



WORKING PAPER

ASSEMBLY — 40TH SESSION

TECHNICAL COMMISSION

Agenda Item 28: 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, subregional and national implementation plans are developed and implemented, thus ensuring harmonization and coordination of efforts aimed at improving international civil aviation safety. On 14 June 2019, the Council approved the 2020-2022 edition (third edition) of the GASP, linked at Appendix A to this working paper. Also, a revised Assembly Resolution A39-12 on global planning for safety and air navigation is presented in Appendix B hereto.

Action: The Assembly is invited to:

- a) endorse the 2020-2022 edition of the *Global Aviation Safety Plan* (GASP, Doc 10004), linked at Appendix A of this working paper, as the strategic direction for global safety;
- b) request Member States, regional safety oversight organizations (RSOOs), regional aviation safety groups (RASGs) and international organizations concerned to work with all stakeholders to implement national and regional aviation safety plans consistent with the GASP to continually reduce fatalities and the risk of fatalities; and
- c) adopt the proposed revision to Assembly Resolution A39-12 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 activities referred to in this paper will be undertaken subject to the resources available in the 2020-2022 Regular Programme Budget and/or from extra budgetary contributions.
<i>References:</i>	Doc 10115, <i>Report of the Thirteenth Air Navigation Conference (AN-Conf/13), Corrigenda Nos. 1 and 2, and Supplement No. 1</i> Doc 10075, <i>Assembly Resolutions in Force (as of 6 October 2016)</i> Doc 10004, <i>Global Aviation Safety Plan</i>

1. INTRODUCTION

1.1 Safety is aviation's top priority. In Resolution A39-12: *ICAO Global planning for safety and air navigation*, the Assembly recognized 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 initiatives, such as the No Country Left Behind (NCLB) initiative.

2. 2020-2022 EDITION OF THE GASP

2.1 Consistent with Assembly Resolution A39-12, ICAO keeps current the GASP and the *Global Air Navigation Plan* (GANP, Doc 9750) to support the relevant Strategic Objectives of the Organization. The 2020-2022 edition (third edition) of the GASP was developed 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 draft GASP was presented to the Thirteenth Air Navigation Conference (AN-Conf/13), held in Montréal, Canada, from 9 to 19 October 2018, to obtain wider feedback from States and international organizations. Recommendations from the Conference were incorporated in the final version of the 2020-2022 edition of the GASP, approved by the Council of ICAO.

2.2 The 2020-2022 edition of the GASP recognizes the needs of all aviation stakeholders. It promotes the implementation of safety management and a risk-based approach as the means to help manage increasingly complex aviation systems. It also encourages the use of harmonized safety enhancement initiatives to address gaps in effective implementation of the critical elements of a State's safety oversight system.

2.3 The vision of the 2020-2022 edition of the GASP is to achieve and maintain the aspirational safety goal of zero fatalities in commercial operations by 2030 and beyond, which is consistent with the United Nations' *2030 Agenda for Sustainable Development*. The year 2030 has been selected as the timeframe for reaching this goal as it is by this date that traffic volume is forecast to double. The GASP's mission is to continually enhance aviation safety performance internationally by providing a collaborative framework for States, regions and industry.

2.4 A series of six goals in the 2020-2022 edition of the GASP support the overall aspirational safety goal and supersede the objectives presented in the 2017-2019 edition of the GASP. Some goals derive from the 2017-2019 edition of the GASP, which called for States to implement effective safety oversight systems and State safety programmes (SSPs). Other goals respond to feedback received from States and international organizations during the consultation process to update the GASP, requesting a greater emphasis on the management of operational safety risks.

2.5 The goals in the 2020-2022 edition of the GASP are as follows:

- Goal 1: Achieve a continuous reduction of operational safety risks
- Goal 2: Strengthen States' safety oversight capabilities
- Goal 3: Implement effective State safety programmes
- Goal 4: Increase collaboration at the regional level
- Goal 5: Expand the use of industry programmes
- Goal 6: Ensure the appropriate infrastructure is available to support safe operations

2.6 The 2020-2022 edition of the GASP has been restructured in two parts. Part one addresses safety planning, including the identification of organizational challenges and operational safety risks as well as the definition of roles and responsibilities of the different stakeholders within the GASP. Part two addresses the implementation of safety enhancement initiatives aimed at improving safety.

2.7 To mitigate the risk of fatalities, States, regions and industry need to address the high-risk categories (HRCs) of occurrences. The selection of types of occurrences considered to be global HRCs (previously referred to as "global safety priorities") is based on actual fatalities from past accidents, high fatality risk per accident or the number of accidents and incidents. The following HRCs, in no particular order, have been identified for the 2020-2022 edition of the GASP: controlled flight into terrain; loss of control in-flight; mid-air collision; runway excursion; and runway incursion.

2.8 In line with the 2020-2022 edition of the GASP, each region and State is encouraged to develop a regional aviation safety plan and national aviation safety plan, respectively, in which the strategic direction for the management of aviation safety for a set time period will be presented. Each plan should be developed in line with the GASP goals, targets and HRCs. For States that have fully implemented an SSP, the national aviation safety plan is the means to demonstrate commitment to the implementation of additional activities for improvement of safety in the State, for example, strengthening the SSP and meeting the State's safety objectives.

2.9 The 2020-2022 edition of the GASP includes the global aviation safety roadmap, which serves as an action plan to assist the aviation community in achieving its goals through a structured, common frame of reference for all relevant stakeholders. The roadmap presents globally recognized safety enhancement initiatives for States, regions and industry to address each of the GASP goals. The operational safety risks portion of the roadmap is included in the GASP to assist States, regions and industry in addressing the five HRCs outlined in paragraph 2.7 above. The safety enhancement initiatives should be implemented as soon as practicable to mitigate the risks associated with the HRCs. The roadmap supports the validation of the effectiveness of the safety enhancement initiatives and suggests a structure to identify hazards associated with the HRCs and to develop additional safety enhancement initiatives to mitigate the associated safety risks.

3. AN-CONF/13 RECOMMENDATIONS

3.1 The Conference expressed wide support for the draft 2020-2022 edition of the GASP and agreed on the need for the GASP-SG to re-examine the appropriate use of the safety oversight margin, in preparation for subsequent endorsement of the GASP at the 40th Session of the ICAO Assembly.

3.2 Following AN-Conf/13, the GASP-SG was tasked to develop proposals to enhance the use of the safety oversight margin in the GASP. The study group reached a consensus that the safety oversight margin would evolve into the safety oversight index. The safety oversight index concept is described in detail in the GASP, Part I, Chapter 4 (refer to Appendix A). The safety oversight index

addresses the need for the GASP-SG to re-examine the appropriate use of the safety oversight margin, as expressed by AN-Conf/13. The new safety oversight index concept emphasizes the notion of continuous safety improvements for all States. Text referring to the safety oversight margin was replaced by text on the safety oversight index, which is presented as a new concept in the 2020-2022 edition of the GASP that serves as one of several indicators of a State's safety oversight capabilities. GASP Targets 4.1 and 4.3 on regional collaboration, which previously referenced the safety oversight margin, were modified to link assistance and collaboration with States' safety oversight capabilities and their level of SSP implementation, as defined in GASP Goals 2 and 3.

3.3 The GASP-SG proposed new text to explain the GASP in relation to the other ICAO Global Plans. The study group also developed a revised description of emerging issues. In addition, text was revised to further clarify the relationship between the national aviation safety plan and the SSP, as well as the relationship between the national aviation safety plan and other relevant national plans.

3.4 The text in the GASP related to the global aviation safety oversight system, as well as the text addressing the appropriate infrastructure to support safe operations and the GANP, was updated to reflect the outcomes of AN-Conf/13.

3.5 The amendments to the 2020-2022 edition of the GASP, proposed by the GASP-SG in response to the outcomes of AN-Conf/13, were incorporated into the revised final version of the GASP and approved by the Council of ICAO.

4. ASSEMBLY RESOLUTION

4.1 In accordance with Assembly Resolution A39-12, 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 A39-12: *ICAO Global planning for safety and air navigation*.

4.2 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 A40-WP/24, also under Agenda Item 28.

5. CONCLUSION

5.1 In line with ICAO's Safety Strategic Objective, the 2020-2022 edition of the GASP outlines key safety enhancement initiatives for the triennium. 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 the GASP, 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.

APPENDIX A
THE GLOBAL AVIATION SAFETY PLAN (GASP)

Available at <https://www.icao.int/Meetings/a40/Pages/documentation-reference-documents.aspx>.

APPENDIX B

DRAFT RESOLUTION FOR ADOPTION BY THE 40TH SESSION OF THE ASSEMBLY

28/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 by the Council of the ~~second~~ **third** edition of the Global Aviation Safety Plan (GASP) and of the ~~fifth~~ **sixth** edition of the Global Air Navigation Plan (GANP);

The Assembly:

1. *Endorses* the ~~second~~ **third** edition of the Global Aviation Safety Plan (GASP) and the ~~fifth~~ **sixth** 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 ~~implementation~~ 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;

Appendix B

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 the 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, 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
10. *Declares* that this resolution supersedes Resolution ~~A38-2~~ A39-12 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;

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;

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;
3. *Urges* Member States to ~~support the GASP objectives by implementing the safety initiatives outlined therein~~ 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 (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~~ goals with the view to reduce the number and rate of aircraft accidents ~~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.

APPENDIX B

Global Air Navigation Plan (GANP)

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— END —