



WORKING PAPER

RASG-PA/15 — WP/10
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Fifteenth Meeting of the Regional Aviation Safety Group – Pan America (RASG-PA/15) and Fifth RASG-PA–GREPECAS Joint Meeting (RASG-PA–GREPECAS/5)
Mexico City, Mexico, 2 to 4 March 2026

Agenda Item 5: Progress on Regional and National Aviation Safety Planning

SUPPORT FOR THE IMPLEMENTATION OF RISK-BASED SURVEILLANCE (RBS) IN THE PAN-AMERICAN REGION

(Presented by the Secretariat)

EXECUTIVE SUMMARY	
<p>This working paper examines the inefficiency of prescriptive oversight in the Region, highlighting that a high volume of inspections consumes significant resources without generating commensurate improvements in safety. Risk-based oversight is proposed as a necessary shift, aimed at prioritizing the quality and focus of oversight activities based on the most relevant risks.</p>	
Action:	<p>The Meeting is invited to:</p> <ul style="list-style-type: none"> a) review the contents of this Working Paper; and b) comment on and approve the proposed Conclusions in 4.2.
Strategic Goals 2026-2050:	<ul style="list-style-type: none"> • Every flight is safe and secure
References:	<ul style="list-style-type: none"> • GASP 2026 – 2028 • Doc. 9859 • SAMSP 2026-2028

1. Introduction

1.1 For decades, safety oversight in States has predominantly relied on prescriptive and compliance-based approaches. This traditional approach is characterized by the scheduling of a high number of inspections, audits, and formal verifications, based on the premise that an active authority presence automatically leads to improved safety levels.

1.2 Currently, the challenge lies in maximizing the value of the numerous oversight activities carried out by States—thereby optimizing the impact of oversight. While significant human and financial resources are invested in annual verifications, there is a valuable opportunity to evolve from the confirmation of documentary and prescriptive requirements toward approaches that generate greater preventive capability and results with a higher strategic impact on safety.

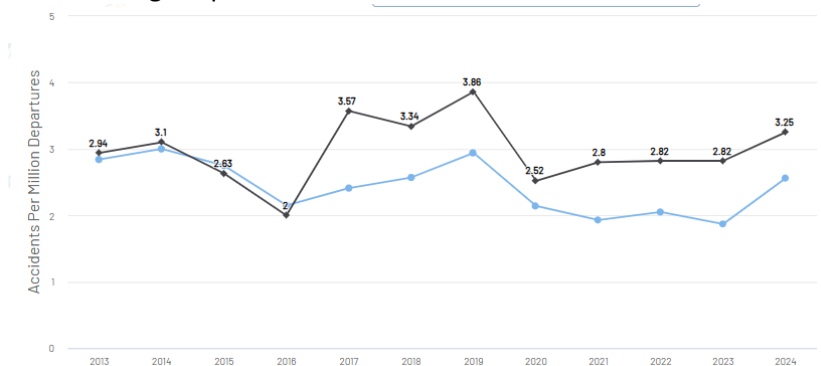
1.3 Although resource availability is a common concern, the transition toward risk-based oversight models enables more strategic resource management. By prioritizing the quality, depth, and relevance of each intervention over the volume of activities, States can transform their oversight capacity into a more precise and effective tool for risk mitigation.

2. Problem Analysis

2.1 An analysis conducted across 12 States in the Region reveals scenarios where, following the execution of approximately 1,000 ramp inspections, only 192 resulted in some type of finding. Of these, 47 corresponded to findings with a significant impact on safety and, ultimately, 12 had effective follow-up that allowed for their timely and effective closure. The costs associated with these activities can reach significant figures without a clear correlation with systemic safety improvements.

2.2 This oversight model allows for the achievement of compliance targets and the generation of favorable quantitative metrics; however, there is an opportunity to leverage these figures so they reflect an even more direct impact on proactive safety risk management. By migrating toward a data-driven approach, we can alleviate the administrative burden on inspection teams, allowing them to focus their valuable knowledge and effort on delving deeper into those areas and operators where strategic oversight generates the greatest benefit for safety.

2.3 The financial and human commitment to oversight in the Pan-American Region is evident, but accident rates over the last decade have remained above the global average, which invites us to reflect on how to optimize these actions. It is observed that the volume of prescriptive inspections is not succeeding in mitigating the risks that lead to accidents; therefore, to surpass the global average, it is essential to evolve from a quantitative compliance model toward a qualitative risk-based one. This paradigm shift will allow each inspection to provide real preventive value, ensuring that resources translate directly into safer flight operations.



3. Alignment with ICAO Frameworks (GASP, SAMSP 2026–2028, and Doc 9859)

3.1 The *Global Aviation Safety Plan (GASP)* establishes proactive and risk-based safety management as a cross-cutting principle, promoting the use of data, trend analysis, and the prioritization of threats with the greatest severity and probability.

3.2 Secondly, the *SAM Safety Plan 2026–2028 (SAMSP 2026–2028)* explicitly reinforces the need to move toward oversight approaches that are more efficient, sustainable, and commensurate with State capabilities, emphasizing risk-based oversight and the rational use of resources.

3.3 Finally, *Doc 9859 (Safety Management Manual)* stipulates that State oversight must evolve from a predominantly prescriptive verification of compliance toward oversight that evaluates the effectiveness of safety management systems (SSP and SMS).

4. Implementation of Risk-Based Oversight in the Pan-American Region

4.1 The transition toward risk-based oversight (RBO) is a joint effort among States. To maximize resource efficiency and overcome individual technical limitations, it is necessary for States to leverage and strengthen Regional Safety Oversight Organizations (RSOOs), such as the SRVSOP, and other regional cooperation mechanisms. These organizations are fundamental for:

- **Resource optimization:** Avoiding duplication of effort through the harmonization of procedures and the use of regional inspectors trained in RBS.
- **Information sharing:** Facilitating the creation of regional networks to share safety data and lessons learned.
- **Regional Benchmarking:** Enabling the comparison of safety indicators among States, facilitating the identification of systemic risks affecting the entire region.

4.2 The evolution toward a risk-focused oversight model represents a strategic opportunity to optimize State capabilities. In this context, RASG-PA is expected to promote and support the implementation of risk-based surveillance (RBS) in the Pan-American region. This effort must be articulated in close coordination with the Regional Offices (NACC and SAM) and Regional Safety Oversight Organizations (RSOOs), such as the Regional Safety Oversight Cooperation System (SRVSOP), facilitating a cooperation framework that allows States to strengthen their technical capabilities and adopt oversight practices that are effective, sustainable, and commensurate with their operational realities.

4.3 In relation to the contents of this Working Paper, the following Decision is proposed:

DECISION		RISK BASED SURVEILLANCE IMPLEMENTATION (RBS)	
RASG-PA/15/DXX			
What:		Expected impact:	
In coordination with the NACC/SAM Regional Offices and RSOOs, States to promote and support: <ul style="list-style-type: none"> a) the progress of States toward risk-based surveillance (RBS) models; b) the strengthening of cooperation mechanisms for safety information sharing and oversight best practices; c) the identification of training and technical assistance needs to ensure an effective transition toward RBS, and d) inform on all the previous actions by ESC/41 Meeting 		<input type="checkbox"/> Political/Global <input type="checkbox"/> Interregional <input type="checkbox"/> Economic <input type="checkbox"/> Environmental <input checked="" type="checkbox"/> Operational/Technical	
How much:			
No funds required			
Why: To foster more efficient oversight management that contributes to a tangible reduction in the regional accident rate by leveraging the synergies and resources of existing regional cooperation mechanisms.			
When:	ESC/41	Status:	Valid
Who:	<input type="checkbox"/> RASG-PA <input checked="" type="checkbox"/> Regional Offices <input checked="" type="checkbox"/> States		

5. Action by the Meeting

5.1 The Meeting is invited to:

- a) review the contents of this working paper; and
- b) comment on and approve the proposed Decision in 4.3 of this paper.