



**Forty First Regional Aviation Safety Group — Pan America Executive Steering Committee Meeting
(RASG-PA ESC/41)**

Mexico City, Mexico, 2 to 3 September 2026

Agenda Item 5: Regional Safety Performance and Implementation Support

**FRAMEWORK FOR ENHANCING REGIONAL SAFETY INTELLIGENCE THROUGH AGGREGATED STATE
DATA SHARING**

(Presented by the Secretariat)

EXECUTIVE SUMMARY

This working paper reports progress in the implementation of Conclusion RASG-PA/15/C11 and presents the Programme Framework and Concept of Operations for the State Safety Information Sharing Programme in the Pan-American Region, set out at **Appendix A**. The framework provides the State-side data foundation required for the analytical work of the High-Risk Category (HRC) project teams and for the next revision cycle of the regional safety plans.

Action:	As presented in Section 4.
<i>Strategic Goals 2026-2050:</i>	Every Flight is Safe and Secure
<i>References:</i>	• RASG-PA/15 Summary of Discussions (Conclusion RASG-PA/15/C11) • RASG-PA/15 WP/22 • ICAO Annex 19 — Safety Management (Third Edition, applicable 26 November 2026) • ICAO Doc 10004, Global Aviation Safety Plan, 2026–2028 Edition • DGCA-59/DP/3/5 and DGCA-60/DP/03/03, Enhancing Aviation Safety through Regional Data Sharing

1. Introduction

1.1 RASG-PA/15, under Agenda Item 10 and WP/22, examined the limitations of the current regional safety data picture, noting that regional analyses rely predominantly on operator data contributed through established industry frameworks, weighted toward North American operators, with limited visibility of emerging trends in other sub-regions.

1.2 The Meeting agreed Conclusion RASG-PA/15/C11, which supports the voluntary reporting by States of high-level operational safety trends and aggregated occurrence information to the PA-RAST; establishes a pilot proof-of-concept with the ICAO NACC Regional Office as data aggregator and Brazil, Canada, Chile, and Costa Rica (representing the Central American States through their Collaborative Safety Team) as the participating States; tasks the PA-RAST to formalize a standardized Safety Information Contribution Form and identify the occurrence categories for the exchange; and requires the NACC Regional Office to present pilot results to the RASG-PA/16 Plenary.

1.3 This working paper presents the resulting Programme Framework and Concept of Operations, set out in detail in Appendix A, and identifies the decisions and support required from the ESC to advance the pilot. Consistent with Annex 19 and the GASP, the Programme distinguishes safety information — aggregated, de-identified trends and analytical outputs — from raw safety data, which remain within each State's Safety Data Collection and Processing System (SDCPS). The Programme addresses one of the five global organizational challenges identified in the 2026–2028 GASP — deficiencies in safety data and safety information collection, analysis and exchange — and supports GASP Target 3.2 (Goal 3: by 2028, all States to establish an SSP, whose establishment includes an SDCPS) and Target 4.3 (Goal 4: by 2027, all regions to implement a mechanism to make use of information on operational safety risks for aviation safety planning).

1.4 The Meeting's attention is drawn to Amendment 2 to Annex 19 (Third Edition), applicable 26 November 2026, which restructures Chapter 5 around the development of safety intelligence and introduces a Standard requiring States to facilitate the establishment of means for timely safety information sharing or exchange. The Programme provides Pan-American States with a regional means of meeting this incoming Standard in advance of its applicability date.

2. Discussion

2.1 **Design basis.** Through the PA-RAST/APRAST collaborative initiative, the Regional Data Sharing initiative in the Asia-Pacific was identified as a proven model. Established by Indonesia, Malaysia, the Philippines, Singapore, and Thailand, and documented in DGCA-59/DP/3/5 and DGCA-60/DP/03/03, the initiative collected and analysed more than 7,000 occurrences across seven agreed categories between January 2023 and February 2025, generating regional insights including patterns in ground proximity warning system alerts as precursor events to controlled flight into terrain. The Pan-American framework adapts four of its design features: a governance instrument committing participants to the use of shared data solely for safety enhancement and not for enforcement; a central data custodian; two-level de-identification; and standardized taxonomy and data fields aligned with the CAST/ICAO Common Taxonomy Team (CICTT).

2.2 **Programme design.** The framework, set out in Appendix A, comprises: a single-signature Letter of Participation (**Appendix B**) issued by each Civil Aviation Authority as the governance instrument, in place of a multilateral Memorandum of Understanding; a two-tier participation model, with a short quarterly Safety Information Contribution Form (**Appendix C**) as the low-barrier entry point and an optional occurrence-level exchange for States that progress to it; an initial set of occurrence categories proposed for agreement by the participating States; de-identification at source with State anonymity preserved in all regional outputs; and an analytical workflow that returns the aggregated regional risk picture and tailored feedback to contributing States.

2.3 Status and roadmap. The pilot proof-of-concept was established by RASG-PA/15 under Conclusion RASG-PA/15/C11. Execution is getting under way; the Secretariat is initiating the Programme, and this working paper seeks the ESC endorsement that will consolidate the governance basis for onboarding. Implementation proceeds in five phases timed to the 2026 governance calendar, from set-up through onboarding, first submissions and the first analytical cycle to the results report due to the RASG-PA/16 Plenary; the phases and their indicative timing are set out in Appendix A. As at the date of this paper, Phase 0 set-up is well advanced: the Safety Information Contribution Form and the Letter of Participation have been prepared and are at Appendices C and B respectively; the aggregation arrangements at the NACC Regional Office are being put in place; and engagement with the pilot States on their participation has begun. The States' designation of national focal points, confirmation of participation and signature of Letters of Participation follow as the Phase 1 onboarding step.

3. Why ESC action is required

3.1 The ESC's endorsement of the framework at this stage ensures that: (a) the pilot's governance arrangements carry the authority of the Group's executive body before States are asked to sign Letters of Participation; (b) the decisions flagged in the framework — the choice of participation instrument and the composition of the occurrence category set — are settled before data exchange begins; (c) the State-side data foundation is in place in time to inform the next revision cycle of the regional safety plans; and (d) the Programme is positioned as a core element of the Region's compliance with GASP Target 4.3, which carries a 2027 deadline.

3.2 The Meeting is further reminded that, at RASG-PA/15, Brazil questioned whether current data maturity permits reporting to the Air Navigation Commission and the preparation of the Annual Safety Report, and the Meeting understood that a formal response was required. The Programme presented in this paper constitutes a substantial part of that response: it establishes the State-side contribution channel whose absence underlies the data-maturity concern.

4. Suggested Actions

4.1 The Meeting is invited to:

- a) take note of the progress achieved in the implementation of Conclusion RASG-PA/15/C11;
- b) endorse the Programme Framework and Concept of Operations at Appendix A, including the two-tier participation model, the initial occurrence category set, and the two-level de-identification protocol;
- c) endorse the Letter of Participation as the governance instrument for the pilot phase as set out in Appendix B;
- d) encourage the pilot States to designate their national focal points and initiate Tier 1 submissions using form in **Appendix C**; and

- e) note that the results of the pilot proof-of-concept, including governance arrangements, data exchange mechanisms and analytical outcomes, will be presented to the RASG-PA/16 Plenary Meeting in accordance with Conclusion RASG-PA/15/C11 d).

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APPENDIX A

PROGRAMME FRAMEWORK AND CONCEPT OF OPERATIONS

1. **Governance instrument.** In place of the Memorandum of Understanding signed by each participating State in the Asia-Pacific initiative, the framework proposes a lightweight, single-signature Letter of Participation issued by each Civil Aviation Authority and addressed to the ICAO NACC Regional Office. The letter confirms voluntary participation, limits the use of shared information to safety enhancement only, acknowledges the two-level de-identification protocol, and designates a national focal point. This unilateral instrument is faster to execute, avoids protracted multilateral legal review, and is more durable across changes in CAA leadership; a multilateral instrument remains available should the Region prefer a stronger formal footing at scale-up. The Letter of Participation thereby gives effect to the Annex 19, Chapter 5 requirement that States agree, prior to sharing, on the level of protection and the conditions under which safety information will be shared.

2. **Two-tier participation model.** Tier 1 comprises a short, quarterly Safety Information Contribution Form — formalizing, in accordance with Conclusion RASG-PA/15/C11 c), the form proposed in WP/22, Appendix A — capturing the reporting period, the submitting State and focal point, top hazards, HRC alignment, aggregated occurrence counts per agreed category (optional), Collaborative Safety Team participation, an emerging-trend narrative, and an acknowledgment that the information is provided for safety enhancement only; this is the low-barrier entry point available to any State. Tier 2 comprises an occurrence-level digital exchange in which pilot States submit de-identified, CICTT-aligned occurrence records to the NACC Regional Office for aggregation on a monthly or quarterly batch basis. A State may begin at Tier 1 and progress to Tier 2 as confidence and capability grow, and participation in the pilot remains open to any additional volunteer State.

3. **Occurrence categories.** The Asia-Pacific initiative exchanges seven categories: TCAS resolution advisories, deviations from ATC-assigned altitude, GPWS/TAWS alerts, severe turbulence, windshear, bird strikes, and dangerous goods incidents. The framework proposes an initial Pan-American set of six of these categories, selected for relevance to the Region's high-risk occurrence categories and to enable future inter-regional comparison. The Asia-Pacific dangerous goods category, which centres on the carriage and declaration of dangerous goods as cargo, is proposed for deferral. In its place, and in view of the growing cabin-safety concern across the Region, the framework proposes a more targeted category: lithium battery thermal events (fire, smoke or overheating) occurring in the cabin, arising from portable electronic devices and rechargeable batteries such as power banks, to the extent that States capture such occurrences in their reporting systems. The specific categories, and the data to be shared, are subject to agreement by the participating States, who share only what they are able and willing to provide. Candidate additions for future cycles — mirroring the expansion under evaluation in the Asia-Pacific — include runway incursions (aligned with GAPPRI), unstable approaches that continued to land, and wildlife sightings.

Occurrence category	Primary HRC / risk area	Rationale for the Region
GPWS / TAWS alerts (Modes 1–6, excluding spurious)	CFIT (precursor)	Active PA-RAST CFIT work; TAWS alert clusters under analysis near Mexico City
TCAS-RA (excluding TA “Traffic, Traffic”)	MAC	TCAS-RA hotspot root-cause analysis
Deviation from ATC-assigned altitude (≥ 300 ft) / LHD	MAC	Directly relevant to MAC risk and RVSM/LHD monitoring (CARSAMMA, GTE)

Occurrence category	Primary HRC / risk area	Rationale for the Region
Bird strikes	Aerodrome / wildlife	LATAM-CAR strike rate exceeds the global average (WP/25); BOG, PTY and SCL hotspots
Severe turbulence	Turbulence (GASP operational category)	New GASP 2026–2028 operational risk category; regional accidents recorded
Windshear (predictive and reactive)	LOC-I / approach-and-landing	Approach-phase risk at mountainous and coastal aerodromes
Lithium battery thermal events in the cabin (PEDs, power banks)	Cabin safety / fire	Emerging global risk recognized at A42 (WP/251); no data currently collected

4. **Confidentiality and protection.** Submissions are de-identified at source (no operator, personnel, or organizational identification) and State anonymity is preserved by the NACC Regional Office in all regional outputs through aggregation and minimum cell-size rules. Information shared under the Programme is used solely for collaborative safety enhancement and not for enforcement, certification, or punitive purposes, consistent with the Annex 19 principles for the protection of safety data, safety information and related sources.

5. **Role of Collaborative Safety Teams.** Where a State has an active CST, the CST provides the mechanism for the CAA and industry to collaboratively assess, validate, and de-identify findings before submission. A CST is not a prerequisite for participation; States may contribute directly from their SDCPS.

6. **Analytical workflow and value.** State reactive and oversight signals are correlated with industry proactive data to enable a 360-degree regional risk picture supporting the HRC project teams' production of Regional Safety Advisories, Safety Issue Alerts, and Safety Enhancement Initiatives. Contributing States receive, in return, access to the aggregated regional risk picture and tailored feedback. Programme outputs feed the mapping of cross-cutting and emerging issues under Decision RASG-PA/15/D07 and the next revision cycle of the Regional Aviation Safety Plan.

7. **Implementation roadmap.** Phase 0 (immediate) — formalization of the contribution form and category set, drafting of the Letter of Participation, and configuration of the aggregation arrangements at the NACC Regional Office; Phase 1 — signature of Letters of Participation and designation of national focal points by the pilot States, toward ESC/41; Phase 2 — commencement of Tier 1 submissions and stand-up of the Tier 2 digital exchange, toward October 2026; Phase 3 — the first analytical cycle by the HRC project teams, by PA-RAST/72 (November 2026); and Phase 4 — consolidation and preparation of the results report required by Conclusion RASG-PA/15/C11 d), for the RASG-PA/16 Plenary.

8. **Success measures.** Progress is evaluated against indicative success measures: the number of participating States, the number and completeness of submissions, the categories exchanged, the analytical products generated, and the number of States receiving tailored feedback.

APPENDIX B
LETTER OF PARTICIPATION

1. **Form and use.** The Letter of Participation is a one- to two-page letter issued on the letterhead of the Civil Aviation Authority, carrying a single signature and addressed to the ICAO NACC Regional Office. It confirms voluntary participation, limits the use of shared information to safety enhancement, acknowledges the two-level de-identification protocol, and designates the national focal point.

[Civil Aviation Authority letterhead]

[Date]

To: Regional Director, ICAO NACC Regional Office

Subject: Participation in the Pan-American State Safety Information Sharing Programme

The [Civil Aviation Authority of State] welcomes the establishment of the State Safety Information Sharing Programme under Conclusion RASG-PA/15/C11 and confirms its voluntary participation.

In doing so, this Authority:

- a) confirms that it shares safety information under the Programme on a voluntary basis and only to the extent it deems appropriate;
- b) affirms that information is shared solely for the purpose of collaborative safety enhancement and not for enforcement, certification, or punitive purposes;
- c) acknowledges and relies upon the two-level de-identification protocol administered by the ICAO NACC Regional Office as Data Aggregator; and
- d) designates the following national focal point for the Programme: [name, title, email].

This Authority looks forward to contributing to, and benefiting from, the regional safety risk picture developed through the Programme.

Signed,

[Name, Title], [Civil Aviation Authority]

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APPENDIX C
SAFETY INFORMATION CONTRIBUTION FORM (TIER 1)

1. **Form and use.** The Safety Information Contribution Form is the Tier 1 instrument, submitted quarterly by the participating State to the ICAO NACC Regional Office. Submissions are aggregated and de-identified: no operator, personnel or aerodrome identification is requested. The specimen below is provided for illustration; the final form is formalized by the PA-RAST in accordance with Conclusion RASG-PA/15/C11 c).

Field	Information requested
Reporting period	[Quarter / Year]
Submitting State / focal point	[State] / [Focal point name and contact]
Top three safety hazards	Top three hazards observed in the national SDCPS (e.g. TCAS-RA, GPWS/TAWS, bird strikes)
HRC alignment	Indicate alignment with RASG-PA HRCs: CFIT / LOC-I / RI / RE / MAC / Other
Occurrence counts (optional)	Aggregated counts per agreed category for the period
CST participation	Is an active State-level Collaborative Safety Team contributing to this submission? [Yes / No]
Emerging trends	Brief narrative description of emerging operational safety trends
Use limitation acknowledged	[Yes] — information provided for safety enhancement only

— END —