International Civil Aviation Organization
Asia and Pacific Office

Twenty-fourth Meeting of the Asia Pacific Regional Aviation Safety Team (APRAST/24)

(Bangkok, Thailand, 01 to 05 December 2025)

Agenda Item 5:   **Presentations – State / Industry / ICAO**

**AVIATION SAFETY ACTION PROGRAMME INITIATIVE FOR
THE ASIA PACIFIC REGION**

(Presented by Pan American Regional Aviation Safety Team)

	SUMMARY
	This paper provides information on the Regional Aviation Safety Group Pan America (RASG-PA) Aviation Safety Action Programme (ASAP) Strategy developed by the Pan American Regional Aviation Safety Team (PA-RAST), including lessons learned from its implementation, strategy and ongoing pilot activities. As part of the APRAST/PA-RAST collaboration, this paper offers considerations APRAST may wish to examine in relation to just culture-based voluntary safety reporting.
Action:	The Meeting is invited to: a) take note of the information presented; and b) consider whether elements of the PA-RAST initiative may support APAC discussions on voluntary safety reporting.
Strategic Objectives:	• Safety
References:	• RASG-APAC/11–WP/13 – Voluntary Safety Reporting, Safety Culture, and Effective Management of Risk • RASG-APAC/12–WP/24 - Safety Culture, and Effective Management of Risk • RASG-PA ESC/40 — WP/03 - Aviation Safety Action Programme Initiative for the Pan America Region • U.S. FAA Aviation Safety Action Program Advisory Circular AC 120-66 • ICAO Annex 19 – Safety Management

1.   Introduction

1.1   ICAO Asia-Pacific States continue advancing efforts to strengthen just culture and voluntary safety reporting as part of their State Safety Programme (SSP) responsibilities. Positive progress has occurred in the region, including the publication of the CAAS Handbook on Aviation Safety Culture and increased visibility of just culture topics during recent ICAO Asia-Pacific Safety Management events. As APAC States explore ways to further strengthen voluntary reporting, PA-RAST is pleased to share its experience establishing a Just Culture-based Voluntary Safety Reporting Initiative in the Pan America region.

1.2   Voluntary Safety Reporting Systems (VSRS), as described in ICAO Annex 19, support proactive hazard identification by capturing data that may not be available through mandatory channels. The U.S. FAA's Aviation Safety Action Program (ASAP) is one such model, implemented collaboratively with industry and employee groups under a just culture framework.

1.3   PA-RAST has recently advanced a Just Culture-Based VSRP Strategy for the Pan America region based on lessons learned from the FAA. An associated pilot project is currently in progress. Several RASG-APAC member States have also held initial discussions regarding the potential applicability of such initiatives in their own contexts. This collaborative work has generated insights that PA-RAST offers to APRAST for consideration as part of ongoing cross-regional cooperation.

2.   Discussion

2.1   Importance of voluntary reporting in support of safety intelligence

2.1.1   Meaningful safety intelligence depends on the availability of diverse, reliable, and contextualised data. Mandatory Occurrence Reporting (MOR) systems support this objective, but information derived from events alone may not fully capture underlying conditions, human factors, or systemic risks.

2.1.2   Gathering data and transforming it into actionable safety intelligence for decision-making depends on the ability to collect information from a variety of mandatory and voluntary sources.

2.1.3   Voluntary Safety Reporting (VSR) programmes, when implemented under a just culture environment, provide complementary insights that help identify weak signals, procedural challenges, or emerging precursors to hazards. VSRPs also support a proactive safety culture by encouraging early reporting of operational concerns.

2.1.4   In the United States, an ASAP is guided by a joint agreement between the regulator, the service provider, and the employee union or representative. Employees submit voluntary reports into the ASAP programme; those reports are de-identified, then reviewed and analysed by an Event Review Committee (ERC) comprising representatives from the State/regulator, the service provider, and employees/union. This is a closed-loop system where lessons learned from reports result in specific changes, training, or policy updates. ASAPs are recognised as crucial to identifying potential precursors to accidents and contribute to real safety enhancements further reducing the accident rate.

2.1.5   Although voluntary safety reporting programmes under a Just Culture framework have demonstrated clear safety benefits in the United States and in the limited number of States that have implemented them, adoption remains limited globally. This highlights an opportunity for States and service providers to strengthen proactive safety data collection. Recognising this, PA-RAST developed the RASG-PA Aviation Safety Action Program (ASAP) initiative to support Just Culture-based voluntary safety reporting in the region. The insights gained from this work may be of value to APRAST as part of the ongoing cross-regional collaboration.

3.   Observations From the Pan America Experience

3.1   In the Pan America region, several RASG-PA operators have emphasised that limitations in non-punitive reporting remain a challenge to identifying early-stage hazards. Their feedback informed the development of the RASG-PA ASAP Initiative and its associated implementation strategy, adopted by RASG-PA ESC/40. PA-RAST offers this experience to APRAST for consideration, recognising that certain elements of the Pan America approach may assist APAC States and industry partners interested in exploring enhancements to voluntary safety reporting.

3.2   **Relevance to the Asia Pacific region**

3.2.1   While each region has unique legal, cultural, and operational contexts, many foundational elements—such as promoting trust, ensuring de-identification, and enabling data protections—are broadly applicable.

3.2.2   Given the shared commitment to just culture across ICAO regions, PA-RAST offers the RASG-PA strategy as an example that APRAST may wish to examine when considering potential enhancements to voluntary safety reporting frameworks in the Asia Pacific.

3.3   **Collaboration between PA-RAST and APRAST**

3.3.1   This working paper is presented by PA-RAST as part of the formal collaboration between the Pan America and Asia Pacific Regional Aviation Safety Teams. Both regions continue to explore opportunities to harmonize safety initiatives, share lessons learned, and avoid duplication of effort. Aligning approaches to voluntary reporting—where appropriate to regional needs—can strengthen global safety intelligence and support ICAO's Global Aviation Safety Plan (GASP).

3.3.2   While PA-RAST only launched this initiative in 2025, the RASG-PA ASAP Working Group co-led by a State and an airline—has already commenced work, the pilot project with another State, an airline, and their employee group is underway, and an additional State has expressed interest in joining at a later phase. As part of our collaboration with APRAST, PA-RAST intends to proactively share with APRAST the insights from our ongoing efforts with this initiative.

3.4   **Aviation Safety Action Programme (ASAP) Initiative – Considerations for APRAST**

3.4.1   Should APRAST determine that a voluntary safety reporting initiative modelled on ASAP may support the Asia-Pacific region, the following elements from the Pan America ASAP Implementation Strategy may be of interest:

1) Establishment of a Regional ASAP Working Group (RAWG).

To be co-led by a RASG-APAC State and ideally a regional industry member pursuing the implementation of voluntary safety reporting programme under the Just Culture framework to guide and coordinate the implementation of the strategy.

2) Development of an Implementation Guidance Document

The RAWG will consider existing ASAP programmes and supporting documentation to develop guidance that will facilitate implementation of ASAP in the Asia Pacific region, including at a minimum:

  (a) key requirements to be considered by various parties involved in establishing an ASAP programme (e.g. legislation and regulations enabling just culture programmes by State Civil Aviation Authorities; top-level commitment, non-punitive culture and enabling mechanisms by Service Providers; and creation of dedicated safety departments by employee groups),

  (b) programme objectives, data handling, and non-punitive reporting principles, and

  (c) implementation options, do's and don'ts, ASAP agreement and Memorandum of Understanding templates.

3) Safety Advisory

To formally communicate the publication and availability of ASAP Implementation Guidance with recommendations to support the adoption of ASAP.

4) Pilot Project

Within an agreed upon timeframe of guidance publication, select an Asia Pacific State and service provider with whom RAWG can work to pilot the implementation of an ASAP programme. Lessons learned within two years will inform updates to the guidance.

5) Outreach and Promotion of Just Culture

Workshops, seminars or focused events could help promote understanding of non-punitive reporting principles and build familiarity with the Just Culture framework.

6) Revise Implementation Guidance

After completing the pilot project, revise the guidance document using feedback gathered to tailor it to the APAC region.

7) Safety Intelligence Sharing with RASG-APAC

Work with adopters in the Asia Pacific Region seeking to enable sharing of safety intelligence derived from their programmes with RASG-APAC to assist in identification of system safety risks.

8) Cross-Regional Sharing

APRAST may benefit from continued coordination with PA-RAST as the Pan America pilot progresses, including access to lessons learned, draft materials and implementation insights.

4.   Suggested Actions

4.1   The meeting is invited to:

a) Take note of the information presented regarding the RASG-PA ASAP initiative; and the positive outcomes in the Pan America Region;

b) Recognising this success, consider implementing a similar strategy in the APAC region; and

c) Take note the value of continued APRAST/PA-RAST collaboration in this effort, including opportunities for future information sharing.

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