



WORKING PAPER

FOURTEENTH AIR NAVIGATION CONFERENCE

Montréal, Canada, 26 August to 6 September 2024

- Agenda Item 2: Timely and safe use of new technologies**
2.3: 2026-2028 Edition of the Global Aviation Safety Plan (GASP)

TOWARDS THE 2026-2028 EDITION OF THE GLOBAL AVIATION SAFETY PLAN

(Presented by the Secretariat)

EXECUTIVE SUMMARY	
The <i>Global Aviation Safety Plan</i> (GASP, Doc 10004) sets forth the global strategy for the continuous improvement of aviation safety. This working paper presents proposals for the list of global safety issues for inclusion in the draft 2026-2028 edition of the GASP; the update of the GASP goals and targets; as well as the review of the GASP structure, related guidance material and tools. Action: The Conference is invited to agree to Recommendation 2.3/x — Draft 2026-2028 edition of the <i>Global Aviation Safety Plan</i> (GASP, Doc 10004) in paragraph 3.	
<i>Strategic Objectives:</i>	This working paper relates to the Safety Strategic Objective and the Air Navigation Capacity and Efficiency Strategic Objective.
<i>Financial implications:</i>	<i>Impact for the aviation community:</i> Actions to meet targets presented in the GASP may have financial implications, which are difficult to quantify. However, resources needed, primarily for States, are those required to meet their national and international obligations in terms of safety oversight (such as the recruitment and retention of qualified technical personnel). Therefore, they should not be considered as additional. <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 10004, <i>Global Aviation Safety Plan</i>

1. INTRODUCTION

1.1 This working paper presents proposals for the 2026-2028 edition of the *Global Aviation Safety Plan* (GASP, Doc 10004), ahead of the 42nd Session of the ICAO Assembly. Proposals were developed through the efforts of the GASP Study Group (GASP-SG) and submitted to the ICAO Air Navigation Commission for review and agreement. The periodic review of the content of the GASP is done to ensure the plan remain relevant and best reflects current global safety issues in aviation safety, as well as means to address them.

2. DISCUSSION

2.1 The GASP-SG identified the following global safety issues for the GASP, based on the analysis of available data, primarily accident statistics and information available on the Universal Safety Oversight Audit Programme Continuous Monitoring Approach (USOAP CMA) Online Framework (OLF), as well as on the Integrated Safety Trend Analysis and Reporting System (iSTARS).

2.2 *Global organizational challenges:* lack of sufficient financial resources for the safety oversight authority to meet its national and international obligations; lack of qualified technical personnel, primarily aircraft accident investigators and aerodrome inspectors; lack of a regulatory process to address the resolution of safety issues, primarily related to aerodrome operations; low level of State safety programme (SSP) implementation at the global level; and deficiencies in safety data and safety information collection, analysis and exchange to support safety management activities.

2.3 *Global operational safety risks.* The five existing global high-risk categories of occurrences (G-HRCs) remain the priority: controlled flight into terrain (CFIT); loss of control in-flight (LOC-I); mid-air collision (MAC); runway excursion (RE); and runway incursion (RI). Additionally, three additional categories of occurrences were identified, which though they may not have a high fatality risk, figure prominently in the most frequent types of accidents and serious incidents across ICAO regions: abnormal runway contact (ARC); turbulence encounter (TURB); and system/component failure or malfunction (non-powerplant) (SCF-NP).

2.4 The GASP-SG also reviewed Assembly Resolution A41-6: *ICAO Global planning for safety and air navigation*, which calls for a special focus in the GASP on reducing the number of accidents and related fatalities, specifically in regional aircraft operations, based on Assembly working paper [A41-WP/94](#). In the absence of a formal definition of “regional aircraft operations”, the study group reviewed safety data comparing turboprop and jet aircraft, and concluded that there was no noticeable difference in the types of occurrences or the main contributing factors between accidents involving these types of aircraft. Therefore, the GASP-SG proposed to conduct further safety analysis, in collaboration with stakeholders, with the intention of reporting on outcomes at the next Assembly.

2.5 The proposed GASP goals and targets for the 2026-2028 edition of the GASP focus on the global safety issues that States and regions are facing and are meant to serve as catalyst to address them. Most of the goals for the 2026-2028 edition of the GASP remain the same as in the previous two editions. This is to ensure the stability and continuity of the Plan, and to minimize its impact on existing regional and national aviation safety plans (RASPs and NASPs), as well as the safety enhancement initiatives already underway. Several factors were considered when deciding specific actions to take for each existing target (i.e., extend the deadline, close it out at the end of the current GASP cycle, add a new target to replace one being closed). The main factor for maintaining an existing target was its relevance to the newly identified global safety issues. Another factor was the status of achievement of the targets, based on data analysis. Additionally, the interdependency between targets was considered. Some targets call for incremental improvements or a phased approach; thus, the deadline to achieve one target directly impacts another in some cases.

2.6 To determine the numerical values of the targets, an analysis was conducted to determine the current values at the global level (e.g., the score for the effective implementation (EI) of the critical elements (CEs); the current accident rate; etc.). These numbers were used to set the minimal values to be reached at the end of the GASP cycle, by rounding the values up. The rationale behind this approach is to bring all States to the current global average as the baseline. This also addresses previously expressed concerns that setting high EI scores as targets, within a short timeframe, was ineffective and deterred States with low EI scores from taking action, knowing they would be unable to reach the targets.

2.7 The GASP-SG also proposed restructuring the GASP to ensure better alignment between the global, regional and national aviation safety plans. To support the achievement of GASP goals and targets, through the development and implementation of RASPs and NASPs, and to ensure content is aligned with the 2026-2028 edition of the plan, guidance material and tools will be revised by end of 2025.

PROPOSED GOALS AND TARGETS FOR THE 2026-2028 EDITION OF THE GASP	
<i>Goal</i>	<i>Target</i>
Achieve a continuous reduction of operational safety risks	• By 2028, States, regions and industry to decrease the accident rate, globally and within each ICAO region¹ • By 2028, States, regions and industry to decrease the rate of accidents and serious incidents for each G-HRC, globally and within each ICAO region • By 2028, States, regions and industry to decrease the rate of accidents and serious incidents related to the additional categories of occurrences identified in the GASP, globally and within each ICAO region
Strengthen States' safety oversight capabilities	• By 2028, all States to commit to national aviation safety plans that allocate to each safety oversight authority sufficient financial resources to meet national and international obligations, with at least 70% of States having sufficient financial resources • By 2028, all States to improve their EI score for qualified technical personnel (CE-4) for aircraft accident and incident investigation (AIG) and for aerodromes and ground aids (AGA), respectively, with a further commitment that no State has a score of less than the baseline world average² • By 2028, all States to improve their EI score for the resolution of safety issues (CE-8) in AGA with a further commitment that no State has a score of less than the baseline world average³
Establish and manage SSPs	• By 2026, all States to assess the level of implementation of their SSP • By 2028, all States to establish an SSP
Strengthen collaboration at the regional and national levels to address safety issues	• By 2026, all regions to identify States that need assistance to address safety issues • By 2028, all regions to facilitate the required assistance, to identified States, to address safety issues • By 2027, all regions to implement a mechanism to make use of the information on operational safety risks and emerging issues for the purpose of aviation safety planning
Strengthen aviation safety planning	• By 2026, all regions to publish an updated RASP, taking into consideration the 2026-2028 edition of the GASP • By 2026, all States to publish an updated NASP, taking into consideration the 2026-2028 edition of the GASP and their corresponding RASP
Expand the use of industry safety assessment and safety data sharing programmes	• By 2028, industry to maintain an increasing trend in its use of industry safety assessment and safety data sharing programmes

¹ Using a 5-year rolling average and Year 2025 as a baseline.

² Using Year 2025 as a baseline

³ Using Year 2025 as a baseline

2.8 The proposed goals and targets are presented in the table above. Explanatory notes for the proposed revision of GASP goals and targets, as well as examples of indicators, and the status of GASP targets for the 2023-2025 edition can be found in the references page of the AN-Conf/14 site at <https://www.icao.int/Meetings/anconf14/Pages/Reference-Documents.aspx>. The GASP is complemented by a series of safety enhancement initiatives to achieve those goals and targets, contained in the *Global Aviation Safety Roadmap* (Doc 10161).

2.9 To help focus the aviation community's attention on issues of particular interest, States and international organizations are invited to complete the online Questionnaire on the GASP Update by 30 June 2024, accessible in <https://www.surveymonkey.com/r/QFJ6S8H>.

3. CONCLUSION

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

Recommendation 2.3/x — Draft 2026-2028 edition of the *Global Aviation Safety Plan* (GASP, Doc 10004)

That States:

- a) agree to include the proposed goals and targets in the draft 2026-2028 edition of the Global Aviation Safety Plan (GASP);
- b) agree, in principle, with the changes proposed, including the selection of global high-risk categories of occurrences (G-HRCs), for the draft 2026-2028 edition of the GASP; and

that ICAO:

- c) take into consideration input from the Conference as well as the responses from the Questionnaire on the GASP Update for the revision of the 2026-2028 edition of the GASP, and its subsequent endorsement at the 42nd Session of the Assembly.

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