



WORKING PAPER

FOURTEENTH AIR NAVIGATION CONFERENCE

Montréal, Canada, 26 August to 6 September 2024

- 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

WORK TOWARDS ENHANCED ALIGNMENT OF GASP AND GANP

(Presented by the Secretariat)

EXECUTIVE SUMMARY

The Global Aviation Safety Plan (GASP, Doc 10004) along with the Global Air Navigation Plan (GANP, Doc 9750), provide the frameworks in which regional, subregional and national plans are developed and implemented, thus ensuring consistency, harmonization and coordination of efforts aimed at improving international civil aviation safety, capacity and efficiency. The GASP and GANP are complementary in nature, and their alignment can be enhanced by a series of recommendations, stemming from the relevant expert groups. This working paper presents the recommendations based on the work of the Global Plans Task Force, as well as subsequent actions taken by the GASP Study Group and the GANP Study Group in coordination with the ICAO Secretariat, as part of the revision of both Global Plans, ahead of the 42nd Session of the Assembly.

Action: The Conference is invited to agree to Recommendation 1.2/x — Work towards enhanced alignment of the Global Aviation Safety Plan (GASP) and the Global Air Navigation Plan (GANP) in paragraph 4.

<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> Minor, as the proposals in this working paper relate to the update of the GASP and GANP by the Secretariat. <i>Impact for ICAO (relative to the current Regular Programme Budget resource levels):</i> The resources necessary for implementation can be accommodated within the current regular budget.
<i>References:</i>	Doc 9750, <i>Global Air Navigation Plan</i> Doc 10004, <i>Global Aviation Safety Plan</i> Doc 10160, <i>High-level Conference on COVID-19. Montréal, 12 to 22 October 2021. Report</i> Doc 10184, <i>Assembly Resolutions in Force (as of 7 October 2022)</i> Doc 10186, <i>Assembly 41st Session. Montréal, 27 September - 7 October 2022. Report of the Technical Commission</i>

1. INTRODUCTION

1.1 Assembly Resolution A41-6: *ICAO global planning for safety and air navigation* recognizes the importance of global frameworks, and regional and national plans to support the Strategic Objectives of ICAO. The Global Aviation Safety Plan (GASP, Doc 10004) along with the Global Air Navigation Plan (GANP, Doc 9750), provide the frameworks in which regional, subregional and national plans are developed and implemented, thus ensuring consistency, harmonization and coordination of efforts aimed at improving international civil aviation safety, capacity and efficiency. Consistent with Assembly Resolution A41-6, ICAO keeps the GASP and GANP current to support the relevant Strategic Objectives of the Organization.

1.2 The GASP complements the GANP by providing States and industry with the tools to implement a safety management approach through their State safety programmes (SSP) and safety management systems. The GANP, through the evolution of the system described in the conceptual roadmap and the operational improvements detailed in the technical frameworks, supports the goals within the GASP by enhancing the safety of the air navigation system as reflected in the performance ambitions.

2. DISCUSSION

2.1 In December 2022, the GASP Study Group (GASP-SG) began the process of reviewing the GASP, for the 2026-2028 edition of the Plan to be presented for endorsement at the 42nd Session of the Assembly in 2025. As part of the update process, the GASP-SG reviewed open recommendations from the High-level Conference on COVID-19 (HLCC 2021) and from the 41st Session of the Assembly (A41) related to the GASP and supporting guidance material.

2.2 The GASP-SG reviewed the recommendations in the above working papers, several of which called for ICAO to further improve the alignment between the GASP and GANP. The study group concluded that these recommendations could not be addressed by the GASP-SG alone – they also required the expertise and input from the GANP Study Group (GANP-SG).

2.3 In January 2023, the Secretariat formed the Global Plans Task Force (GPTF), a joint ad hoc group composed of a limited number of members from the GASP and GANP Study Groups. The goal and mandate of the task force were to review all open, common recommendations on the GASP and GANP stemming from HLCC 2021 and A41, and to revert to the GASP-SG and GANP-SG with proposals to be integrated in the respective Plans.

2.4 The GPTF held its first virtual meeting in February 2023 and conducted a total of nine virtual meetings, finalizing its work in December 2023. As a first step, the GPTF conducted a review of all open recommendations on alignment of the Global Plans, noting the intent of each recommendation and the level of detail it addressed in each of the Global Plans. It then carried out a mapping exercise for the GASP and the GANP to evaluate interdependencies between the Plans; determine the relationship between Plans at different levels (including regional and national); assess the presence of key elements in both Global Plans (e.g., vision, mission, roles and responsibilities); analyse aspects covered by each Plan (e.g., the identification of issues, establishment of objectives and actions to meet outcomes); and review the terminology and concepts presented in each Plan, including similarities and differences. The mapping exercise enabled the GPTF to identify a series of items that needed to be addressed to enhance alignment between the Global Plans. It also enabled the task force to eliminate certain factors that are perceived to be counterproductive to the alignment effort.

3. GPTF RECOMMENDATIONS AND FOLLOW-UP ACTIONS

3.1 Based on the work of the GPTF, a total of five recommendations were produced and addressed at ICAO expert groups, mainly the GASP-SG and the GANP-SG. Each recommendation was accompanied by a rationale (providing the reasoning and intent of the recommendation); the proposed action (with specific tasks, or references to the GASP and GANP content); the responsible entity (expert group, or sub-group who would action the recommendation); and the specific working paper (from HLCC 2021 or A41), whose recommendation would be addressed by actioning the proposal.

3.2 The recommendations are as follows:

- a) define links between, and complementary nature of the Plans through a common performance framework for all Global Plans, which contains a comprehensive set of indicators;
- b) revise roles and responsibilities of key aviation stakeholders and ICAO, contained in both Plans;
- c) revise the process for Global Plans' development, to clarify inputs in development of both Plans, as well as how the plans input into the work programme of ICAO (such as, development of provisions; addressing new entrants/technology);
- d) define respective scopes (i.e., types of operations addressed) and time horizons (i.e., the final target date) in each Global Plan; and
- e) consider an integrated, collaborative approach to managing various types of aviation risks in the Global Plans, with a specific focus on the interaction of risks from one area (e.g., security) with goals in another area (e.g., safety).

3.3 The GASP and GANP Study Groups reviewed the recommendations and proposed the following, for the next editions of the GASP and GANP:

3.3.1 *Common performance framework.* Regarding the recommendation on defining links between, and complementary nature of the Plans through a common performance framework for all Global Plans, the Study Groups agreed that all aspects related to “safety” presented in the GANP Performance Objective Catalogue (<https://www4.icao.int/ganportal/ASBU/PerformanceObjective>) should be cross-referenced to the GASP and removed from the GANP itself. This covers the Key Performance Area of Safety (KPA 20) and all related key performance indicators, including those that address the global high-risk categories of occurrences presented in the GASP. This is considered a first step, which would be incorporated for the 2026-2028 edition of the GASP and the eighth edition of the GANP. On the longer term, for the 2029-2031 edition of the GASP and the ninth edition of the GANP, the Study Groups may explore the integration of all indicators (from both Plans) into a single framework. Additionally, following the same logic presented in relation to KPA 20, the Study Groups proposed that the current GASP Goal 6, which focuses on the need for appropriate infrastructure to support safe operations, be removed from the 2026-2028 edition of the GASP as it is addressed through the GANP.

3.3.2 *Roles and responsibilities.* Regarding the recommendation to revise roles and responsibilities of key aviation stakeholders and ICAO, contained in both Plans, with regard to aviation planning, the Study Groups agreed that the 2026-2028 edition of the GASP, and related guidance material, should include traditional and emerging industries as stakeholders, as stated in the GANP. In addition, the text in both Plans should be amended to include the role of ICAO in fostering collaboration between the Global Plans and their respective expert groups.

3.3.3 *Global Plans' development process.* Regarding the recommendation to revise the process for the development of the Global Plans, including management of change, the Study Groups agreed to develop a new flowchart depicting the process, which:

- a) includes interactions with other ICAO expert groups, as part of the development process to revise the Global Plans;
- b) clarifies the methodology used in the development of the GASP (AN-Conf/14-WP/8 on the GASP refers), and similar methodologies used to revise the GANP;
- c) presents the several sources of data and information (e.g., accident statistics), and how they feed the global evaluation; and
- d) includes considerations related to emerging issues in the GASP revision process, in line with the GANP.

3.3.4 *Scope and time horizon.* Regarding the recommendation to define respective scopes and time horizons in each Global Plan, the Study Groups agreed that the GASP's time horizon of 2030 should be maintained until its 2029-2031 edition, at which time it can move into the next period to 2040, in line with the GANP. The GASP's scope (which encompasses commercial operations) will be included in its 2026-2028 edition and will encourage data collection from States and regions to enable the expansion of its future scope (e.g., helicopter operations, remotely piloted aircraft systems, etc.) – this will ensure alignment with the GANP (which addresses all types of operations).

3.3.5 *Integrated, collaborative approach.* Regarding the recommendation on the need to enable more integrated, collaborative approach to managing various types of aviation risks, the GASP-SG discussed the potential addition of the concept of integrated risk management in the GASP, either by the inclusion of a specific GASP target or in the Plan in general (as a mechanism to enable the integrated, collaborative approach to risk management). The Study Group did not propose any specific target, as the SSP targets were maintained at an overarching level in the 2026-2028 edition of the GASP. No specific proposals were tabled for the content of the GASP itself. It was noted that a new study group was formed by the Secretariat to address the topic of integrated risk management and is planned to begin its work in 2024 – hence both Study Groups agreed that it was considered too early for them make any recommendations on this topic.

3.4 Further work will be undertaken by the Study Groups, after receiving feedback from AN-Conf/14, in preparation for the GASP and GANP to be presented for endorsement at the 42nd Session of the Assembly in 2025.

4. CONCLUSION

4.1 The GASP and GANP provide the frameworks in which regional, subregional and national plans are developed and implemented, thus ensuring consistency, harmonization and coordination of efforts aimed at improving international civil aviation safety, capacity and efficiency. The GASP and GANP are complementary in nature, and their alignment can be enhanced by a series of recommendations, stemming from the relevant expert groups.

4.2 In light of the above, the Conference is invited to agree to the following recommendation:

Recommendation 1.2/x — Work towards enhanced alignment of the Global Aviation Safety Plan (GASP) and the Global Air Navigation Plan (GANP)

That States:

- a) agree in principle with the incorporation of the following updates, as modified by the Conference, into the relevant portions of the 2026-2028 edition of the GASP and the eighth edition of the GANP:
 - 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, which contains a comprehensive set of indicators;
 - 2) revision of the roles and responsibilities of key aviation stakeholders and ICAO, contained in both Plans, to align the content and foster collaboration between the Global Plans and their respective expert groups;
 - 3) revision of the process for Global Plans' development, to clarify inputs in the development of both Plans, as well as 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; and
- b) agree that further consideration of a more integrated, collaborative approach to managing various types of aviation risks, be paid for the 2029-2031 edition of the GASP and the ninth edition of the GANP;

that ICAO:

- c) take into consideration input from the Conference regarding proposals for enhanced alignment of the Global Plans for subsequent inclusion in the GASP and GANP.

— END —