



ASSEMBLY — 42ND SESSION

TECHNICAL COMMISSION

Agenda Item 23: Global Aviation Safety and Air Navigation Plans

THE GLOBAL STRATEGY FOR THE CONTINUOUS IMPROVEMENT OF AVIATION SAFETY: ENDORSEMENT OF THE 2026-2028 EDITION OF THE GLOBAL AVIATION SAFETY PLAN

(Presented by the Council of ICAO)

EXECUTIVE SUMMARY

The *Global Aviation Safety Plan* (GASP, Doc 10004) presents the global strategy for the continuous improvement of aviation safety. The GASP is the master planning document, upon which regional and national aviation safety plans are developed and implemented. On 3 July 2025, the Council approved the 2026-2028 edition (fifth edition) of the GASP, linked at Appendix A to this working paper. A revision to Assembly Resolution A41-6 on global planning for safety and air navigation is also presented in Appendix B hereto.

Action: The Assembly is invited to:

- endorse the 2026-2028 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
- adopt the proposed revision to Assembly Resolution A41-6 as presented in Appendix B up to and including Appendix A of the proposed resolution.

<i>Strategic Goal:</i>	This working paper relates to <i>Every Flight is Safe and Secure</i> .
<i>Financial implications:</i>	The activities referred to in this paper will be subject to the resources available in the 2026-2027-2028 Regular Budget, extra budgetary funds and/or voluntary contributions.
<i>References:</i>	<p>Doc 10004, <i>2023-2025 Global Aviation Safety Plan (GASP)</i></p> <p>Doc 10118, <i>Global Aviation Security Plan (GASeP)</i></p> <p>Doc 10131, <i>Manual on the Development of Regional and National Aviation Safety Plans</i></p> <p>Doc 10161, <i>Global Aviation Safety Roadmap</i></p> <p>Doc 10162, <i>Manual on Monitoring Implementation of Regional and National Aviation Safety Plans</i></p> <p>Doc 10184, <i>Assembly Resolutions in Force (as of 7 October 2022)</i></p> <p>Doc 10209, <i>Fourteenth Air Navigation Conference (Montréal, 26 August to 6 September 2024). Report</i></p> <p>A42-WP/35, <i>Ongoing work related to conflict zones and obligations of Member States</i></p> <p>A42-WP/34, <i>Global Navigation Satellite Systems (GNSS) radio frequency interference (RFI)</i></p> <p>A42-WP/31, <i>A comprehensive strategy for air navigation: endorsement of the eighth edition of the Global Air Navigation Plan (GANP)</i></p>

1. INTRODUCTION

1.1 Assembly Resolution A41-6: *ICAO global planning for safety and air navigation* recognizes the importance of a global framework to support ICAO's Strategic Goal for 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 regions¹ to implement regional and national aviation safety plans (RASPs and NASPs, respectively), consistent with the GASP to continually reduce fatalities and the risk of fatalities.

1.2 Consistent with Assembly Resolution A41-6, ICAO revises the GASP every three years to ensure it remains relevant to the aviation community. This working paper contains a series of amendments for the 2026-2028 edition of the GASP, presented for endorsement by the Assembly.

1.3 The GASP is part of a series of Global Plans, including the Global Air Navigation Plan (GANP), which addresses air navigation, and the *Global Aviation Security Plan* (GASeP, Doc 10118), which addresses security-related issues, such as cybersecurity and risks arising from conflict zones. These Global Plans are complementary in nature and present a comprehensive strategy that supports the Strategic Goals of ICAO.

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. The Global Plans Task Force (GPTF), a joint ad hoc group composed of a limited number of members from the GASP and Global Air Navigation Plan (GANP) Study Groups, also provided inputs to the GASP revision process. Proposed global safety issues for the 2026-2028 edition of the GASP, as well as a proposal to update the GASP goals and targets were presented to the Fourteenth Air Navigation Conference (AN-Conf/14), held in Montréal, from 26 August to 6 September 2024, 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*². The questionnaire provided an opportunity for key stakeholders to give specific feedback on the 2023--2025 edition of the GASP and to provide suggestions for the 2026-2028 edition.

2.2 Several working papers were presented at AN-Conf/14, containing proposals for the revision of the GASP, as well as for updating guidance material to support the implementation of RASPs and NASPs. The Conference agreed on the need for ICAO to consider input from AN-Conf/14 and the questionnaire, in preparation for subsequent endorsement of the GASP at the 42nd Session of the ICAO Assembly. During its fourteenth meeting (GASP-SG/14), held from 22 to 25 October 2024, the GASP-SG reviewed the outcomes from AN-Conf/14 related to the GASP, those related to the alignment of the GASP and the GANP, as well as the feedback from the online *Questionnaire on the GASP Update*. Based on the recommendations and outcomes from AN-Conf/14, the study group developed proposals to address the contributions from the Conference in the plan and related guidance material.

2.3 Based on the proposals developed by the GASP-SG, the Secretariat produced a draft 2026-2028 edition of the GASP. The draft document was presented to the Air Navigation

¹ 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.

² A review of the results from the *Questionnaire on GASP Update* is available on the ICAO website at <https://www.icao.int/Meetings/anconf14/Documents/AN-CONF14-WP08.Reference04.pdf> (English only)

Commission (ANC) for review, and then to the Council of ICAO for approval. Section 3 of this working paper provides a summary of amendments made to the 2026-2028 edition of the GASP and the rationale.

3. AMENDMENTS INCLUDED IN THE 2026-2028 EDITION OF THE GASP

3.1 The 2026-2028 edition of the GASP maintains some key elements from its previous edition, such as most of the goals and the five global high-risk categories of occurrences (G-HRCs).

3.2 The following amendments, in comparison to the 2023-2025 edition, are now included in the targets in the 2026-2028 edition of the GASP:

- a) Goal 1 — Target 1.1, from the 2023-2025 edition, (Maintain a decreasing trend of global accident rate) was expanded to encompass not only a decrease in the accident rate, but also in the rate of accidents and serious incidents for each of the five G-HRCs, and the three other global risk categories of occurrences identified in the 2026-2028 edition of the GASP³;
- b) Goal 2 — Targets, from the 2023-2025 edition, calling for States to reach an effective implementation score of a certain percent were replaced by targets addressing specific challenges, based on critical elements and audit areas;
- c) Goal 3 — A new Target 3.1 was established for all States to assess the level of implementation of their State safety programme (SSP) by 2026. This new target focuses on States' completion of self-assessments by (end of) 2026 to determine a baseline on SSP implementation. It replaces Target 3.1 from the 2023-2025 edition (By 2023, all States to implement the foundation of an SSP);
- d) Goal 3 — A new Target 3.2 (By 2028, all States to establish an SSP) replaces Target 3.3 from the 2023-2025 edition (All States to work towards an effective SSP), which was removed;
- e) Goal 3 — Target 3.2, from the 2023-2025 edition (By 2024, all States to publish a NASP), was moved under a new Goal 5 and its timeline extended so that the plan may be revised in line with the latest edition of the GASP and the corresponding RASP;
- f) Goal 4, from the 2023-2025 edition, which focused on increasing collaboration at the regional level, was expanded to encompass collaboration at the regional and national levels to address safety issues (in line with those identified in the 2026-2028 edition of the GASP). The targets under this goal are meant to empower the regions to identify and help individual States to put in place mechanisms to address safety issues;
- g) Goal 4 — Target 4.2, from the 2023-2025 edition (By 2023, all regions to publish an updated RASP), was moved under a new Goal 5 and its timeline extended so that the plan may be revised in line with the latest edition of the GASP;
- h) Goal 5, from the 2023-2025 edition, which focused on the expanded use of industry evaluation programmes and safety information sharing networks by service providers, was maintained, apart from "safety information sharing networks by service

³ The summary of accidents that occurred worldwide, and by ICAO region, is shown in the Annual Safety Report, which is available on the Organization's website at: www.icao.int/safety/Pages/Safety-Report.aspx.

providers”, which was removed and replaced by “and safety data sharing programmes”. The goal was renumbered as a new Goal 6;

- i) A new Goal 5 in the 2026-2028 edition, on strengthening aviation safety planning, will consolidate Targets 3.2 and 4.2, from the 2023-2025 edition, aimed at the publication of NASPs and RASPs, respectively. This new goal and its targets are in line with Assembly Resolution A41-6 and serve as the basis for the development, revision and implementation of a safety strategy at national and regional levels, harmonized with the latest edition of the GASP; and
- j) Goal 6, from the 2023-2025 edition, related to the need for appropriate infrastructure to support safe operations, was removed as a result of AN-Conf/14 recommendations related to the alignment of the Global Plans (since it is addressed in the GANP).

3.3 In addition to the five G-HRCs, three global operational safety risks were identified as other global risk categories of occurrences. These may not have a high fatality risk, such as the G-HRCs, but figure prominently in the most frequent types of accidents and serious incidents across ICAO regions. The other global risk categories of occurrences for 2026-2028 are as follows: abnormal runway contact; system/component failure or malfunction (non-powerplant); and turbulence encounter.

3.4 The GASP was also restructured to ensure better alignment between the global, regional and national aviation safety plans. Additionally, guidance material related to the GASP was updated to align with the 2026-2028 edition of the GASP. This includes the *Global Aviation Safety Roadmap* (Doc 10161), the *Manual on the Development of Regional and National Aviation Safety Plans* (Doc 10131), and the *Manual on Monitoring Implementation of Regional and National Aviation Safety Plans* (Doc 10162). A full summary of amendments is contained in the GASP, which provides further information.

4. ASSEMBLY RESOLUTION

4.1 In accordance with Assembly Resolution A41-6, the GASP and the GANP support the Strategic Goals of the Organization. Appendix A of the draft resolution focuses on the GASP, thus superseding Appendix A of A41-6: *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 A42-WP/31, also under Agenda Item 23.

4.2 It should be noted that important global issues, specifically global navigation satellite system radio frequency interference and the risks to civil aviation arising from conflict zones are addressed in A42-WP/34 and A42-WP/35, respectively, which include specific resolutions pertaining to each issue.

5. CONCLUSION

5.1 In line with ICAO’s Strategic Goal for safety, the 2026-2028 edition of the GASP lists global safety issues and sets global safety goals and targets for the triennium, upon which RASPs and NASPs should be developed and implemented. The GASP provides a collaborative framework for States, regions and industry to manage operational safety risks and organizational challenges, through their respective RASPs and NASPs. The GASP is complemented by a series of safety enhancement initiatives to achieve its goals and targets, contained in the *Global Aviation Safety Roadmap* (Doc 10161).

APPENDIX A

THE GLOBAL AVIATION SAFETY PLAN (GASP)

Available at <https://www.icao.int/Meetings/a42/Pages/documentation-reference-documents.aspx>.

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APPENDIX B

DRAFT RESOLUTION FOR ADOPTION BY THE 42ND SESSION OF THE ASSEMBLY

A42-X: ICAO global planning for safety and air navigation
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Whereas ICAO strives to achieve ~~the goal of a~~ the safe and orderly development of civil aviation through cooperation among Member States and other stakeholders;

Whereas ~~to realize this goal, the Organization has~~ ICAO established Strategic ~~Objectives~~ Goals in its 2026-2050 Strategic Plan, including ~~objectives~~ goals for related to safety and ~~for air navigation~~ capacity and efficiency;

Recognizing the importance of global frameworks and regional and national plans to support the Strategic ~~Objectives~~ Goals 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 ~~2023-2025~~ 2026-2028 edition of the Global Aviation Safety Plan (GASP) and of the ~~seventh~~ eighth edition of the Global Air Navigation Plan (GANP);

The Assembly:

1. *Endorses* the ~~2023-2025~~ 2026-2028 edition of the Global Aviation Safety Plan (GASP) and the ~~seventh~~ eighth edition of the Global Air Navigation Plan (GANP) as the global strategic directions for safety and the evolution of the air navigation system, respectively;
2. *Resolves* that ICAO shall implement and keep current the GASP and the GANP to support the relevant Strategic ~~Objectives~~ Goals of the Organization, while ensuring necessary stability and alignment;
3. *Resolves* that these global plans shall be implemented and kept current in close cooperation, collaboration 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, as well as regional and national plans, 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 provide the necessary support to Member States to develop and implement national plans; and
10. *Declares* that this resolution supersedes Resolution A40-4-A41-6 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, in line with the goal of zero fatalities in international aviation, as per the ICAO 2026-2050 Strategic Plan;

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;

Noting that 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 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 (RASGs) 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 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 achieving the GASP goals, through a structured, common frame of reference for all relevant stakeholders; and

Noting the need to assist Member States in 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, including regional aircraft operations, in all parts of the world;
2. *Stresses* that limited resources of the international aviation community should be used strategically to support States or regions seeking assistance to facilitate State safety programme (SSP) implementation, including strengthening safety oversight;
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 operator 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 and update of guidance material and tools to support the development and implementation of ~~national and regional~~ and national aviation safety plans.

APPENDIX B

Global Air Navigation Plan (GANP)

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— END —