



ICAO

International Civil Aviation Organization
North American, Central American and Caribbean Office

SUMMARY OF DISCUSSIONS

Safety Culture in Air Traffic Management (ATM) Workshop

Mexico City, Mexico, 19 to 22 May 2026

SUMMARY OF DISCUSSIONS

Date	From 19 to 22 May 2026
Location	North American, Central American and Caribbean (NACC) Office of the International Civil Aviation Organization (ICAO)
Attendance	The workshop was attended by 8 States/Territories from the CAR Region and International Organizations, totalling 23 delegates as indicated in the list of participants contained in the Appendix .

1. References

- 1.1 Convention on International Civil Aviation, ICAO Doc 7300
- 1.2 ICAO Annexes 11, 13 and 19
- 1.3 ICAO Procedures for Air Navigation Services (PANS) – Air Traffic Management (Doc 4444)
- 1.4 IFATCA Just Culture Guidance Material

2. Purpose

- 2.1 Assist States/Air Traffic Services Providers in developing strategies to encourage a positive safety culture in the provision of air traffic services.
- 2.2 Support safety promotion activities as part of the national State Safety Programme (SSP) and the air traffic service providers' Safety Management System (SMS), as well as to provide strategies for its use in establishing an effective incident investigation and analysis framework of the States' Air Navigation Systems (ANS).

3. Objectives

- 3.1 **Strengthen** the positive safety culture of air traffic service providers in the NAM/CAR Regions.
- 3.2 **Promote** continuous safety improvement mechanisms and the principles of just culture in air traffic services.

3.3 **Support** the implementation of objective incident investigation processes for air traffic control systems.

3.4 **Enhance** collaboration between air traffic control personnel and management.

4. Introduction

4.1 ICAO Annexes define safety as the condition in which risks associated with aviation activities, or with activities that directly support aircraft operations, are reduced and maintained at or below an acceptable level. Historically, operational safety studies have relied primarily on accident-based analyses, emphasizing the classification of occurrences according to severity and probability, together with the identification of hazards and their potential adverse outcomes.

4.2 Within complex socio-technical environments such as air traffic service provision, where causal relationships are not consistently linear or readily observable, the organizational context constitutes a critical determinant of overall system performance.

4.3 Safety culture has been the subject of extensive scholarly examination. Although some authors conceptualize it primarily through individual behaviours and attitudes, the consensus emphasizes the influence of organizational dimensions, including leadership, management commitment, communication processes, and information exchange, on human performance. Accordingly, the perceptions and experiences of personnel provide a particularly valuable basis for the assessment of safety culture.

4.4 Just culture is a part of the safety culture and part of the safety management implementation by States.

5. Workshop Schedule and Activities

5.1 The workshop webpage is located at:

[NACC - Meetings / International Civil Aviation Organization](#)

6. Outcomes

6.1 The information provided strengthened participants' understanding of the requirements in ICAO Annexes 11, 13, and 19 related to air traffic services and their integration into national regulatory frameworks.

6.2 Participants examined the concept of safety and recognized how different perspectives can influence an investigation.

6.3 The workshop examined the evolution of safety and how major accidents shaped current safety thinking.

6.4 The workshop promoted a more consistent approach to conducting air traffic control safety investigations, preparing constructive reports, and fostering greater regional harmonization.

6.5 The workshop provided greater clarity on the roles needed to implement and sustain a just culture.

6.6 Participants discussed critical incident stress management, including its benefits and key components for implementation.

7. Recommendations

7.1 Conduct this workshop periodically, together with related activities, to support national and regional safety promotion efforts.

7.2 Strengthening ICAO support for the implementation of safety reporting and incident investigation systems for air traffic control.

7.3 Conduct a survey among States to identify challenges affecting safety culture and just culture. Based on the results, hold short workshops (1–2 days) focused on one critical area at a time to identify mitigation measures that States/Air Navigation Services Providers (ANSPs) can implement, as applicable, to achieve full compliance with ICAO requirements.

7.4 Encourage regional collaboration and the sharing of best practices among States and industry to address common challenges and make full use of the region’s combined expertise in ANS safety culture.

7.5 Establishing a stronger linkage between ATS safety culture and SSP/SMS would further support alignment with the implementation objectives of the ICAO Global Aviation Safety Plan (GASP).

7.6 Encourage participation in collaborative safety initiatives, such as Regional Safety Teams (RSTs) and Collaborative Safety Teams (CSTs), to strengthen the linkage between safety reporting and the ICAO safety framework.