



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

Mexico City, Mexico, 2 to 3 September 2026

Agenda Item 5: Regional Safety Performance and Implementation Support

FENIX PROJECT: A PRACTICAL APPROACH TO EFFECTIVE SSP IMPLEMENTATION

(Presented by Secretariat)

EXECUTIVE SUMMARY	
This Working Paper presents the origin, approach and progress of the FENIX Project, a pilot initiative implemented with Bolivia, Panama and Peru to explore a simpler, more collaborative and risk-focused approach to the effective implementation of the State Safety Programme (SSP).	
Action:	<i>See section 4</i>
<i>Strategic Objectives:</i>	• Every Flight Is Safe and Secure
<i>References:</i>	• RASG-PA-15 Report • SAM-SP 2026-2028

1. BACKGROUND

1.1 SSP implementation continues to represent a challenge for many States. Despite progress achieved over the years, implementation efforts have often focused on developing structures, documents and procedures without necessarily resulting in a fully functional system for managing safety risks.

1.2 Experience in the SAM Region indicates that these difficulties are not solely related to a lack of technical knowledge. Civil Aviation Authorities face limited resources, staff turnover, complex institutional structures, fragmented information and multiple regulatory and operational priorities competing for the same resources.

1.3 The FENIX Project was created to test a simpler, more practical approach adapted to the institutional realities of States, rather than continuing to add complexity to an implementation process that has already proven difficult to sustain.

1.4 On this basis, a pilot project involving Bolivia, Panama and Peru was established. The FENIX Project officially commenced on 1 June 2026, with an initial two-year timeframe. Its purpose is not to create a new SSP model or modify existing requirements, but to facilitate their effective implementation.

2. DISCUSSION

2.1 FENIX is built around three central principles: simplification, collaboration and safety risk management. These are complemented by proportionality, minimum viable evidence and the development of solutions that can realistically be implemented and sustained within each State's actual capabilities.

2.2 The project is structured in modules that allow States to progress from the institutional foundations of the SSP towards its effective operation. Each module addresses a specific question and seeks to produce a verifiable outcome, while avoiding documentation that does not directly contribute to implementation.

2.3 To support this process, the project has developed Quick Reference Guides for each module. These guides are not intended to replace existing reference material or prescribe mandatory methods. Their purpose is to translate requirements and concepts into practical guidance: what the State needs to achieve, what minimum evidence may be sufficient, which common mistakes should be avoided, and which simple tools can facilitate implementation. Proposed solutions are intended to be adapted to the size, complexity, legal framework and institutional capacity of each State.

2.4 The initial modules have addressed, among other subjects, the SSP organizational structure, identification of SSP stakeholders, formal designation of the authority responsible for coordinating the SSP, and description of the national aviation system. In each case, the emphasis is on avoiding oversized structures, duplication of responsibilities and documentary exercises that do not improve the State's capacity to make risk-based decisions.

2.5 The project also uses a collaborative SharePoint repository where guides, tools, working documents and products developed by participating States are organized. The objective is to allow solutions and lessons learned to be shared and reused, reducing the need for each State to develop similar products independently.

2.6 Collaboration is a structural element of FENIX. Bolivia, Panama and Peru are not implementing three isolated projects. Each State progresses according to its own circumstances, while challenges identified, solutions tested and lessons learned are shared among participants.

2.7 Regular follow-up meetings are held with national focal points, together with technical exchanges among State teams and meetings with senior management when implementation barriers require institutional decisions. FENIX recognizes that many SSP implementation challenges are not exclusively technical and cannot always be resolved at the level of the SSP coordinator.

2.8 FENIX also includes in-country implementation support missions. These visits make it possible to review actual progress, work directly with the areas involved, compare documented arrangements with the way the organization operates in practice, and identify barriers related to structure, resources, coordination or availability of safety information.

2.9 Initial activities have reinforced one of the project's central assumptions: in many cases, much of the information needed to manage safety already exists, but remains distributed among certification, surveillance, accident and incident investigation, reporting systems, service providers' SMS and other sources. The main challenge is therefore not always to generate more data, but to integrate, interpret and use existing information to identify priorities and support decision-making.

2.10 FENIX therefore seeks to progressively shift the focus from “having an SSP” to “managing the State's safety risks.” Structures, committees, procedures, reporting systems and documents have value only to the extent that they help identify hazards, prioritize safety issues, agree on mitigations and determine whether the actions taken are effective.

2.11 The project remains at an early stage. The three States are progressing at different rates and the methodology continues to evolve based on practical experience. This is intentional: FENIX is a pilot project designed to learn from implementation, retain what works and remove complexity that does not add value.

2.12 The knowledge generated is not intended to remain limited to the three participating States. The guides, tools and lessons learned may progressively be made available to other States and organizations interested in learning from or supporting the approach.

3. CONCLUSIONS

3.1 Regional experience confirms that documentary compliance alone does not guarantee a functional SSP. Effective implementation requires processes that institutions can understand, use and sustain.

3.2 FENIX is based on three core propositions: simplify in order to concentrate limited resources on what is essential; collaborate in order to make use of capabilities, information and experience that no single actor possesses; and place safety risk management back at the center of the SSP.

3.3 A simpler approach does not mean a less rigorous approach. It means removing activities that do not add value so that greater attention can be devoted to what ultimately matters: understanding the risks within the aviation system, deciding what should be done about them, and verifying whether the measures adopted are effective.

3.4 The success of FENIX should therefore not be measured by the number of documents produced, but by the ability of participating States to convert safety information into sustainable decisions and actions.

4. SUGGESTED ACTION

4.1 The meeting is invited to:

- a) take note of the information presented in this Working Paper and the progress achieved under the FENIX Project;
- b) invite interested States to request access to the FENIX Quick Win Guides, tools and other available project information;
- c) encourage States and organizations to follow FENIX Project publications on LinkedIn, where progress, experiences and lessons learned will be shared <https://www.linkedin.com/company/project-fenix-ssp>; and
- d) invite international organizations, industry associations, service providers, manufacturers, academic institutions and other interested entities to express their interest in becoming **FENIX Allies**, contributing knowledge, experience, tools or resources to support the initiative.