



ASSEMBLY — 39TH SESSION

TECHNICAL COMMISSION

Agenda Item 34: Aviation safety and air navigation policy

**A COMPREHENSIVE STRATEGY FOR AVIATION SAFETY:
ENDORSEMENT OF THE UPDATED GLOBAL AVIATION SAFETY PLAN**

(Presented by the Council of ICAO)

EXECUTIVE SUMMARY

The *Global Aviation Safety Plan* (GASP, Doc 10004) sets forth the global strategic direction for safety and provides the framework in which regional, sub-regional and national implementation plans are developed and implemented, thus ensuring harmonization and coordination of efforts aimed at improving international civil aviation safety. On 30 May 2016, the Council approved the 2017-2019 Edition of the GASP which is linked at Appendix A to this working paper. Also, a revised Assembly Resolution A38-2 on global planning for safety and air navigation is presented in Appendix B hereto.

Action: The Assembly is invited to:

- a) endorse the 2017-2019 Edition of the *Global Aviation Safety Plan* (GASP, Doc 10004), presented in Appendix A of the working paper, as the strategic direction for global safety;
- b) request Member States, regional safety oversight organizations (RSOs), regional aviation safety groups (RASGs) and international organizations concerned to work with all stakeholders to set priorities, targets and indicators consistent with the GASP objectives with the view to reduce the number and rate of aircraft accidents; and
- c) adopt the proposed revision to Assembly Resolution A38-2 as presented in Appendix B up to and including Appendix A of the proposed resolution of this working paper.

<i>Strategic Objectives:</i>	This working paper relates to the Safety Strategic Objective.
<i>Financial implications:</i>	The activities referred to in this paper will be undertaken subject to the resources available in the 2017-2019 Regular Programme Budget and/or from extra budgetary contributions.
<i>References:</i>	Doc 10004, <i>Global Aviation Safety Plan</i> Doc 10022, <i>Assembly Resolutions in Force</i> (as of 4 October 2013) Doc 10046, <i>Second High-level Safety Conference 2015 Report</i>

1. INTRODUCTION

1.1 Safety fundamentally contributes to the sustainable growth of a sound and economically viable international civil aviation system. In Resolution A38-2: *ICAO Global planning for safety and air navigation*, the Assembly recognized the importance of a global framework to support the Safety Strategic Objective of ICAO. In addition, the Assembly resolved that the Global Aviation Safety Plan (GASP), along with the Global Air Navigation Plan (GANP), shall provide the frameworks in which regional, sub-regional and national implementation plans will be developed and implemented, thus ensuring harmonization and coordination of efforts aimed at improving international civil aviation safety, capacity and efficiency. To accomplish this, the GASP has been restructured and revised, and is supported by the global aviation safety roadmap, which serves as an action plan to assist the aviation community in achieving the objectives presented in the GASP, through a structured, common frame of reference for all relevant stakeholders.

2. 2017-2019 EDITION OF THE GASP

2.1 Consistent with Assembly Resolution A38-2, ICAO keeps current the GASP and the GANP to support the relevant Strategic Objectives of the Organization. The Assembly urged ICAO to complete the development of a global aviation safety roadmap in support of the GASP. The second High-level Safety Conference held in 2015 (HLSC 2015) agreed on the need for ICAO, while updating the 2014-2016 Edition of the GASP, to develop a global aviation safety roadmap in support of the GASP, in collaboration with States, regional aviation safety groups (RASGs), aviation safety partners and industry.

2.2 The 2017-2019 Edition of the GASP maintains the framework, objectives and safety performance enablers of the 2014-2016 Edition. Since the GASP is at an early stage of implementation, stakeholders are still becoming familiar with the previous edition of the Plan and working towards its implementation. Therefore, the intent behind maintaining stability in the GASP framework and its main components, in the 2017-2019 Edition, is to allow stakeholders to seamlessly continue with implementation. The timelines associated with the near- and mid-term objectives (2017 and 2022, respectively) are maintained. The timeline associated with the long-term objective shifted from 2027 to 2028 to align with the dates of the sessions of the Assembly. The content of the GASP has been enhanced to facilitate implementation. The revision also aims at strengthening the link between the GASP and the GANP, mainly by providing safety initiatives related to safety management and predictive risk management to enable the integration of safety analysis into all aspects of future aviation systems.

2.3 Most of the changes are editorial in nature and aim to improve the logical flow of the document (for example, to explain high-level concepts first and then examine specifics). They also present the layout of the document in accordance with the standard guidelines for official, numbered ICAO publications (with numbered paragraphs and sections), making the document user-friendly.

2.4 A significant change in the 2017-2019 Edition of the GASP is the development of the new global aviation safety roadmap. The roadmap's goal is to ensure that safety initiatives deliver the intended benefits associated with the GASP objectives through enhanced coordination, thus reducing inconsistencies and duplication of efforts. It is also a tool to complement the GANP, as some of the modules of the Aviation System Block Upgrades (ASBU) address safety enhancements, rather than capacity or efficiency gains, and the implementation of a number of ASBUs will require safety assessments prior to implementation. The roadmap was developed through a collaborative effort with subject matter experts from States, industry, as well as regional and international organizations. Prior to

completion of the roadmap, ICAO held a consultation period with States and international organizations, via State letter AN 6/37-15/76, in order to obtain comments on a preliminary draft of the GASP. It should be noted that the material contained in the roadmap answers most of the comments received from States and international organizations. This highlights the comprehensive nature of the roadmap, and its complementary role to the GASP.

2.5 Detailed information on implementation guidance and assistance available to States is found in an appendix to the GASP. This includes: the No Country Left Behind campaign, the next generation of aviation professionals (NGAP) programme, the integrated safety trend analysis and reporting system (iSTARS), the safety fund (SAFE), coordination and collaboration with aviation safety partners, the collaborative arrangement for the prevention and management of public health events in civil aviation (CAPSCA) programme, and performance-based navigation (PBN) products and services.

2.6 A new appendix was also incorporated to provide guidance regarding safety indicators and level of activity indicators. These indicators were presented at the HLSC 2015 as part of a Secretariat Information Paper. This addition aims at providing a first step towards the development and implementation of harmonized global indicators, which can be adapted at the regional, sub-regional and national levels, and supports the achievement of the GASP objectives.

3. FUTURE UPDATES TO THE GASP

3.1 The GASP is reviewed and updated prior to each session of the Assembly. ICAO reviews the GASP every three years through an established and transparent process (see Appendix C of the 2017-2019 Edition of the GASP). The Air Navigation Commission (ANC) reviews the GASP as part of its work programme and consults States on proposed amendments. The ANC then reports to the Council and provides inputs. After approval by the Council, amendments to the GASP are presented to the following session of Assembly for endorsement by Member States.

3.2 Comments received from States and international organizations, in response to the update of the GASP, as well as replies to a questionnaire related to the proposed 2017-2019 Edition of the GASP, provided valuable inputs for future updates of the GASP. The primary concern raised in the responses is a need for the future update of the GASP to address operational safety issues, in tandem with improvements in safety oversight, to strike a balance between the operational and organizational aspects of safety management.

3.3 Based on the comments received, areas to consider in future updates include, but are not limited to: system size and level of complexity of States, safety performance indicators, mechanisms used to update global safety priorities, use of ICAO data when developing GASP objectives (including effective implementation of the critical elements of a safety oversight system), management of the risks associated with ground handling operations, remotely piloted aircraft systems (including management of the threat posed by small drones), and further guidance on predictive risk management.

3.4 The feedback received as a result of the consultation process, as well as the questionnaire, highlights the need to emphasize operational safety issues in future editions of the GASP. This notion has already been introduced by means of specific safety initiatives in the roadmap which indicate the need for stakeholders to focus on addressing the global safety priorities described in the GASP. However, further restructuring of future editions of the GASP may be required to address this dual approach of operational and organizational aspects of safety management. It would require ICAO to continue development of the GASP, as well as the global aviation safety roadmap, and modify its scope to address the changing needs of the global aviation community.

4. **ASSEMBLY RESOLUTION**

4.1 In accordance with Assembly Resolution A38-2, the GASP and the GANP support the Strategic Objectives of the Organization. The draft resolution focuses on the GASP thus superseding A38-2: *ICAO Global planning for safety and air navigation*.

4.2 When reviewing the resolution at Appendix B, and for the purposes of this paper, please refer only to the preamble and Appendix A dealing specifically with GASP. Appendix B of the resolution, dealing specifically with GANP, is discussed A39-WP/39 under Agenda Item 34.

5. **CONCLUSION**

5.1 The GASP offers a long-term vision that will assist ICAO, States, regional safety oversight organizations (RSOOs), RASGs, international organizations and industry in developing a harmonized safety strategy. The inclusion of the global aviation safety roadmap in the GASP provides a structured, common frame of reference for all relevant stakeholders to ensure that safety initiatives deliver the intended benefits associated with the GASP objectives.

APPENDIX A
THE GLOBAL AVIATION SAFETY PLAN (GASP)

Available at <http://www.icao.int/Meetings/a39/Pages/documentation-reference-documents.aspx>.

APPENDIX B

DRAFT RESOLUTION FOR ADOPTION BY THE 39TH SESSION OF THE ASSEMBLY

34/xx: ICAO global planning for safety and air navigation

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 ~~on 30 July 2013~~ by the Council of the ~~first~~ updated edition of the Global Aviation Safety Plan (GASP) and ~~on 29 May 2013~~ of the ~~fourth~~ updated edition of the Global Air Navigation Plan (GANP);

The Assembly:

1. *Endorses* ~~the first edition of the Global Aviation Safety Plan (GASP) and the fourth 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;
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, sub-regional and national implementation plans will be developed and implemented, thus ensuring 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 sub-regional 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 application of GASP and GANP objectives 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, sub-regional and national plans based on the frameworks of the GASP and GANP;
- ~~9. *Instructs* the Council to provide a report on the implementation and evolution of the GASP and GANP to future regular sessions of the Assembly;~~
- ~~10-9.~~ *Instructs* the Secretary General to promote, make available and effectively communicate the GASP and the GANP; and
- ~~11-10.~~ *Declares* that this resolution supersedes Resolution ~~A37-4~~ ~~A38-2~~ on ICAO global planning for safety and air navigation ~~Resolution A37-12 on ICAO global planning for sustainability.~~

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;

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, targets and indicators to manage 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 in the GASP to enhance safety by focusing action where it is most needed; ~~and~~

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 the GASP, 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;

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 ~~and where political willingness exists to improve safety oversight functions;~~
3. *Urges* Member States to support the ~~Global Aviation Safety Plan (GASP)~~ objectives by implementing the safety initiatives outlined therein;
4. *Urges* Member States, regional safety oversight organizations (RSOOs), regional aviation safety groups (RASGs) and international organizations concerned to work with all stakeholders to set priorities, targets and indicators consistent with the GASP objectives with the view to reduce the number and rate of aircraft accidents;
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. ~~*Urges* ICAO to complete the development of safety roadmaps in support of the GASP by the end of 2014 to assist in the risk mitigation of operational issues identified.~~ *Encourages* ICAO to continue development of the global aviation safety roadmap, as required.

APPENDIX B

Global Air Navigation Plan (GANP)

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