



WORKING PAPER

THIRTEENTH AIR NAVIGATION CONFERENCE

Montréal, Canada, 9 to 19 October 2018

COMMITTEE B

**Agenda Item 7: Operational safety risks
7.3: Other implementation issues**

GLOBAL AND REGIONAL IMPLEMENTATION STRATEGIES

(Presented by the Secretariat)

EXECUTIVE SUMMARY

This paper presents the global and regional implementation strategies for enhancing the implementation of ICAO air navigation and safety provisions and alignment of the States' national planning frameworks with the regional and global plans (Global Air Navigation Plan (GANP) and Global Aviation Safety Plan (GASP)). The complexity of worldwide air navigation systems calls for dynamic and multi-disciplinary project management processes to address the development and timely implementation of ICAO provisions. These processes would be supported by projects and tools to achieve global aviation safety and air navigation goals, targets and performance objectives in a seamless manner.

Action: The Conference is invited to agree to Recommendation 7.3/x — ICAO implementation strategies.

<i>Strategic Objectives:</i>	This working paper relates to the Safety and Air Navigation Capacity and Efficiency Strategic Objectives.
<i>Financial implications:</i>	<i>Impact for the aviation community:</i> No additional costs for the aviation community; however, considerable opportunities are associated with structured implementation of existing and new SARPs and PANS based on regional and national needs that will benefit the aviation community. <i>Impact for ICAO (relative to the current Regular Programme Budget resource levels):</i> Since ICAO's current provisions (SARPs and PANS) development and implementation roll-out will continue over the next triennia, additional resources are required, both financial and human, to ensure successful implementation of project management processes and the enhanced implementation strategies.
<i>References:</i>	Doc 7030, <i>Regional Supplementary Procedures</i> Doc 7474, <i>Air Navigation Plan — Africa-Indian Ocean Region</i> Doc 7754, <i>Air Navigation Plan — European Region</i> Doc 8733, <i>Air Navigation Plan — Caribbean and South American Regions</i>

	Doc 9634, <i>Air Navigation Plan — North Atlantic Region</i> Doc 9673, <i>Air Navigation Plan — Asia and Pacific Regions</i> Doc 9750, <i>Global Air Navigation Plan</i> Doc 9708, <i>Air Navigation Plan — Middle East Region</i> Doc 10004, <i>2017-2019 Global Aviation Safety Plan</i> Doc 10071, <i>Assembly 39th Session. Montréal, 27 September – 7 October 2016. Technical Commission Report</i> PANS-ATM (Doc 4444), <i>Procedures for Air Navigation Services — Air Traffic Management</i>
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1. INTRODUCTION

1.1 The Twelfth Air Navigation Conference (AN-Conf/12, 19 to 30 November 2012) gained consensus, commitments and recommendations towards the achievement of a harmonized global air navigation system for international civil aviation, and optimizing opportunities in technology and maturing work programmes that contribute towards common global objectives. One such recommendation from the AN-Conf/12 was for ICAO to improve its project management and coordination of contributing expert groups (Recommendation 6/13). The 39th Session of the Assembly called for improving the Standards-making process to include, inter alia, impact assessment, extended timeframes, and implementation task lists in the development process for Standards and Recommended Practices (SARPs) (Doc 10071, paragraphs 35.1, 35.2, 36.1 and 36.2 refer).

1.2 Furthermore, it is recognized that there is also a need to accelerate ICAO processes to address the increasing growth and complexity of air navigation systems. A more dynamic and multidisciplinary approach towards development and implementation of SARPs, Procedures for Air Navigation Services (PANS) and guidance materials, as well as enhanced planning at the global, regional and national levels, are needed.

1.3 To maximize the benefits of each initiative, ICAO is enhancing its project-management processes to begin with a clear and agreed problem statement. This will be essential in building a comprehensive and detailed implementation project plan that aims to address specific global and regional needs.

2. DISCUSSION

2.1 Adopting a project-based implementation strategy

2.1.1 The first ICAO Safety and Air Navigation Implementation Symposium (SANIS)¹ was held in Montréal from 13 to 15 December 2017. The symposium presented new implementation strategies in the form of a structured project management process that aims to achieve tangible output and benefits.

2.1.2 This project-based implementation strategy requires ICAO and its regional offices to work towards clear benefits and implementation priorities, including a “top-down” approach, i.e. working from the global plans through the regional and national plans using adequate implementation tools (e.g. guidance materials, trainings, workshops, etc.).

2.1.3 It was also identified that ICAO needed to improve its work structure to focus more on addressing implementation challenges to ultimately achieve tangible benefits. This need can be addressed by applying a project-based implementation strategy, specifically, by including the thought-process of regional and State implementation from the initial design and development of the SARPs and PANS. Due

¹ SANIS website: <https://www.icao.int/Meetings/GANIS-SANIS/Pages/default.aspx>

to the inherent multidisciplinary nature of an implementation strategy, the Global Plans (GANP and GASP) will be more interlinked at the strategic level to support the project-oriented integrated implementation approach.

2.1.4 At the start of each project, a clear and agreed problem statement and the expected tangible benefits will be documented to ensure clarity for all stakeholders. The projects have a clear link to the ICAO Global Plans and therefore provide an excellent enabler for States to plan the implementation of the GANP and GASP.

2.1.5 Each project will also detail an analysis of the issue and its implementation challenges, preferably down to the challenges at each region. The project would also have a clear indication of its action plan(s), supported by the necessary Annex/PANS amendments, guidance material, training and workshops, and technical assistance needs. In order to ensure the project's achievement and implementation of expected benefits, ways to monitor progress and measure the projects effectiveness and success will also be identified from the beginning.

2.2 Enhancing implementation support through regional mechanisms

2.2.1 ICAO supports the planning and implementation of the global plans through regional mechanisms, such as the air navigation planning and implementation regional groups (PIRGs) and regional aviation safety groups (RASGs). It is clear from reports of these groups that all the regions have challenges with the general implementation of ICAO provisions. To address these challenges, it would be necessary for ICAO to provide additional support to guide and assist States in the implementation phase.

2.2.2 While general implementation challenges have been identified through the PIRG and RASG reporting mechanism, there is no feedback process where States can report specific implementation difficulties and/or amendments required to the ICAO provisions. To address this, it will be necessary to include feedback and other tasks in the terms of reference of the PIRGs and RASGs.

2.2.3 The ICAO Council (C-DEC 210/4) requested better alignment and harmonization of PIRGs and RASGs working mechanisms and the need to adopt a project management process for the work they undertake. The Council decision also called for a closer link between the PIRGs and RASGs and States' DGCAs, as well as a revision of the groups' Terms of References (TORs). To address all these points and reach a better consensus on the future direction for these regional groups, ICAO organized the Global Forum on PIRGs and RASGs development (Montréal, 13 December 2017) to define and enhance the crucial role that these groups play. The forum suggested that these groups needed to be restructured to better address planning, implementation, identification and corrections of deficiencies for the States. The groups also needed to establish more comprehensive regional collaboration mechanisms to facilitate inter-regional alignment, harmonization, sharing of best practices and lessons learned.

2.2.4 Furthermore, the forum emphasized the need to: increase efficiency and avoid overlapping or duplication of activities; improve reporting by the groups; align and harmonize the work of the regional groups and their organizational structures with the latest ICAO global plans; deliver and monitor the goals and targets in the regions and support implementation as defined by the global plans and roadmaps; and integrate the groups' work programmes with the ICAO business and operational plans.

2.3 Involvement of States and other aviation stakeholders

2.3.1 In order to justify the processes and mechanisms that ICAO is pursuing to improve the development and implementation of SARPs and other provisions, it is crucial to have dedicated participation from the regions, States and other aviation stakeholders in each stage of the process which also facilitates early assessment of the impact.

2.3.2 Regional input before the start of any project is vital to ensure it will meet the specific requirements of each region. States should be encouraged to provide input towards the development of

SARPs and subsequent review through the State letter consultation process to ensure that maximum use is made of their experience so that the provisions meet the intended purpose. States then need to be actively involved in implementation and feedback to ICAO through the planning and implementation bodies, PIRGs and RASGs, so as to ensure a robust monitoring and feedback mechanism to allow ICAO to be more adaptable to needed changes.

3. CONCLUSION

3.1 The growing complexity of the world-wide air navigation system calls for a more dynamic, multi-disciplinary implementation strategy in the development and timely implementation of future ICAO provisions. These could be achieved through structured procedures and project management processes that ensures coordination and harmonization with all stakeholders are conducted in a seamless manner in order to achieve tangible benefits. Each region and State has different operational requirements and, therefore, implementation strategies need to consider these differences.

3.2 It is important that the national planning frameworks of States be aligned with the regional plans which in turn will align with the GANP and GASP and facilitate the achievement of global performance objectives and safety enhancements through all phases of development and implementation. On this basis, the Conference is invited to agree to the following recommendation:

Recommendation 7.3/x – ICAO implementation strategies

That the Conference:

- a) request ICAO to strengthen the linkage between the GANP and GASP to achieve an integrated implementation approach;
- b) request ICAO to take into account implementation support needs when developing provisions;
- c) request ICAO to further improve the PIRG and RASG mechanisms to enhance the coordination and alignment of implementation between regions;
- d) request States and other aviation stakeholders to enhance their involvement in all stages of the provision development process; and
- e) request ICAO to consider the development of a global collaboration mechanism to facilitate interregional alignment, harmonization, and sharing of best practices and lessons learned.

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