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Doc 10004

Global Aviation Safety Plan

2023–2025



Approved by and published under the authority of the Secretary General

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AMENDMENTS

Amendments are announced in the supplements to the *Products and Services Catalogue*; the Catalogue and its supplements are available on the ICAO website at www.icao.int. The space below is provided to keep a record of such amendments.

RECORD OF AMENDMENTS AND CORRIGENDA

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EXECUTIVE SUMMARY

Safety is a top priority in aviation. The Global Aviation Safety Plan (GASP) presents the global strategy for the 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 aviation safety strategy. A safe, resilient and sustainable aviation system contributes to the economic development of States and their industries. The GASP promotes the effective implementation of a State safety programme, including a State's safety oversight system, a risk-based approach to managing safety as well as a coordinated approach to collaboration between States, regions (that is, a group of States and/or entities working together to enhance safety within a geographic area) and industry. It provides a framework in which regional and national aviation safety plans (RASP and NASP) are developed and implemented.

The International Civil Aviation Organization (ICAO) recognizes the need for its safety strategy to evolve and ensure its sustained effectiveness and efficiency in the changing regulatory, economic and technical environments. The 2023-2025 edition of the GASP maintains some key elements from its previous edition, such as the six goals and the five global high-risk categories of occurrences (G-HRCs). Main changes in the plan include new and revised targets, as well as amendments based on feedback received, mainly as part of the High-level Conference on COVID-19 (HLCC 2021). This edition also addresses the impact of global aviation disruption events on aviation safety and the need for resilience. Detailed guidance related to the management of the COVID-19 pandemic, aviation restart and recovery, and building resilience can be found on the ICAO website at <https://www.icao.int/covid/cart/Pages/default.aspx>. Disruption events are not covered in depth in the GASP, due to their rapidly changing nature and the preset GASP update cycle, which happens once every three years.

The vision 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 plan's mission is to continually enhance international aviation safety performance and resilience by providing a collaborative framework for States, regions and industry. This is supported by a series of goals:

- Goal 1** is to achieve a continuous reduction of operational safety risks.
- Goal 2** calls for all States to strengthen their safety oversight capabilities.
- Goal 3** calls for the implementation of effective State safety programmes.
- Goal 4** calls for States to increase collaboration at the regional level to enhance safety.
- Goal 5** aims to expand the use of industry programmes and safety information sharing networks.
- Goal 6** focuses on the appropriate infrastructure needed to support safe operations.

In order to mitigate the risk of fatalities, States, regions and industry need to address the G-HRCs. The selection of types of occurrences is based on actual fatalities from past accidents, high fatality risk per accident or the number of accidents and incidents. The following G-HRCs, in no particular order, have been identified for this edition of the GASP: controlled flight into terrain; loss of control in-flight; mid-air collision; runway excursion; and runway incursion.

Each region and each State should use the GASP to develop a RASP and NASP respectively, which includes industry participation. The RASP or NASP presents the strategic direction for the management of aviation safety at the regional or national level, for a set period and should be developed in line with the GASP's goals, targets and G-HRCs. To achieve the GASP goals and targets, authorities within the State need to provide sufficient resources and qualified technical personnel for the development and implementation of the State's NASP.

The global aviation safety roadmap serves as an action plan to assist the aviation community in achieving the GASP goals. The roadmap, previously included in the GASP, was updated and is now contained in the *Global Aviation Safety Roadmap* (Doc 10161)¹.

1. At the time of publication of this manual, Doc 10161 was still in preparation.

SUMMARY OF AMENDMENTS

This table contains a summary of the amendments made to the 2023–2025 edition of the GASP and their rationale.

<i>Amendment</i>	<i>Rationale</i>
Goal 2 — Target 2.1 (States to reach an effective implementation (EI) score of 75 per cent by 2022) was extended to 2024.	Date of completion extended by two years due to the impact of the coronavirus disease (COVID-19) pandemic.
Goal 2 — Target 2.2 (States to reach a safety oversight index greater than one, in all categories, by 2022) was deleted.	The target was removed since various factors that could impact the results indicated concerns about its usability, including the changes in traffic volumes resulting from the COVID-19 pandemic, which may create a misperception on actual safety improvements.
Goal 3 — Target 3.1 (States to implement the foundation of a State safety programme (SSP) by 2022) was extended to 2023.	Date of completion extended by one year due to the impact of the COVID-19 pandemic.
Goal 3 — A new Target 3.2 (States to publish a national aviation safety plan (NASP) by 2024) was added under this goal.	NASP is a tool in support of State safety management, including SSP implementation. Therefore, it is a logical step to bridge the gap between SSP foundation and effective SSP implementation.
Goal 3 — A new Target 3.3 (States to work towards an effective SSP by 2028) replaces Target 3.2 from the 2020–2022 edition.	A phased approach, with an extended date of completion for effective SSP implementation, is considered more feasible since feedback received indicated this is States' main organizational challenge.
Goal 4 — Target 4.1 (States to seek assistance to strengthen safety oversight capabilities by 2020) was extended to 2023 and reworded.	Date of completion extended by three years due to the impact of the COVID-19 pandemic. It was reworded to clarify its intent.
Goal 4 — A new Target 4.2 (Regions to publish an updated regional aviation safety plan (RASP), by 2023) was added.	The RASP presents the strategic direction for the management of aviation safety at the regional level and outlines to all stakeholders where to allocate resources over the coming years. It is a key element in increasing collaboration at the regional level and in supporting State safety management.
Goal 4 — Existing Target 4.2 (States to contribute information on safety risks, including SSP safety performance indicators (SPIs) to their respective regional aviation safety group (RASGs) by 2022) was extended to 2025 and reworded as the new Target 4.3.	Date of completion was extended by three years, as the implementation of the RASP (by 2023) will assist in achieving this target. It was reworded to focus on operational safety risks and emerging issues, aligning with GASP terminology.

<i>Amendment</i>	<i>Rationale</i>
Goal 4 — Existing Target 4.3 (States with effective safety oversight capabilities and an effective SSP to actively lead RASGs' safety risk management activities by 2022) was deleted.	As the new Target 4.3 encompasses these activities, which should also be reflected through the RASP, this target is no longer required.
Goal 5 — Target 5.1 (Service providers to use globally harmonized safety performance indicators (SPIs) as part of their safety management system (SMS) by 2020) was expanded into a new Target 5.1, without a completion date but rather to become an increasing trend.	The target focuses on industry's contribution in safety information sharing networks to States and regions to assist in the development of NASP and RASP. Since this is an ongoing activity, no set completion date was included. The notion of harmonized SPIs was deleted, to clarify that the emphasis is on harmonized metrics, not the SPIs themselves.
Goal 5 — Target 5.2 (Increase the number of service providers participating in the corresponding ICAO-recognized industry assessment programmes by 2022) was deleted. It was moved to an example indicator under Target 5.1.	Service providers' participation in the corresponding ICAO-recognized industry assessment programmes is considered a means to an end, therefore best suited as an indicator to measure progress than as a target.
Goal 6 — Target 6.1 (States to implement air navigation and airport core infrastructure by 2022) was extended to 2025 with a focus on an increasing trend rather than a completion date, and was reworded.	The target is about ongoing activities, so while a completion date was included the focus is on demonstrating an increasing trend in the level of compliance. The target was rewritten to clarify its intent, focusing on ICAO Standards.
— Clarified the use of the GASP indicators, as examples. — Revised and reduced the number of indicators presented for each GASP target.	Unlike the GASP goals and targets, indicators serve as examples that may be used to measure progress in achieving the goals and targets. However, feedback suggested that they are mistakenly viewed as mandatory indicators. Text was modified in consequence. The number of indicators was reduced and indicators revised, as feedback suggested too many indicators created a challenge for States when adopting them for their NASPs.
Created a new section in Chapter 1 on the development of a strategy and an action plan.	The GASP was revised to be a strategic document, presenting what is to be achieved, that is, goals and targets; while the global aviation safety roadmap is considered an action plan, depicting how to achieve them.
Created a new section in Chapter 1 to address the relationship between plans, including a graphical representation, and a new Chapter 6 on NASP and RASP.	These additions provide clear guidance on the relationship between the State's NASP and the RASP and GASP, including mapping the content of the NASP and RASP to the GASP goals, targets and high-risk categories of occurrences (NASP-SSP relationship is addressed in guidance material).

<i>Amendment</i>	<i>Rationale</i>
Created a new section in Chapter 1 to address GASP-related guidance material and tools, including a graphical representation.	Feedback received indicated that States need assistance in identifying the suite of materials and tools to help them develop a NASP, in line with the GASP, and RASP as applicable.
— Revised terminology to include the term “global high-risk categories of occurrences (G-HRCs)”. — Removed the term “additional categories of operational safety risks” and replaced it by “operational safety risks”.	Introduce, at a high level in the GASP, the notion that Regions and States should consider the G-HRCs when identifying regional and national operational safety risks. Terminology was updated to provide clarity.
— Created a new section in Chapter 3 on disruption events. — The concept of resilience was included in the GASP mission.	Although the GASP does not address COVID-19 itself, it may serve as a mechanism for States to identify hazards and determine their level of preparedness to respond to such events and foresee future ones, as an integral part of State safety management.
— The content of Part II, Chapters 1 and 2 (related to the RASP and NASP) of the 2020–2022 edition of the GASP was transferred and expanded in the <i>Manual on the Development of Regional and National Aviation Safety Plans</i> (Doc 10131). — Part II, Chapter 3 and Appendices A and B (related to the global aviation safety roadmap), are now in the standalone <i>Global Aviation Safety Roadmap</i> (Doc 10161). — Appendix C (related to implementation support) was deleted; information is found on the ICAO public website at www.icao.int/safety.	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 content related to implementation support was migrated to standalone documents which, along with the GASP itself, would form a comprehensive suite of materials aimed at the development and implementation of safety strategies at the international, regional and national levels.

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GLOSSARY

DEFINITIONS

Audit. A systematic, independent and documented process for obtaining evidence and evaluating it objectively to determine the extent to which requirements and audit criteria are fulfilled.

Audit area. One of eight audit areas pertaining to the Universal Safety Oversight Audit Programme (USOAP), i.e. primary aviation legislation and civil aviation regulations (LEG), civil aviation organization (ORG); personnel licensing and training (PEL); aircraft operations (OPS); airworthiness of aircraft (AIR); aircraft accident and incident investigation (AIG); air navigation services (ANS); and aerodromes and ground aids (AGA).

Critical elements (CEs). The critical elements of a safety oversight system encompass the whole spectrum of civil aviation activities. They are the building blocks upon which an effective safety oversight system is based. The level of effective implementation of the CEs is an indication of a State's capability for safety oversight.

Effective implementation (EI). A measure of the State's safety oversight capability, calculated for each critical element, each audit area or as an overall measure. The EI is expressed as a percentage.

Hazard. A condition or an object with the potential to cause or contribute to an aircraft incident or accident.

Operator. The person, organization or enterprise engaged in or offering to engage in an aircraft operation.

Risk mitigation. The process of incorporating defences, preventive controls or recovery measures to lower the severity and/or likelihood of a hazard's projected consequence.

Safety. The state in which risks associated with aviation activities, related to, or in direct support of the operation of aircraft, are reduced and controlled to an acceptable level.

Safety data. A defined set of facts or set of safety values collected from various aviation-related sources, which is used to maintain or improve safety.

Note.— Such safety data is collected from proactive or reactive safety-related activities, including but not limited to:

- a) accident or incident investigations;
- b) safety reporting;
- c) continuing airworthiness reporting;
- d) operational performance monitoring;
- e) inspections, audits, surveys; or
- f) safety studies and reviews.

Safety enhancement initiative (SEI). One or more actions to eliminate or mitigate operational safety risks or to address an identified safety issue.

Safety information. Safety data processed, organized or analysed in a given context so as to make it useful for safety management purposes.

Safety management system (SMS). A systematic approach to managing safety, including the necessary organizational structures, accountability, responsibilities, policies and procedures.

Safety oversight. A function performed by a State to ensure that individuals and organizations performing an aviation activity comply with safety-related national laws and regulations.

Safety performance. A State or a service provider's safety achievement as defined by its safety performance targets and safety performance indicators.

Safety performance indicator. A data-based parameter used for monitoring and assessing safety performance.

Safety performance target. The State or service provider's planned or intended target for a safety performance indicator over a given period that aligns with the safety objectives.

Safety risk. The predicted probability and severity of the consequences or outcomes of a hazard.

Significant safety concern (SSC). Occurs when the State allows the holder of an authorization or approval to exercise the privileges attached to it, although the minimum requirements established by the State and by the Standards set forth in the Annexes to the Convention are not met, resulting in an immediate safety risk to international civil aviation.

State safety programme (SSP). An integrated set of regulations and activities aimed at improving safety.

ABBREVIATIONS AND ACRONYMS

ACI	Airports Council International
ANC	Air Navigation Commission
ASBU	Aviation system block upgrade
ATS	Air traffic service
BARS	Basic aviation risk standard
BBB	Basic building block
CAA	Civil Aviation Authority
CANSO	Civil Air Navigation Services Organisation
CAP	Corrective action plan
CAST	Commercial Aviation Safety Team
CE	Critical element
CFIT	Controlled flight into terrain
CICTT	CAST/ICAO Common Taxonomy Team
CMA	Continuous monitoring approach
COSCAP	Cooperative Development of Operational Safety and Continuing Airworthiness Programme
EASA	European Union Aviation Safety Agency
EI	Effective implementation
EUROCONTROL	European Organisation for the Safety of Air Navigation
FSF	Flight Safety Foundation
GANP	Global Air Navigation Plan
GASP	Global Aviation Safety Plan
GASeP	Global Aviation Security Plan
GASP-SG	Global Aviation Safety Plan Study Group
G-HRC	Global high-risk category of occurrence
IATA	International Air Transport Association
IBAC	International Business Aviation Council
IOSA	IATA Operational Safety Audit