

Appendix A to Chapter 4

NATIONAL AVIATION SAFETY PLAN TEMPLATE

SECTION 1. INTRODUCTION

1.1 OVERVIEW OF THE NASP¹

[State] is committed to enhancing aviation safety and to the resourcing of supporting activities. The purpose of this national aviation safety plan (NASP) is to continually reduce fatalities, and the risk of fatalities, through the development and implementation of a national aviation safety strategy. A safe, resilient and sustainable aviation system contributes to the economic development of [State] and its industries. The NASP promotes the effective implementation of [State's] safety oversight system, a risk-based approach to managing safety, as well as a coordinated approach to collaboration between [State] and other States, regions and industry. All stakeholders are encouraged to support and implement the NASP as the strategy for the continuous improvement of aviation safety.

The NASP of [State] is in alignment with the International Civil Aviation Organization (ICAO) *Global Aviation Safety Plan* (GASP, Doc 10004) and the [name of the regional aviation safety plan (RASP)].

[Signature]

[Name]

[Title – for example, Director General of Civil Aviation or Minister of Transport]

1.2 STRUCTURE OF THE NASP

This NASP presents the strategic direction for the management of aviation safety at the national level for a period of [number] years – [date interval – for example, 2026–2028]. It comprises six sections. In addition to the introduction, sections include: the purpose of the NASP, the national operational safety risks, the national organizational challenges, [State's] strategic direction for the management of aviation safety, and a description of how the implementation of the safety enhancement initiatives (SEIs) listed in the NASP is going to be monitored.

1.3 RELATIONSHIP BETWEEN THE NASP AND THE STATE SAFETY PROGRAMME (SSP)

[The paragraph below only applies to States without mature safety data analysis capabilities]

This NASP addresses operational safety risks presented in the ICAO GASP and the [name of the RASP], in the absence of an established State safety programme (SSP), and mature safety data analysis capabilities in [State]. Initiatives listed in this NASP also address organizational challenges and aim to enhance organizational capabilities related to effective safety oversight, including those related to safety data analysis.

or

1. Section 1.1 may also be presented as a stand-alone foreword.

[The paragraph below only applies to States with mature safety data analysis capabilities]

Through the safety data analysis capabilities of the SSP, [State] has the ability to use its hazard identification and safety risk management process as a source of safety information to identify hazards and safety deficiencies, and determine national operational safety risks and organizational challenges for inclusion in the NASP. The SSP provides safety information to the NASP. The SSP allows [State] to manage its aviation activities in a coherent and proactive manner, measure the safety performance of its civil aviation system, monitor the implementation of the NASP's SEIs and address national safety issues. The NASP is one of the key documents produced as part of [State]'s SSP documentation. It is the means by which [State] defines and drives the implementation of SEIs determined through SSP processes and drawn from the ICAO *Global Aviation Safety Roadmap* (Doc 10161) and the [name of the RASP]. It also allows [State] to determine initiatives to strengthen the SSP or otherwise needed to achieve its safety objectives. Safety information gathered through the SSP also contributes to other national plans. Further information on [State]'s SSP can be found at [insert link to website].

1.4 PROCESS FOR THE NASP DEVELOPMENT, IMPLEMENTATION AND MONITORING

[Name of responsible entity – *for example, CAA*] is responsible for the development, implementation and monitoring of the NASP, in collaboration with [list names of entities] and with the national aviation industry. The NASP was developed in consultation with national operators and other key aviation stakeholders, and in alignment with the [current edition] of the GASP and the [name of the RASP]. Its implementation requires a collaborative approach to achieve the national safety strategy. To ensure its relevance, this plan is maintained by [name of responsible entity – *for example, CAA*], in coordination with key aviation stakeholders and is updated at least every [number] years.

1.5 NATIONAL SAFETY ISSUES, GOALS AND TARGETS

The NASP addresses the following national safety issues:

- 1) [list operational safety risks and organizational challenges – *for example, loss of control in-flight (LOC-I) occurrences, the lack of aircraft accident and incident investigation capabilities at the national level*];
- 2) [...]
- 3) [...]

To address the issues listed above and enhance aviation safety at the national level, the [date interval] NASP contains the following goals and targets:

- 1) [list goals and targets – *for example, Goal 1: Achieve a continuous reduction of operational safety risks and Target 1.1: By 2028, the State and its industry to decrease the national accident rate (using a five-year rolling average and year 2025 as a baseline)*];
- 2) [...]
- 3) [...]

1.6 OPERATIONAL CONTEXT

There are [number] aerodromes in [State], including [number] international aerodromes. The airspace of [State] is classified into Class [list all airspace classes]. There were [number] movements in [State] over the period of [year] to [year]. There are currently [number] air operator certificates (AOCs) issued by [State], and of those there are [number] issued to operators conducting international commercial air transport operations. [State] also has [number] operators, which operate domestic air taxi services, primarily on turboprop aircraft, as well as [number] helicopter operators. There are [number] heliports in [State]. Common hazards and safety deficiencies in [State] include: [list hazards and safety deficiencies].

SECTION 2. PURPOSE OF [STATE]'S NATIONAL AVIATION SAFETY PLAN

The NASP is the master planning document containing the strategic direction of [State] for the management of aviation safety for a period of [number] years ([year] to [year]). This plan lists national safety issues, sets national safety goals and targets, and presents a series of safety enhancement initiatives (SEIs) to achieve those goals.

Other national plans were considered in the development of the NASP, including the following: [name of plans, where applicable].

The NASP has been developed using the safety goals and targets, the high-risk categories of occurrences (HRCs), and the organizational challenges from both the GASP (www.icao.int/gasp) and the [name of the RASP]. These are highlighted in the text, where applicable. The SEIs listed in the NASP form the action plan that supports the national safety strategy. Ultimately, they support the improvement of safety at the wider regional and international levels. The NASP includes several actions to address specific safety issues and recommended SEIs for individual States set out in the [name of the RASP (insert link to website, if available)]. [State] has adopted these SEIs and has included them in this plan. Cross-references are provided to the [name of the RASP] for individual SEIs where relevant.

SECTION 3. NATIONAL OPERATIONAL SAFETY RISKS

The vision of the GASP is to achieve and maintain the goal of zero fatalities in commercial operations by 2030 and beyond. To do so, operational safety risks need to be identified and addressed. In line with the vision of the GASP, national operational safety risks are listed in this section of the NASP. They are addressed through the action plan presented in Section 5 of this document.

[State] publishes an Annual Safety Report, available on the [State] website [insert link to website, if available]. The summary of accidents and serious incidents that occurred in [State], those for aircraft registered in [State] involved in commercial air transport, and those for aircraft involved in general aviation, is shown in the tables below.

<i>Year</i>	<i>Fatal accidents</i>	<i>Non-fatal accidents</i>	<i>Serious incidents</i>
Commercial air transport occurrences in [State]			
[year to year, average]			
[current year]			
General aviation aircraft occurrences in [State]			
[year to year, average]			
[current year]			

<i>Year</i>	<i>Fatal accidents</i>	<i>Non-fatal accidents</i>	<i>Serious incidents</i>
Occurrences involving commercial air transport aircraft registered in [State]			
[year to year, average]			
[current year]			
Occurrences involving general aviation aircraft registered in [State]			
[year to year, average]			
[current year]			

The aviation occurrence categories from the Commercial Aviation Safety Team (CAST)/ICAO Common Taxonomy Team (CICTT) were used in the process of determining national operational safety risks. The CICTT Taxonomy is found on the ICAO website at <https://www.icao.int/safety/airnavigation/AIG/Pages/Taxonomy.aspx>.

The following [number] national high-risk categories of occurrences (N-HRCs) in the [State] context are considered of the utmost priority because they have historically resulted or could result in a high number of fatalities, or because they pose a risk since they comprise the largest number of accidents (or serious incidents) in comparison to the overall number of occurrences. They were identified based on data analysis from mandatory and voluntary reporting systems, accident and

incident investigation reports, safety oversight activities over the past [number] years, as well as on the basis of regional analysis conducted by [list names of entities – *for example, RASG, RSOO, PIRG and/or RAIO*] and on the global operational safety risks described in the GASP.

These N-HRCs are in line with all the relevant HRCs listed in the [current edition] of the GASP, as well as the [name of the RASP]:

- 1) [list N-HRCs and briefly explain why they were given priority – *for example, LOC-I. Operators experienced occurrences involving deviations from intended flight path, reported to the State via its safety data collection and processing system (SDCPS).*]
- 2) [...]
- 3) [...]

For each of the N-HRCs identified in the NASP, the following main contributing factors were identified:

N-HRC 1: [name of occurrence category – *for example, LOC-I*]

- 1) [list contributing factors – *for example, inadequate procedures for effective flight management.*]
- 2) [...]
- 3) [...]

N-HRC 2: [name of occurrence category]

- 1) [list contributing factors]
- 2) [...]
- 3) [...]

N-HRC *n*: [name of occurrence category]

- 1) [list contributing factors]
- 2) [...]
- 3) [...]

In addition to the N-HRCs listed above, other national risk categories of occurrences have been identified:

- 1) [list other national risk categories of occurrences and briefly explain why they were given priority – *for example, bird strikes. Operators experienced occurrences involving bird strikes, reported to the State via its SDCPS.*]
- 2) [...]
- 3) [...]

SECTION 4. NATIONAL ORGANIZATIONAL CHALLENGES

In addition to the national operational safety risks listed in the NASP, [State] has identified national organizational challenges, selected for the NASP. These are given priority in the NASP since they are aimed at enhancing and strengthening [State]'s safety oversight capabilities and the management of aviation safety at the national level.

The eight critical elements (CEs) of a safety oversight system are defined by ICAO. [State] is committed to the effective implementation of these eight CEs, as part of its overall safety oversight responsibilities, which emphasize [State]'s commitment to safety in respect of its aviation activities. The eight CEs are presented in Figure 1 below.

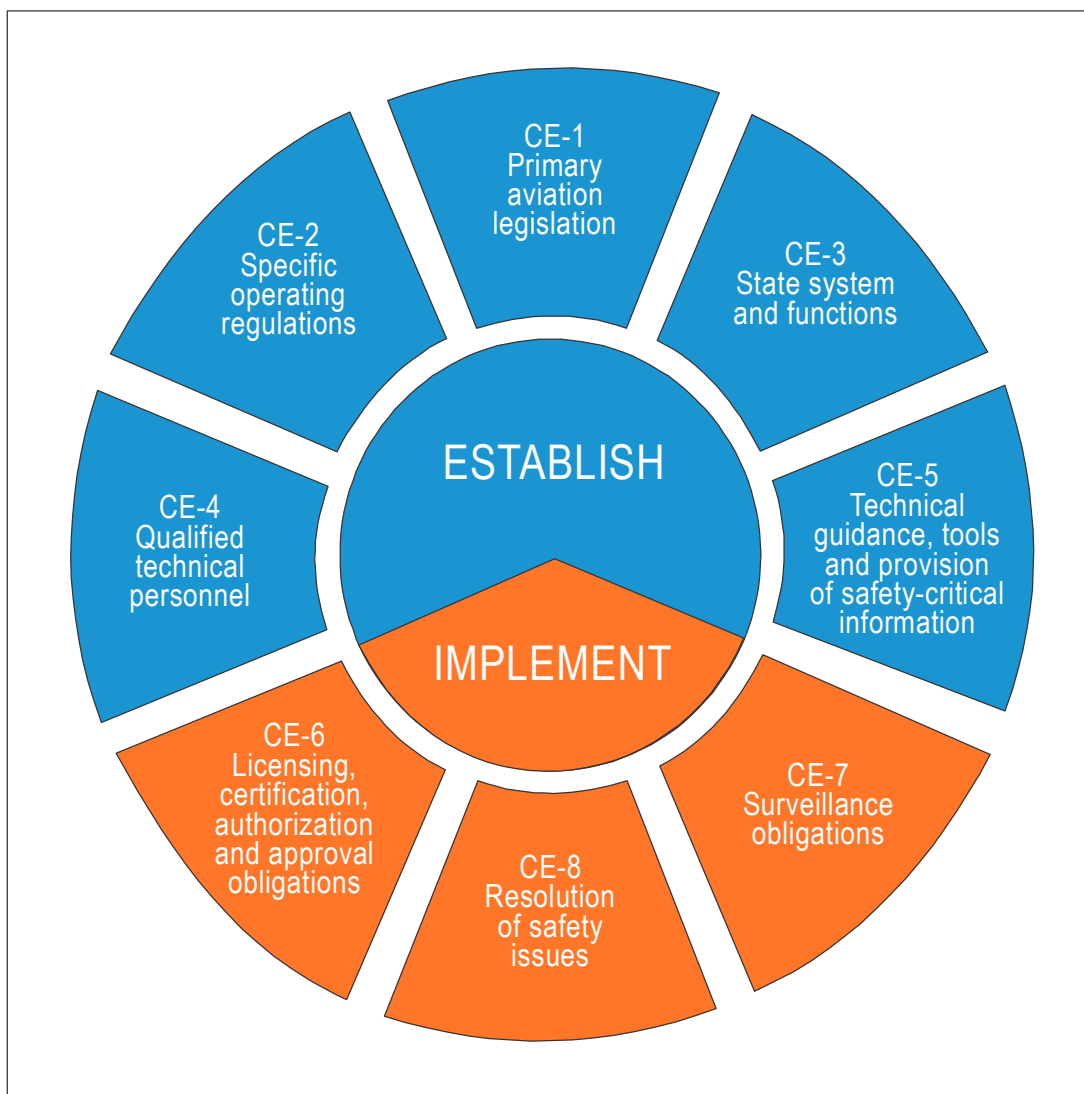


Figure 1. Critical elements of a State's safety oversight system

The NASP also encompasses the civil aviation areas, addressed through the audit areas (AAs)² defined by ICAO in the

2. Eight audit areas pertaining to USOAP, that is, 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).

Universal Safety Oversight Audit Programme Continuous Monitoring Manual (Doc 9735). The latest ICAO activities, which aim to measure the effectiveness and sustainability of [State]'s safety oversight system, as part of the Universal Safety Oversight Audit Programme (USOAP), have resulted in the following scores consolidated in a national "Heat Map":

CE-1	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%
CE-2	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%
CE-3	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%
CE-4	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%	[X]%
CE-5	[X]%	[X]%	[X]%	[X]%	[X]%	[X]	[X]	[X]
CE-6	[X]	[X]	[X]	[X]	[X]	[X]	[X]	[X]
CE-7	[X]	[X]	[X]	[X]	[X]	[X]	[X]	[X]
CE-8	[X]	[X]	[X]	[X]	[X]	[X]	[X]	[X]
	LEG	ORG	PEL	OPS	AIR	AIG	ANS	AGA

The following [number] organizational challenges in the [State] context are considered of the utmost priority because they impact the State's safety oversight and safety management capabilities and, consequently, aviation safety at the national level. They were identified based on analysis from USOAP data, accident and incident investigation reports, safety oversight activities over the past [number] years, as well as on the basis of regional analysis conducted by [list names of entities – for example, RASG, RSOO, PIRG and/or RAIO]. These issues are typically systemic in nature and relate to challenges associated with the conduct of States' safety oversight functions, implementation of SSP at the national level and the level of safety management systems (SMS) implementation by national service providers. They take into consideration the impact of organizational aspects (such as organizational culture, policies and procedures, employee selection and training, and allocation of resources) on the safety oversight and safety management capabilities within [list names of the State's entities] and those of service providers. These organizational challenges are in line with those listed in the [current edition] of the GASP, as well as the [name of the RASP]:

- 1) [list organizational challenges and briefly explain why they were given priority – for example, lack of aircraft accident and incident investigation capabilities at the national level. This was the area where the State received the lowest scoring AA and CE combination (as per the national "Heat Map") during the most recent ICAO USOAP audit and was therefore placed as a high priority issue to resolve.]
- 2) [...]
- 3) [...]

SECTION 5. [STATE]'S STRATEGIC DIRECTION FOR THE MANAGEMENT OF AVIATION SAFETY

The NASP includes the following national safety goals and targets for the management of aviation safety, as well as a series of indicators to monitor the progress made towards their achievement. They are tied to the goals, targets and indicators listed in the GASP and the [name of the RASP] and include additional national safety goals, targets and

indicators.

<i>Goal</i>	<i>Target</i>	<i>Indicators</i>	<i>Link to GASP and RASP</i>
[list goals]	[list targets]	[list indicators]	[describe link]
1. For example, achieve a continuous reduction of operational safety risks	1.1 By 2028, the State and its industry to decrease the national accident rate (using a five-year rolling average and Year 2025 as a baseline) 1.2 n	1.1.1 Number of accidents in the State per 10 000 departures. 1.1.2 Number of fatal accidents in the State per 10 000 departures. 1.2. n	This goal is directly linked to Goal 1 and Target 1.1 of the GASP and linked to Goal 1 and Target 1.1 of the RASP.
2. For example, strengthen the State's safety oversight capabilities	2.1 By 2028, the State to improve its effective implementation (EI) score for qualified technical personnel (CE-4) for aircraft accident and incident investigation (AIG) and for aerodromes and ground aids (AGA), respectively, to that of the global average 2.2 n	2.1.1 EI score for CE-4 and AIG 2.1.2 EI score for CE 4 and AGA 2.2. n	This goal is directly linked to Goal 2 and Target 2.2 of the GASP and linked to Goal 2 and Target 2.2 of the RASP.
3.	3.1 3.2 n		
4.	4.1 4.2 n		
5.	5.1 5.2 n		
6.	6.1 6.2 n		

The NASP includes an action plan, composed of a list of prioritized SEIs, that support the national safety strategy. The list of prioritized SEIs will help to achieve the national safety goals by addressing the national safety issues identified in this plan, with specific actions for each of the national operational safety risks and organizational challenges identified in Sections 3 and 4, respectively. These SEIs include actions such as policy development, capacity-building activities, safety data analysis, safety risk assessments and safety promotion. The NASP presents the SEIs that were developed based on

the organizational (ORG) challenges and operational (OPS) safety risks roadmaps, as presented in the ICAO *Global Aviation Safety Roadmap* (Doc 10161), as well as State-specific issues identified by [list methods – *for example, legislation, directive, hazard identification, etc.*]. Some of the national SEIs are linked to overarching SEIs at the regional and international levels and help to enhance aviation safety globally. The full list of the SEIs is presented in the appendix to the NASP.

The SEIs in this plan are implemented through [State]'s existing safety oversight capabilities and the service providers' SMS.

The NASP also addresses emerging issues, which may stem from new concepts of operations, new technologies, changes to public policies, new business models or ideas that might impact safety in the future, for which insufficient data exist to complete a typical data-driven analysis. Due to the lack of data, emerging issues cannot automatically be considered as operational safety risks. It is important that [State] remains vigilant on emerging issues to identify hazards, collect and share relevant data, and proactively develop mitigations to address any associated risks. The NASP addresses the following emerging issues, which were identified by [describe the process – *for example, an analysis conducted by service providers*] for further analysis:

- 1) [list emerging issues – *for example, small drones operating in the vicinity of aerodromes*]
- 2) [...]
- 3) [...]

SECTION 6. MONITORING IMPLEMENTATION

[State] will continuously monitor the implementation of the SEIs listed in the NASP and measure safety performance of the national civil aviation system to ensure the intended results are achieved, using the mechanisms presented in the appendix to this plan.

In addition to the above, [State] will review the NASP every [number] years or earlier, if required, to keep the identified operational safety risks, organizational challenges and selected SEIs updated and relevant. [Name of responsible entity – *for example, CAA*] will periodically review the safety performance of the initiatives listed in the NASP to ensure the achievement of national safety goals. If required, [State] will seek the support of [list names of entities – *for example, RASG, industry*] to ensure the timely implementation of SEIs to address national safety issues. Through close monitoring of the SEIs, [State] will make adjustments to the NASP and its initiatives, if needed, and update the NASP accordingly.

[State] will use the indicators listed in Section 5 of this plan to measure safety performance of the national civil aviation system and monitor each national safety target. A periodic [*for example, annual, triennial, etc.*] safety report will be published to provide stakeholders with relevant up-to-date information on the progress made in achieving the national safety goals, as well as the implementation status of the SEIs.

In the event that the national safety goals are not met, the contributing factors will be presented. If [State] identifies critical operational safety risks, reasonable measures will be taken to mitigate them as soon as practicable, possibly leading to an unscheduled revision of the NASP.

[State] adopted a standardized approach to provide information at the regional level and to report to [name of responsible entity – *for example, the RASG*] by [describe methodologies used by the region]. This allows the region to receive information and assess safety issues using common methodologies.

Any questions regarding the NASP and its initiatives, and further requests for information, may be addressed to the following:

[Name of responsible entity]
[Mailing address]
[Telephone number]
[Fax number]
[Email]
[Website]

Appendix to the NASP

DETAILED SEIs: NATIONAL OPERATIONAL SAFETY RISKS

N-HRC x: [name of N-HRC – for example, LOC-I]							
Goal x: [name – for example, Goal 1: Achieve a continuous reduction of operational safety risks]							
Target x.x: [description – for example, Target 1.1: By 2028, the State and its industry to decrease the national accident rate]							
Safety enhancement initiative	Action	Timeline	Responsible entity	Stakeholders	Metrics	Priority	Monitoring activity
[name of SEI and ICAO SEI number, as well as RASP SEI number, if applicable]	[describe action(s)]	[insert time frame for completion]	[name]	[list stakeholders]	[list metrics]	[Low/ Medium/ High]	[list mechanisms for verifying SEI implementation]
For example, ICAO OPS SEI-2 – Mitigate contributing factors to LOC-I accidents and incidents at the national level	Require upset prevention and recovery training (UPRT) in all full flight simulator type conversion and recurrent training programmes	Q1 2026 to Q4 2028	CAA	• Operators • Approved training organizations (ATO) • Flight simulator product and service providers • Pilots' associations • CAA inspectors	• Training programmes updated with upset prevention and recovery • Percentage of pilots completing UPRT • Upset occurrence rates in voluntary reporting • Stick-shaker activation events in FDA data • LOC-I occurrence rates	High	Surveillance of operator and ATO training activities

DETAILED SEIs: NATIONAL ORGANIZATIONAL CHALLENGES

Organizational challenge x: ³ [name of challenge – for example, lack of aircraft accident and incident investigation capabilities at the national level]							
Goal x: [name – for example, Goal 2: Strengthen the State's safety oversight capabilities]							
Target x.x: [description – for example, Target 2.2: By 2028, the State to improve its EI score for CE-4 for AIG and for AGA, to that of the global average]							
Safety enhancement initiative	Action	Timeline	Responsible entity	Stakeholders	Metrics	Priority	Monitoring activity
[name of SEI and ICAO SEI number as well as RASP SEI number, if applicable]	[describe action(s)]	[insert time frame for completion]	[name]	[list stakeholders]	[list metrics]	[Low/Medium/High]	[list mechanisms for verifying SEI implementation]
For example, ICAO ORG SEI-3 – Implementation of a mechanism to ensure that each safety oversight authority has sufficient personnel to meet its national and international obligations	Establish and implement a system, including supporting human resource plans, to attract, recruit, and retain the appropriate number of qualified technical personnel to support accident and incident investigations	Q1 2026 to Q4 2028	Accident investigation board (AIB)	• AIB • CAA • Aircraft manufacturers • RAIO	• Recruitment system updated with new recruitment package • Number of training sessions on accident and incident investigations • Number of personnel completing accident and incident investigator training • Number of investigators retained more than 12 months after recruitment	High	USOAP CMA results following next audit

3. One organizational challenge may be associated with multiple goals and/or targets.