



**WORKING PAPER**

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

**SAFETY STREAM**

**Montréal, Canada, 12 to 22 October 2021**

**Agenda Item 2: Strategy and policy**

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

**THE EVOLUTION OF THE GLOBAL AVIATION SAFETY PLAN  
TOWARDS THE 2023-2025 EDITION**

(Presented by the Secretariat)

**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. In April 2020, the ICAO Secretariat began the review process for the evolution of the GASP towards the 2023-2025 edition, through the GASP Study Group (GASP-SG). The study group developed a series of proposals to revise the GASP, which were submitted to the Air Navigation Commission for approval. This working paper presents the proposed topics for the draft 2023-2025 edition of the GASP, as well as a proposal to update the GASP targets and indicators. 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 2023-2025 edition of the GASP for endorsement at the 41st Session of the Assembly in 2022.

**Action:** The Conference is invited to agree to Recommendation 2.1/x — Draft 2023-2025 Edition of the *Global Aviation Safety Plan* (GASP, Doc 10004) in paragraph 4.

<i>Strategic Objectives:</i>	This working paper relates to the Safety Strategic Objective.
<i>Financial implications:</i>	<i>Impact for the aviation community:</i>  Not applicable.  <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 resource levels allotted to the Safety and Air Navigation Capacity and Efficiency Programme.
<i>References:</i>	Doc 9750, <i>Global Air Navigation Plan</i> Doc 10004, <i>Global Aviation Safety Plan</i> Doc 10131, <i>Manual on the Development of Regional and National Aviation Safety Plans</i> Doc 10137, <i>Technical Commission Report</i> Doc 10140, <i>Assembly Resolutions in Force (as of 4 October 2019)</i> Cir 358, <i>Regional and National Aviation Safety Plan Checklists</i>

## 1. INTRODUCTION

1.1 Safety is aviation's top priority. Assembly Resolution A40-1: *ICAO Global planning for safety and air navigation* recognizes the importance of a global framework to support the Strategic Objectives of ICAO. 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. The purpose of the GASP is to continually reduce fatalities, and the risk of fatalities, by guiding the development of a harmonized safety strategy and the implementation of regional and national aviation safety plans. The GASP promotes coordination and collaboration among international, regional and national safety enhancement initiatives.

## 2. DISCUSSION

2.1 Consistent with Assembly Resolution A40-1, ICAO keeps the GASP current to support the relevant Safety Strategic Objective of the Organization. This working paper presents a series of proposed topics for the draft 2023-2025 edition of the GASP, as well as a proposal for the update of GASP targets and indicators, to obtain wider feedback from States and international organizations. Recommendations from the Conference, as well as feedback received via the *Questionnaire on the GASP Update*, will be considered for the final draft version of the 2023-2025 edition of the GASP, to be presented for endorsement at the 41st Session of the Assembly in 2022.

### 2.2 *GASP review process*

2.2.1 The GASP is reviewed and updated prior to each session of the ICAO Assembly. It is developed through the efforts of the GASP Study Group (GASP-SG), a joint regulatory-industry expert group established by ICAO to ensure the Plan and its content reflect the needs of the aviation community at the international, regional and national levels. The Air Navigation Commission (ANC) reviews the GASP as part of its work programme and consults with States, international organizations and other stakeholders on the proposed amendments. The ICAO Council approves the GASP prior to eventual budget-related developments and endorsement by the Assembly. Subsequent to Council's approval, the GASP is presented to the Assembly for endorsement by Member States.

2.2.2 In April 2020, the GASP-SG began the process of reviewing the GASP. The study group established a series of general principles to guide the review and defined the scope of the revision. To guide the process, the GASP-SG conducted a review of available data, implementation support activities conducted by ICAO, and feedback received on the 2020-2022 edition of the GASP, all of which was analysed to determine proposals for the review of the GASP. In Q3 2020, the proposals developed by the GASP-SG were presented by the Secretariat to the ANC Ad Hoc Working Group on GASP for an informal review and then formally to the ANC for approval. Details of the review process as well as proposals for consideration by the Conference are described below.

### 2.3 *General principles*

2.3.1 As a first step to developing the 2023-2025 edition of the GASP, the GASP-SG agreed to the following general principles:

- a) The 2023-2025 edition should be a targeted revision aimed at addressing specific topics, such as the impact of global aviation disruption events on aviation and any significant occurrences and their contributing factors. It was determined there was no need to review the document in its entirety as an in-depth revision was made to the last edition (2020-2022).

- b) The GASP goals and high-risk categories of occurrences (HRCs), as presented in the 2020-2022 edition of the GASP, should remain the same, unless there is any specific request raised at the High-level Conference on COVID-19 (HLCC 2021).
- c) Proposed updates should affect the GASP targets which will expire prior to the year 2023 (i.e. those with dates for achievement in 2020 and 2022). Proposals include different options based on each target (e.g. remove, replace, extend dates, add new target).
- d) Feedback received by the Secretariat on the 2020-2022 edition of the GASP should be addressed and amendments will be proposed to existing content in the plan.
- e) Proposals will be made on the migration of detailed content that supports implementation into separate guidance material (e.g. documents, websites, etc.).
- f) A review of guidance material and tools will be conducted, if deemed necessary, to support implementation of the 2023-2025 edition of the GASP.

## 2.4 *Scope of revision*

2.4.1 Based on the general principles listed in 2.3, the GASP-SG agreed that the scope of the revision would encompass the following:

- a) update GASP targets and indicators (GASP, 2020-2022 Edition, Table I-4-1);
- b) amend content based on feedback received on the 2020-2022 edition of the GASP;
- c) migrate content related to implementation support from the GASP to guidance material; and
- d) develop updated guidance material and tools to support implementation.

## 3. **2023-2025 EDITION OF THE GASP**

3.1 Based on the scope of the revision, the GASP-SG developed a series of recommendations to revise the GASP. These recommendations are aimed at the 2023-2025 edition of the GASP and do not alter the current GASP goals, targets and indicators, as presented in the 2020-2022 Edition. States and regions, having developed respective national and regional aviation safety plans in line with the current edition of the GASP, should maintain these until the next edition is published and, subsequently, update their plans to align with revised goals and targets.

### 3.2 *GASP targets and indicators*

3.2.1 The review of the GASP targets encompassed only those with an achievement date between the years 2020 and 2022 as they will expire prior to the next edition of the GASP. The overarching goals, to which they are linked, were not changed.

3.2.2 Appendix A of this working paper presents the proposed changes to the GASP targets and indicators. Several factors were considered when deciding specific actions to take for each target (i.e. extend the deadline, close it out at the end of the current GASP cycle, add a new target replacing one being closed). The main factor for extending the deadline for targets was the impact of the COVID-19 pandemic on the aviation community, including the ability by ICAO, States, regional and international organizations, as well as industry to complete safety enhancement initiatives that support the achievement of the GASP goals.

3.2.3 Another factor was the current status of achievement of the targets, based on the analysis of available data (refer to the GASP dashboards at: [www.icao.int/gasp/gasp-dashboard](http://www.icao.int/gasp/gasp-dashboard)). Additionally, the

interdependency between targets was considered. Some targets call for incremental improvements or a phased approach; thus, the extension of one target's deadline directly impacts another in some cases. For example, the foundation of the State safety programme (SSP) should be established before a State can effectively implement an SSP.

3.2.4 New targets, such as those aimed at the publication of a national aviation safety plan (NASP) and a regional aviation safety plan (RASP) are in line with Assembly Resolution A40-1 and serve as the basis for the development and the implementation of a safety strategy at the national and regional levels, harmonized with the GASP.

3.2.5 The revised GASP target related to the need for appropriate infrastructure to support safe operations is in line with the latest developments in the *Global Air Navigation Plan* (Doc 9750) and focuses on key aspects, such as the basic building blocks.

3.2.6 In addition to the revision of the GASP targets, an update to examples of GASP indicators is proposed to provide a simplified list for use by States, regions and industry.

### 3.3 *Amendments based on feedback received*

3.3.1 An amendment to the content of the GASP is proposed, in preparation for the 41st Session of the Assembly, based on feedback received on the 2020-2022 Edition. This includes:

- a) areas of the GASP where States face challenges;
- b) issues for which clarifications were requested; and
- c) new items requested by the aviation community.

3.3.2 Based on the feedback, the GASP-SG proposed to address the following topics, which may be included in the draft 2023-2025 edition of the GASP:

- a) Expand the existing explanatory text on the relationship between the NASP and the SSP – States requested further clarification on how the two fit together (detailed information regarding NASP development and implementation is presented in HLCC 2021-WP/7).
- b) Review terminology used in the GASP and associated guidance material – feedback indicated the different terms caused confusion (e.g. effective SSP versus fully implemented SSP).
- c) Clarify the use of the GASP indicators – unlike the GASP goals and targets, these indicators serve as examples that may be used to measure progress in achieving the goals and targets; however, feedback suggests that they are mistakenly viewed as mandatory indicators.
- d) Include guidance on data sources to measure the status of GASP targets and indicators, and subsequently for those of NASPs and RASPs – currently, some data sources are readily available to ICAO, others reside with individual States, regional entities or industry. Challenges in obtaining this data renders the measurement of safety performance difficult.
- e) Provide clear guidance on the relationship of the State's NASP to the relevant RASP and GASP – feedback requested additional information on mapping the content of the NASP and RASP to the GASP goals, targets and HRCs.

- f) Clarify the intent of the current Goal 5 (as written in the 2020-2022 edition of the GASP) – Goal 5 and its targets are aimed at industry, clarification was requested as to the role of the State in achieving this goal.

### 3.4 *Migration of content for implementation support*

3.4.1 The GASP is a strategic document, which sets goals, targets and indicators, ultimately aimed at continually reducing fatalities, and the risk of fatalities. It presents common organizational challenges and operational safety risks (including the HRCs) faced by the aviation community, which need to be addressed to improve safety at the global scale. The 2020-2022 edition of the GASP also contains guidance to assist aviation stakeholders achieve the GASP goals, through the development and implementation of NASPs and RASPs, as well as the safety enhancement initiatives contained in the global aviation safety roadmap.

3.4.2 Following the publication of the 2020-2022 Edition, ICAO published the *Manual on the Development of Regional and National Aviation Safety Plans* (Doc 10131) and *Regional and National Aviation Safety Plan Checklists* (Cir 358). The guidance material and tools were developed through the GASP-SG to assist in the implementation of the GASP.

3.4.3 To maintain the GASP as a high-level document focused on strategy and to enable a more flexible, periodic review of supporting guidance material, the following content could be migrated to standalone documents which, along with the GASP itself, would form a comprehensive suite of material aimed at the development and implementation of safety strategies at the international, regional and national levels:

- a) Part II, Chapters 1 and 2 (related to the RASP and NASP)

Doc 10131 contains detailed guidance for regions and States to develop their RASPs and NASPs, respectively, as well as templates for these plans. In addition, Cir 358 contains checklists to verify completeness of the plans, in line with the GASP. Doc 10131 will be updated to align with the 2023-2025 edition of the GASP and the content of Cir 358 will be included in the manual. The 2023-2025 edition of the GASP would contain a general overview of the RASP and NASP and refer the reader to Doc 10131 for additional guidance.

- b) Part II, Chapter 3 and Appendices A and B (related to the global aviation safety roadmap)

The roadmap could be a standalone manual, with an ICAO document number and edition. The 2023-2025 edition of the GASP would contain a general overview and refer the reader to the standalone document for additional guidance.

- c) Appendix C (related to implementation support)

This appendix references existing ICAO programmes and activities that support the implementation of the GASP goals. This content may be transferred to the GASP public website ([www.icao.int/gasp](http://www.icao.int/gasp)) where it can be updated regularly. The 2023-2025 edition of the GASP would refer the reader to the GASP website for this information.

### 3.5 *Update of guidance material and tools*

3.5.1 Further to the migration of content, as proposed in 3.4, the Secretariat proposes to update guidance material and tools to support implementation of the GASP, including but not limited to:

- a) Doc 10131 (including merging and updating content from Cir 358);

- b) Global aviation safety roadmap (publish as a separate manual);
- c) Secure Portal on Emerging Issues and Additional Categories of Operational Safety Risks;
- d) NASP Online Community;
- e) GASP dashboards;
- f) GASP public website; and
- g) NASP workshops.

### 3.6 *Questionnaire on the GASP update*

3.6.1 To help focus the aviation community's attention on issues of particular interest, States and international organizations are invited to complete the questionnaire accessible in Appendix B of this working paper by 30 August 2021. The questionnaire on the GASP update provides an opportunity for key stakeholders to give specific feedback on the 2020-2022 Edition (available at [www.icao.int/gasp](http://www.icao.int/gasp)) in relation to organizational challenges, operational safety risks, implementation of regional and national aviation safety plans, and safety performance measurement. ICAO will analyse the responses and present a summary of results from the questionnaire to the Conference. The information submitted by respondents will be de-identified; only aggregate information will be used for the purposes of revising the GASP. The input provided through the questionnaire will be taken into consideration when finalizing the draft 2023-2025 edition of the GASP.

## 4. CONCLUSION

4.1 In line with ICAO's Safety Strategic Objective, the recommendations related to the draft 2023-2025 edition of the GASP address feedback received for the 2020-2022 Edition and the progress achieved by States, regions and industry in achieving the GASP goals. The proposed revision of GASP targets aims at maintaining these relevant. The proposed update to guidance material will serve as a clear action plan to assist the aviation community in achieving the GASP goals through a structured, common frame of reference for all relevant stakeholders.

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

**Recommendation 2.1/x — 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.
-

APPENDIX A

PROPOSED TARGETS AND INDICATORS FOR THE 2023-2025 EDITION OF THE GASP

<b>ICAO ASPIRATIONAL SAFETY GOAL “ZERO FATALITIES BY 2030 AND BEYOND”</b>			
<i>Goal</i>	<i>Target</i>		<i>Examples of Indicators</i>
<b>Goal 1:</b> Achieve a continuous reduction of operational safety risks	<b>1.1<sup>1</sup></b>	Maintain a decreasing trend of global accident rate	<ul style="list-style-type: none"> <li>• Number of accidents</li> <li>• Number of accidents per million departures (accident rate)</li> <li>• Number of fatal accidents</li> <li>• Number of fatal accidents per million departures (fatal accident rate)</li> <li>• Number of fatalities</li> <li>• Number of fatalities per passengers carried (fatality rate)</li> <li>• Percentage of occurrences related to high-risk categories (HRCs)</li> </ul>
<b>Goal 2:</b> Strengthen States’ safety oversight capabilities	<b>2.1</b>	All States to improve their score for the effective implementation (EI) of the critical elements (CEs) of the State’s safety oversight system (with focus on priority PQs) as follows: a) by 2024 – 75 per cent EI score b) by 2026 – 85 per cent EI score c) by 2030 – 95 per cent EI score	<ul style="list-style-type: none"> <li><del>• Overall global EI score</del></li> <li><del>• Overall EI score per State</del></li> <li><del>• Overall regional EI score</del></li> <li>• Number of States that met the EI score as per the timelines</li> <li>• Number of States that have fully implemented the priority PQs related to a safety oversight system</li> <li><del>• Percentage of priority PQs implemented by a State</del></li> <li><del>• Percentage of each priority PQs implemented globally</del></li> <li><del>• Number of States timely updating the filing of differences</del></li> <li>• Percentage of required corrective action plans (CAPs) submitted by States (using OLF)</li> <li>• Percentage of completed CAPs per State (using OLF)</li> <li><del>• Number of States maintaining a safety oversight index greater than 1 in all categories</del></li> </ul>
	<b>2.2</b>	By 2022, all States to reach a safety oversight index	<ul style="list-style-type: none"> <li><del>• Number of States maintaining a safety oversight index greater than 1 in all categories</del></li> <li><del>• Percentage of States maintaining a safety oversight index greater than 1 in all categories</del></li> </ul>

1. Legend: ORG related targets – Yellow / OPS related targets – Green.

		greater than 1, in all categories	<ul style="list-style-type: none"> <li>Percentage of each category with a safety oversight index greater than 1 globally</li> <li>Safety oversight index per State, per category</li> </ul>
<b>Goal 3:</b> Implement effective State safety programmes (SSPs)	3.1	By 2023, all States to implement the foundation of an SSP	<ul style="list-style-type: none"> <li>Number of States having implemented the foundation of an SSP foundational PQs</li> <li>Percentage of each subject area implemented globally</li> <li>Percentage of satisfactory SSP foundational PQs</li> <li>Percentage of required CAPs related to the SSP foundational PQs submitted by States (using OLF)</li> <li>Percentage of required CAPs related to the SSP foundational PQs completed per State (using OLF)</li> </ul>
	3.2	By 2024, all States to publish a national aviation safety plan (NASP)	<ul style="list-style-type: none"> <li>Number of States having published their NASP</li> </ul>
	3.23	By 2025, all States to implement work towards an effective SSP, as appropriate to their aviation system complexity as follows: a) by 2025 – Present <sup>2</sup> b) by 2028 – Present and effective	<ul style="list-style-type: none"> <li>Number of States having implemented an effective having an SSP that is present</li> <li>Level of maturity achieved in Annex 19 PQs, per State</li> <li>Number of States having an SSP that is present and effective</li> <li>Number of States that require applicable service providers under their authority to implement an SMS</li> <li>Number of States that have implemented a national aviation safety plan</li> </ul>
<b>Goal 4:</b> Increase collaboration at the regional level	4.1	By 2023, States that do not expect to meet GASP Goals 2 and 3, to use a regional safety oversight mechanism, another State or other safety oversight organization's ICAO-recognized functions in to seeking assistance to	<ul style="list-style-type: none"> <li>Number of States requiring assistance/support</li> <li>Number of States actively seeking assistance, by using a regional safety oversight mechanism, another State or other safety oversight organization's ICAO-recognized functions</li> <li>Number of States that received assistance</li> <li>Number of States offering assistance</li> <li>Number of States that submitted a draft NASP to an ICAO Regional Office</li> <li>Number of States registered in the NASP Online Community</li> </ul>

<sup>2</sup> The terms “Present” and “Present and effective” are based on the maturity levels established in the ICAO SSP Implementation Assessment (SSPIA) and will be defined in the 2023-2025 edition of the GASP, if included.



		strengthen their safety oversight capabilities or facilitate SSP implementation	
	4.2	By 2023, all regions to publish an updated regional aviation safety plan (RASP), in line with the 2023-2025 edition of GASP	<ul style="list-style-type: none"> <li>Number of regions having published an updated RASP</li> </ul>
	4.2.3	By 2025, all States to contribute information on operational safety risks, including SSP safety performance indicators (SPIs), and emerging issues, to their respective regional aviation safety group (RASG)	<ul style="list-style-type: none"> <li>Number of States <del>contributing information on safety risks to RASGs</del> registered to the <i>Secure Portal on Emerging Issues and Additional Categories of Operational Safety Risks</i></li> <li>Number of States that are sharing their SSP SPIs with RASGs</li> <li><del>Number of States forwarding information on safety matters to States, RASGs or other stakeholders</del></li> <li>Number of reports received via the <i>Secure Portal on Emerging Issues and Additional Categories of Operational Safety Risks</i> and validated</li> <li>Number of studies/analyses conducted by RASGs based on reports received via <i>Secure Portal on Emerging Issues and Additional Categories of Operational Safety Risks</i></li> <li>Percentage of safety enhancement initiatives completed by RASGs on safety risk management</li> <li>Number of regions having a mechanism to collect and process data on operational safety risks and emerging issues</li> </ul>
	4.3	By 2022, all States with effective safety oversight capabilities and an effective SSP, to actively lead RASGs' safety risk management activities	<ul style="list-style-type: none"> <li><del>Number of States with effective safety oversight capabilities and an effective SSP, leading RASGs' safety risk management activities</del></li> <li><del>Number of RASGs that have a regional aviation safety plan</del></li> </ul>

<p><b>Goal 5:</b> Expand the use of industry programmes and safety information sharing networks by service providers</p>	<p><b>5.1</b></p>	<p>By 2020, all service providers to use globally Maintain an increasing trend in industry's contribution in safety information sharing networks, including harmonized SPIs as part of their safety management system (SMS), to States and regions to assist in the development of national and regional aviation safety plans</p>	<ul style="list-style-type: none"> <li>• Number of service providers using globally harmonized metrics for their SPIs</li> <li>• Percentage of service providers participating in the corresponding ICAO-recognized industry assessment programmes<sup>3</sup></li> <li>• Number of States and regions reporting increased and improved provision of safety information by industry to assist in development of national and regional aviation safety plans</li> <li>• Number of RASPs developed in consultation with industry</li> <li>• Number of States having established safety data collection and processing systems (SDCPS) to facilitate participation in a safety information-sharing network</li> <li>• Number of service providers contributing to an SDCPS or a safety information sharing network</li> </ul>
	<p><b>5.2</b></p>	<p>By 2022, increase the number of service providers participating in the corresponding ICAO-recognized industry assessment programmes</p>	<ul style="list-style-type: none"> <li>• Number of service providers participating in the corresponding ICAO-recognized industry assessment programmes</li> </ul>
<p><b>Goal 6:</b> Ensure the appropriate infrastructure is available to support safe operations</p>	<p><b>6.1</b></p>	<p>By 2022, all States to implement the air navigation and airport core infrastructure By 2025, maintain an increasing trend of States with air navigation and aerodrome infrastructure that meets relevant ICAO Standards</p>	<ul style="list-style-type: none"> <li>• Number of States having implemented the air navigation and airport core infrastructure elements</li> <li>• Number of air navigation deficiencies against the regional air navigation plans</li> <li>• Number of States using AN-related safety indicators<sup>4</sup></li> <li>• Number of States having implemented PQs linked to the basic building blocks</li> </ul>

<sup>3</sup> List of ICAO-recognized industry assessment programmes is presented in the GASP.

<sup>4</sup> To be defined by the Global ICAO Performance Expert Group (GIPEG) and included at a later date.

**APPENDIX B**

**QUESTIONNAIRE ON THE GLOBAL AVIATION SAFETY PLAN UPDATE**

States and international organizations are requested to complete the questionnaire on the 2020-2022 edition of the *Global Aviation Safety Plan* (GASP, Doc 10004) by 30 August 2021, inclusive <https://www.surveymonkey.com/r/XPBPLBV>.

*Please click on “Done” at the end of the questionnaire  
to ensure your feedback is received by ICAO.*

— END —