



**WORKING PAPER**

**ASSEMBLY — 41ST SESSION**

**TECHNICAL COMMISSION**

**Agenda Item 30: Aviation Safety and Air Navigation Policy**

**30.1: Global Aviation Safety Plan (GASP), and implementation of regional and national aviation safety plans**

**THE GLOBAL STRATEGIC DIRECTION FOR SAFETY: ENDORSEMENT OF THE 2023-2025 EDITION OF THE GLOBAL AVIATION SAFETY PLAN**

(Presented by the Council of ICAO)

**EXECUTIVE SUMMARY**

The *Global Aviation Safety Plan* (GASP, Doc 10004) sets forth ICAO's Safety Strategy in support of the prioritization and continuous improvement of aviation safety. It provides the framework upon which regional and national aviation safety plans are developed and implemented. On 6 June 2022, the Council approved the 2023-2025 edition (fourth edition) of the GASP, linked at Appendix A to this working paper. Also, a revision to Assembly Resolution A40-1 on global planning for safety and air navigation is presented in Appendix B hereto.

**Action:** The Assembly is invited to:

- a) endorse the 2023-2025 edition of the *Global Aviation Safety Plan* (GASP, Doc 10004), linked at Appendix A of this working paper, as the global strategic direction for safety; and
- b) adopt the proposed revision to Assembly Resolution A40-1 as presented in Appendix B up to and including Appendix A of the proposed resolution.

<i>Strategic Objectives:</i>	This working paper relates to the Safety Strategic Objective.
<i>Financial implications:</i>	The ICAO activities referred to in this paper are expected to be undertaken within the resources available in the 2023-2025 Regular Programme Budget and/or from extra budgetary contributions as guided by the ICAO Business Plan 2023-2025.
<i>References:</i>	Doc 10160, <i>High-Level Conference on COVID-19 (Montréal, 12 to 22 October 2021). Report</i> Doc 10140, <i>Assembly Resolutions in Force (as of 4 October 2019)</i> Doc 10004, <i>Global Aviation Safety Plan</i>

**1. INTRODUCTION**

1.1 Assembly Resolution A40-1: *ICAO global planning for safety and air navigation* recognizes the importance of a global framework to support ICAO's Strategic Objective on Safety. As per this Resolution, the *Global Aviation Safety Plan* (GASP, Doc 10004) presents the global strategic direction

for safety. The Resolution urges Member States and regions<sup>1</sup> to implement national and regional aviation safety plans, respectively, consistent with the GASP to continually reduce fatalities and the risk of fatalities.

1.2 Consistent with Assembly Resolution A40-1, ICAO revises the GASP every three years to ensure it remains relevant to the aviation community. This working paper contains a series of amendments to the 2023-2025 edition of the GASP, presented for endorsement by the Assembly.

## 2. GASP REVISION PROCESS

2.1 The GASP was developed and revised through the efforts of the GASP Study Group (GASP-SG), a joint regulatory-industry expert group established by ICAO, to ensure that the Plan and its content reflect the needs of the aviation community at the international, regional and national levels. Proposed topics for the 2023-2025 edition of the GASP, as well as a proposal to update the GASP targets and indicators were presented to the High-Level Conference on COVID-19 (HLCC 2021), held virtually, from 12 to 22 October 2021, to obtain wider feedback from States and international organizations. In preparation for the Conference, ICAO conducted a survey via an online *Questionnaire on the GASP Update*. The questionnaire provided an opportunity for key stakeholders to give specific feedback on the 2020-2022 edition of the GASP and to provide suggestions for the 2023-2025 edition.

2.2 A total of 35 recommendations stemmed from working papers presented at HLCC 2021, containing proposals for the revision of the GASP, as well as for updating guidance material to support the implementation of national and regional aviation safety plans. The Conference agreed on the need for the GASP-SG 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.

2.3 During its eighth meeting (GASP-SG/8), held virtually from 16 to 18 November 2021, the GASP-SG reviewed all HLCC-2021 recommendations for GASP-SG follow-up. Each recommendation was analyzed in terms of intent and interdependencies with other recommendations. Then, each recommendation was classified according to the following taxonomy, prompting a specific action:

- a) *Item to be addressed in 2023-2025 edition of GASP* – The GASP-SG needed to address the recommendation during GASP-SG/8 and propose an outcome;
- b) *Item deferred to 2026-2028 edition of GASP* – The GASP-SG will address the recommendation during the development process for the next edition of the GASP;
- c) *To be addressed in guidance material/tools* – The GASP-SG will address this recommendation when updating documents and tools, such as the *Manual on the Development of Regional and National Aviation Safety Plans* (Doc 10131);
- d) *To be sent to/coordinated with other expert groups* – The Secretariat will liaise internally at ICAO and revert to the study group with any update or information. These items may require further interventions by the GASP-SG; and
- e) *To be addressed by Secretariat communications/safety promotion* – The Secretariat will explore the need for ICAO communications or promotional activities (e.g.

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<sup>1</sup> In the context of the GASP, the term “region” refers to a group of States and/or entities working together to enhance safety within a geographic area.

workshops) to address requests for further information from Member States or other stakeholders.

2.4 The study group conducted the same exercise for the feedback from the questionnaire, using the same classification scheme.

2.5 As a result of the GASP-SG meeting and subsequent teleconferences, the Secretariat produced a draft 2023-2025 edition of the GASP. The draft document was presented to the Air Navigation Commission (ANC) for review, and then to the Council for approval. Section 3 of this working paper provides a summary of amendments made to the 2023-2025 edition of the GASP and the rationale.

### 3. AMENDMENTS TO THE 2023-2025 EDITION OF THE GASP

3.1 The 2023-2025 edition of the GASP maintains some key elements from its previous edition, such as the six goals and the five high-risk categories of occurrences.

3.2 The following targets had their date of completion extended, due to the impact of the COVID-19 pandemic:

- a) Goal 2 – Target 2.1 (States to reach an effective implementation (EI) score of 75 per cent by 2022) was extended to 2024;
- b) Goal 3 – Target 3.1 (States to implement the foundation of a State safety programme (SSP) by 2022) was extended to 2023; and
- c) Goal 4 – Target 4.1 (States to seek assistance to strengthen safety oversight capabilities by 2020) was extended to 2023 and reworded.

3.3 In addition, new targets were added, to better support States and regions setting in the strategic direction for the management of aviation safety:

- a) Goal 3 – A new Target 3.2 (States to publish a national aviation safety plan (NASP) by 2024) was added under this goal;
- b) Goal 3 – A new Target 3.3 (States to work towards an effective SSP by 2028) replaces Target 3.2 from the 2020-2022 edition; and
- c) Goal 4 – A new Target 4.2 (Regions to publish an updated regional aviation safety plan (RASP), by 2023) was added.

3.4 The following targets were deleted:

- a) Goal 2 – Target 2.2 (States to reach a safety oversight index greater than one, in all categories, by 2022). Various factors that could impact the results indicated concerns about its usability, including the changes in traffic volumes resulting from the COVID-19 pandemic, which may create a misperception on actual safety improvements;
- b) Goal 4 – Existing Target 4.3 (States to actively lead RASGs' safety risk management activities by 2022). The new Target 4.3 (based on the revised Target 4.2) encompasses

these activities; which should also be reflected through the RASP. Therefore this target is no longer required; and

- c) Goal 5 – Target 5.2 (Increase the number of service providers participating in industry assessment programmes by 2022) was moved to an example indicator under Target 5.1.

3.5 Other targets were slightly reworded to clarify their intent. In addition, text in the GASP was revised to clarify the use of the GASP indicators as examples. The number of indicators, presented for each GASP target, was revised and reduced.

3.6 Terminology used in the GASP was revised to include the term “global high-risk categories of occurrences (G-HRCs)” and the term “additional categories of operational safety risks” was removed and replaced it by “operational safety risks” These changes were made to introduce, at a high-level in the GASP, the notion that regions and States should consider the G-HRCs when identifying regional and national operational safety risks.

3.7 The 2023-2025 edition of the GASP addresses the impact of global aviation disruption events on aviation safety and the need for resilience. However, disruption events are not covered in-depth in the GASP, due to their rapid changing nature and the pre-set GASP update cycle, which happens once every three years.

3.8 The global aviation safety roadmap, previously included in the GASP, was updated and is now contained in a standalone document: the *Global Aviation Safety Roadmap* (Doc 10161). Additionally, content in the 2020-2022 edition of the GASP providing guidance for the implementation of national and regional aviation safety plans was transferred and expanded in the second edition of the *Manual on the Development of Regional and National Aviation Safety Plans* (Doc 10131). A full summary of amendments is contained in the GASP, which provides further information.

#### 4. ASSEMBLY RESOLUTION

4.1 In accordance with Assembly Resolution A40-1, the GASP and the GANP support the Strategic Objectives of the Organization. Appendix A of the draft resolution focuses on the GASP, thus superseding Appendix A of A40-1: *ICAO global planning for safety and air navigation*. When reviewing the resolution at Appendix B to this paper, and for the purposes of this paper, please refer to the preamble and Appendix A dealing specifically with the GASP. Appendix B of the resolution, dealing specifically with the GANP, is presented in A41-WP/45, also under Agenda Item 30.

#### 5. CONCLUSION

5.1 In line with ICAO’s Strategic Objective on Safety, the 2023-2025 edition of the GASP outlines global goals and targets for the triennium, upon which national and regional aviation safety plans should be developed and implemented. The GASP provides a framework for States, regions and industry to cooperate and collaborate to support States in managing organizational challenges and operational safety risks. It outlines the roles and responsibilities for States, regions and industry. The global aviation safety roadmap, presented in Doc 10161, serves as an action plan to assist the aviation community in achieving the GASP goals through a structured, common frame of reference for all relevant stakeholders.

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**APPENDIX A**  
**THE GLOBAL AVIATION SAFETY PLAN (GASP)**

Available at <https://www.icao.int/Meetings/a41/Pages/documentation-reference-documents.aspx>.

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## APPENDIX B

### DRAFT RESOLUTION FOR ADOPTION BY THE 41ST SESSION OF THE ASSEMBLY

<b>A41-xx: ICAO global planning for safety and air navigation</b>
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*Whereas* ICAO strives to achieve the goal of a safe and orderly development of civil aviation through cooperation among Member States and other stakeholders;

*Whereas* to realize this goal, the Organization has established Strategic Objectives, including objectives for safety and for capacity and efficiency;

*Recognizing* the importance of global frameworks to support the Strategic Objectives of ICAO;

*Recognizing* the importance of effective implementation of regional and national plans and initiatives based on the global frameworks;

*Recognizing* that further progress in improving the global safety, capacity and efficiency of civil aviation is best achieved through a cooperative, collaborative and coordinated approach in partnership with all stakeholders under the leadership of ICAO; and

*Noting* the approval by the Council of the ~~third~~ **fourth** edition of the Global Aviation Safety Plan (GASP) and of the ~~sixth~~ **seventh** edition of the Global Air Navigation Plan (GANP);

*The Assembly:*

1. *Endorses* the ~~third~~ **fourth** edition of the Global Aviation Safety Plan (GASP) and the ~~sixth~~ **seventh** edition of the Global Air Navigation Plan (GANP) as the global strategic directions for safety and air navigation, respectively;
2. *Resolves* that ICAO shall implement and keep current the GASP and the GANP to support the relevant Strategic Objectives of the Organization, while ensuring necessary stability;
3. *Resolves* that these global plans shall be implemented and kept current in close cooperation and coordination with all concerned stakeholders;
4. *Resolves* that these global plans shall provide the frameworks in which regional, subregional and national plans will be developed and implemented, thus ensuring consistency, harmonization and coordination of efforts aimed at improving international civil aviation safety, capacity and efficiency;
5. *Urges* Member States to develop sustainable solutions to fully exercise their safety oversight and air navigation responsibilities which can be achieved by sharing resources, utilizing internal and/or external resources, such as regional and subregional organizations and the expertise of other States;
6. *Urges* Member States to demonstrate the political will necessary for taking remedial actions to address safety and air navigation deficiencies, including those identified by Universal Safety Oversight Audit Programme (USOAP), through the GASP, the GANP and the ICAO regional planning process;
7. *Urges* Member States, the industry and financing institutions to provide the needed support for the coordinated implementation of the GASP and GANP, avoiding duplication of efforts;
8. *Calls upon* States and invites other stakeholders to cooperate in the development and implementation of regional, subregional and national plans based on the frameworks of the GASP and GANP;
9. *Instructs* the Secretary General to promote, make available and effectively communicate the GASP and the GANP; and

**Appendix B**

10. Declares that this resolution supersedes Resolution ~~A39-42~~ ~~A40-1~~ on ICAO global planning for safety and air navigation.

**APPENDIX A****Global Aviation Safety Plan (GASP)**

*Reaffirming* that the primary objective of the Organization continues to be the improvement of safety and an associated reduction in the number of accidents and related fatalities within the international civil aviation system;

*Recognizing* that safety is a responsibility involving ICAO, Member States and all other stakeholders;

*Recognizing* the safety benefits that can be drawn from partnerships between States and industry;

~~*Recognizing* that the High-level Safety Conference (2010) reaffirmed the need for the ICAO safety framework to continuously evolve to ensure its sustained effectiveness and efficiency in the changing regulatory, economic and technical environment;~~

~~*Noting* that the expected increase in international civil aviation traffic will result in an increasing number of aircraft accidents unless the accident rate is reduced a safe, resilient and sustainable aviation system contributes to the economic development of States and their industries;~~

*Recognizing* the need to maintain the public's confidence in air transport by providing access to relevant safety information;

*Recognizing* that a proactive approach in which a strategy is established to set ~~priorities~~ goals, targets and indicators to manage organizational challenges and operational safety risks is of paramount importance to the achievement of further improvements in aviation safety;

*Recognizing* that regional aviation safety groups have been implemented by ICAO, taking into account the needs of the various regions and building on the already existing structures and forms of cooperation;

~~*Noting* the intent to apply the safety management principles~~ a risk-based approach to managing safety in the GASP to enhance safety by focusing action where it is most needed;

~~*Noting* the development of the global aviation safety roadmap, as an action plan to assist the aviation community in implementing the safety initiatives presented in achieving the GASP goals, through a structured, common frame of reference for all relevant stakeholders; and~~

~~*Noting* the need to assist Member States in implementing safety management principles and mitigate risks on identified operational issues building upon safety oversight systems to adopt a safety management approach under their State safety programme (SSP);~~

*The Assembly:*

1. ~~*Stresses* the need for continuous improvement of aviation safety through a reduction in the number of accidents and related fatalities in air transport operations in all parts of the world, particularly in States where safety records are significantly worse than the worldwide average;~~

2. ~~*Stresses* that limited resources of the international aviation community should be used strategically to support States or regions whose safety oversight maturity is not at an acceptable level seeking assistance to strengthen safety oversight capabilities or facilitate State safety programme (SSP) implementation;~~

3. *Urges* Member States to implement national aviation safety plans consistent with the GASP to continually reduce fatalities and the risk of fatalities;

4. *Urges* Member States, regional safety oversight organizations (RSOOs), regional aviation safety groups (RASGs) and international organizations concerned to work with all stakeholders to implement regional aviation safety plans consistent with the GASP to continually reduce fatalities and the risk of fatalities;

5. *Urges* States to fully exercise safety oversight of their operators in full compliance with applicable Standards and Recommended Practices (SARPs), and assure themselves that every foreign operators flying into their territory receives adequate oversight from its own State and take appropriate action when necessary to preserve safety; and



6. *Encourages* ICAO to continue the development of the global aviation safety roadmap, as required guidance material and tools to support the development and implementation of national and regional aviation safety plans.

**APPENDIX B**

**Global Air Navigation Plan (GANP)**

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— END —