153); and EUROCAE and RTCA (AN-Conf/14-WP/197) were noted.

1.22 As a result of the discussion, the Conference agreed on the following recommendation(s):

Recommendation 1.2/1 – Work towards enhanced alignment of the Global Aviation Safety Plan and the Global Air Navigation Plan

That States:

- a) agree, in principle, with the incorporation of the following updates into the relevant portions of the 2026-2028 edition of the Global Aviation Safety Plan and the eighth edition of the Global Air Navigation Plan:
 - 1) removal of duplicate indicators from the respective Plans, as part of the longer-term work towards building a common performance framework for all Global Plans, and containing a comprehensive set of indicators;
 - 2) revision of the roles and responsibilities of key aviation stakeholders and ICAO to align the content;
 - 3) revision of the process for Global Plans' development, including how the Plans input into the work programme of ICAO;
 - 4) definition of the respective scopes (i.e., types of operations addressed) and time horizons (i.e., the final target date) in each Global Plan;
- b) foster collaboration between the Global Plans and the appropriate expert group(s); and
- c) agree that further consideration of a more integrated, collaborative approach to managing various types of aviation risks, be considered for the 2029-2031 edition of the GASP and the ninth edition of the GANP, where appropriate;

that ICAO:

- d) take into consideration input from the Conference regarding proposals for enhanced strategic alignment of the Global Plans for subsequent inclusion in the GASP and GANP, while taking into account the differing nature and specificities of the domain of each Global Plan; and
- e) develop guidance on how the Global Plans will support each other.

⁷ Argentina, Aruba, Belize, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, and Venezuela (Bolivarian Republic of).

Agenda Item 1: Update on the ICAO 2023-2025 Business Plan and long-term strategic planning
1.3: Evolution of the Technical Commission of the ICAO Assembly

1.23 The Conference reviewed AN-Conf/14-WP/5, presented by the Secretariat, on the need to continue the transition initiated by the ICAO Council, on request of the ICAO Assembly during its past Sessions, to further increase the efficiency and effectiveness of the Assembly.

1.24 The Conference broadly supported the intent of the paper in ensuring the effectiveness and efficiency of the Technical Commission. The Conference expressed concern regarding the sovereignty of the Assembly and the equal opportunity for States to contribute to the discussion on the technical work of the Organization. The Conference recognized that not all States had the opportunity to participate in the work of panels and noted that such work should not be excluded from the discussions of the Technical Commission of the Assembly. The Conference supported the need for the Technical Commission to have a more focused agenda, taking into account recommendations of divisional-type meetings, and a streamlined process, and agreed that this should be done with the wider context of the Assembly in mind. The Conference agreed that improved engagement with States and international organizations should be put in place to ensure opportunities for a more inclusive preparation. The Conference noted the benefit of the lessons learned from the current conference, particularly with respect to the time spent in introducing papers and the appropriate designation of working papers. The Conference agreed that further work was required to adequately define the scope of the Technical Commission noting the need to strike a balance between efficiency and the ability of States to provide direction on specific issues within the technical work programme of the organization. As a result, amendments to the recommendations were made and the matter will be subject to further study.

1.25 As a result of the discussion, the Conference agreed on the following recommendation:

Recommendation 1.3/1 – Evolution of the ICAO Assembly Technical Commission

That States:

- a) prepare their participation, including the submission of working papers for the Technical Commission of the 42nd Session of the Assembly, with a particular focus on matters related to the Global Aviation Safety Plan, the Global Air Navigation Plan, new Assembly Resolutions and amendments to existing Resolutions; and

that ICAO:

- b) prepare the draft agenda for the Technical Commission at the 42nd Session of the Assembly with a view to enhancing the efficiency of the Assembly including considering the lessons learned from the Technical Commission of the 41st Session of the ICAO Assembly;
- c) study the options for the evolution of future Technical Commissions taking into account the sovereignty of the Assembly and the need to secure equal opportunity for States to contribute to the technical work of ICAO;
- d) develop options for the evolution and scope of the Technical Commission within the wider context of the efficiency and effectiveness of the Assembly; and
- e) consider presenting a working paper to the 42nd Session of the ICAO Assembly on the options for the evolution of future Technical Commissions.