



*International Civil Aviation Organization*

NORTH AMERICAN, CENTRAL AMERICAN AND CARIBBEAN OFFICE

**Fourth Central Caribbean Working Group Meeting (C/CAR WG/4)**

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C/CAR WG/4-WP/10

23/01/04

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**Agenda Item 3:            Specific Air Navigation Activities and Developments**  
**3.6            Search and Rescue (SAR)**

**SAR PLAN FOR THE CENTRAL CARIBBEAN (C/CAR)**

(Presented by the Secretariat)

**SUMMARY**

This Working Paper presents a proposal for an Action Plan for the development of a Central Caribbean SAR Plan, to be carried out by the Central Caribbean Working Group under a framework of recommendations and conclusions of the GREPECAS/11, NACC/DCA/1 and C/CAR/DCA/6 meetings.

**References:**

- ICAO Chicago Convention.
- Annexes 11 and 12.
- Report of the Eleventh Meeting of the CAR/SAM Regional Planning and Implementation Group GREPECAS/11 (Manaus, Brazil, 3-7 December 2002).
- Report of the First North American, Central American and Caribbean Directors of Civil Aviation Meeting (Grand Cayman, Cayman Islands, 8-11 October 2002).
- Report of the Sixth Meeting of Directors of Civil Aviation of the Central Caribbean (Bahamas, July 2003).
- IAMSAR Manual, Volume I, Organization and Management incorporating 2001, 2002 and 2003 amendments.

**1.            Introduction**

1.1            The Eleventh Meeting of the CAR/SAM Regional Planning and Implementation Group GREPECAS/11 held in Manaus, Brazil, 3-7 December 2002, formulated, among others, the following conclusions related with the development of a SAR Plan for the CAR/SAM Regions:

- **Conclusion 11/35**            Search And Rescue National Plan
- **Conclusion 11/36**            Amendment to Table SAR 1 - Search and Rescue Facilities of the ANP, Volume II – FASID

- **Conclusion 11/37** Transition Plan for the Mandatory Use of ELT in 406 MHz
- **Conclusion 11/38** Measures to be adopted for resolving ATM/SAR Deficiencies

1.2 GREPECAS/11 recognized the importance of Search and Rescue services and thus included in Appendix E to Agenda Item 3 of its Report guidance material for the development of a Search and Rescue National Plan.

1.3 The First North American, Central American and Caribbean Directors of Civil Aviation (NACC/DCA/1) Meeting held in Grand Cayman, Cayman Islands, 8-11 October 2002, agreed to foster the Search and Rescue service in the CAR Region, through the following conclusion:

- **Conclusion 1/26** Search and Rescue Services (SAR) in the CAR Region

1.4 The Sixth Meeting of Directors of Civil Aviation of the Central Caribbean (C/CAR/DCA/6), held in Nassau, Bahamas, from 2 to 4 July 2003, recognized the importance of implementing a Search and Rescue (SAR) Plan for the Central Caribbean in accordance with the recommendations of the Third CAR/SAM Regional Air Navigation Meeting. as well as the need to efficiently guide the work of the SAR Task Force, through the following Conclusion:

**CONCLUSIÓN 6/10 REORGANIZATION OF THE WORK AND ATTENTION TO THE IMPLEMENTATION OF MCI AND SAR PLANS IN THE CENTRAL CARIBBEAN**

*Taking into account the important need of improving and performing search and rescue (SAR) and mass casualty incident (MCI) response plans in the Central Caribbean, it was agreed that:*

- a) through the ICAO NACC Regional Office, the Central Caribbean States/Territories be requested to combine the development of the MCI activities of the Central and Eastern Caribbean into one Task Force, renaming the existing MCI Task Force in the Eastern Caribbean the CAR MCI Task Force;*
- b) if action described in item a) above is accepted, the C/CAR MCI/SAR Task Force combine its MCI efforts with the Group renamed as CAR MCI Task Force;*
- c) the C/CAR States/Territories send SAR contributions and experts to the Central Caribbean Working Group so that this Group may develop the SAR tasks assigned;*
- d) the offer of Venezuela to participate in the SAR work was accepted; and*
- e) the C/CAR Working Group inform on the status of the results of its work on SAR tasks to the next meeting of C/CAR DCAs.*

1.5 Implicit in the above was that if the proposals were accepted, the C/CAR/MCI/SAR/TF would be disbanded and cease to exist. The E/CAR/DCAs in their 18th Meeting held in Trinidad and Tobago in December 2003 adopted the following conclusion:

**CONCLUSION 18/9**                      **CARIBBEAN REGIONAL CIVIL AVIATION ACCIDENT MASS CASUALTY INCIDENT RESPONSE PLAN (CAAMCIRP)**

*That,*

- a) *E/CAR States/Territories review the draft Eastern Caribbean Civil Aviation Accident Mass Casualty Incident Response Plan (E/CAR CAAMCIRP), included in **Appendix B** to this part of the report, and provide any comments to the E/CAR SAR Committee for the final revision by **30 June 2004**;*
- b) *CDERA, in collaboration with PAHO, coordinate the development of the expanded Caribbean Regional Civil Aviation Accident Mass Casualty Incident Response Plan (CAAMCIRP) for its member States in the Caribbean Region, to be completed by **October 2004**;*
- c) *the MCI part of the C/CAR MCI/SAR Task Force and the E/CAR MCI Task Force be combined to become the Caribbean MCI Task Force, with PAHO as Rapporteur, which will report to the C/CAR and E/CAR DCAs;*
- d) *C/CAR and E/CAR States, ICAO, PAHO, RSS and the USCG actively support CDERA and the Caribbean MCI Task Force in its related activities, as required;*
- e) *CDERA consider the establishment of MOUs/LOAs with CDERA non-member States in the Caribbean Region to incorporate them in the coverage of the Caribbean Regional CAAMCIRP; and*
- f) *CDERA, through ICAO, provide IACL the communications requirements to enable the consideration of the provision of an E/CAR Digital AFS Network node to CDERA, the coordinator of the CAAMCIRP.*

The C/CAR MCI/SAR TF therefore no longer exists.

1.6 The Chicago Convention, in its Article 25, with regard to aircraft in distress, indicates:

*“Each contracting States undertakes to provide such measures of assistance to aircraft in distress in its territory as it may find practicable, and to permit, subject to control by its own authorities, the owners of the aircraft or authorities of the State in which the aircraft is registered to provide such measures of assistance as may be necessitated by the circumstances. Each contracting States, when undertaking search for missing aircraft, will collaborate in coordinated measures which may be recommended from time to time pursuant to this Convention.”*

1.7 On rendering Search and Rescue services, chapter 2 of Annex 12, in harmony with the Chicago Convention, points out:

*“2.1.1 Contracting States shall arrange for the establishment and provision of search and rescue services within their territories. Such services shall be provided on a 24-hour basis.*

*2.1.1.1 Those portions of the high seas or areas of undetermined sovereignty for which search and rescue services will be established shall be determined on the basis of regional air navigation agreements. A Contracting State having accepted the responsibility to provide search and rescue services in such areas shall thereafter arrange for the services to be established and provided in accordance with the provisions of this Annex.”*

1.8 Annex 11 indicates that the Alerting Service, as an essential part of the Air Traffic Services, has a close coordination relationship with Search and Rescue Services, and it considers the different ATS units as central points to collect all the information regarding an emergency situation of aircrafts operating in the different ATS airspace; this information is based on the Flight Plan, as indicated in Appendix 2 to ICAO Doc 4444, PANS-ATM.

1.9 With regard to the provision of an Alerting Service, the mission of ATS units is determined, to notify in a timely manner the Flight Plan information available, Emergency Phase and localization of the aircraft to the rescue coordination centre, the operator and to other aircraft, depending on the Emergency Phase.

1.10 All States have recognized the great importance of saving lives and the need to be directly involved in rendering aeronautical and maritime search and rescue (SAR) services to persons in distress. With a focus on the humanitarian nature of the alerting service, member States of the International Civil Aviation Organization (ICAO) and International Maritime Organization (IMO), two agencies of United Nations devoted to aeronautical and maritime transportation safety respectively, cooperate to develop and sponsor vital standards and recommendations, provide assistance to States to help prevent and cope with distress situations and to facilitate international cooperation and coordination on a daily basis.

1.11 In this framework, ICAO and IMO have developed the *International Aeronautical and Maritime Search and Rescue (IAMSAR) Manual*; its goal is to assist State authorities to economically establish effective SAR services, to promote harmonization of aeronautical and maritime SAR services, and to ensure that persons in distress will be assisted without regard to their locations, nationality or circumstances.

1.12 This Manual assists those responsible for establishing, managing and supporting SAR services to better understand the following:

- a) functions and importance of SAR services;
- b) relationships between global, regional and national aspects of SAR services;
- c) components and support infrastructure essential for SAR operations;
- d) communications functions and requirements for SAR; and
- e) basic principles of managing and improving SAR services to ensure success.

## 2. Discussion

2.1 In order to develop the SAR work with a view to efficiently integrating SAR services in the Central Caribbean, efforts should be increased by the States/Territories/International Organizations in order to establish and incorporate improvements to the National Search and Rescue Plans as well as in the coordination among the same States.

2.2 Bearing in mind that the background expressed in the paragraphs above of this Working Paper, the Meeting is suggested that the Central Caribbean Working Group develop and recommend an action plan based on the guidance material to develop a SAR Regional Plan presented in the **Appendix** to this Working Paper for the homogeneous implementation of a Search and Rescue Service in the Central Caribbean, which in turn allows States/Territories/International Organizations to comply with the requirements of Table SAR 1 of the CAR/SAM FASID.

2.3 To this end, among other aspects, the Meeting should note the information presented in this Working Paper.

## 3. Conclusion

3.1 Taking into account the background and information presented in the paragraphs above, especially the contents of the C/CAR DCA/6 Conclusion 6/10, the Meeting is suggested to formulate the following Draft Decision:

### **DRAFT**

### **DECISION 4/XX**

### **DEVELOPMENT AND INTEGRATION OF THE SEARCH AND RESCUE PLANS IN THE CENTRAL CARIBBEAN**

That the Central Caribbean Working Group:

- a) continue to follow-up the development and improvement of Central Caribbean National SAR Plans;
- b) develop an action plan for the development, implementation and follow-up of a C/CAR Search and Rescue Plan (SAR);
- c) consider the future integration of its work programme with those of other SAR Task Forces of the CAR Region;
- d) inform the Eighth Meeting of Directors of Civil Aviation of the Central Caribbean on the progress of results on its work on SAR tasks;

- e) inform the ICAO NACC Regional Office on the progress on the implementation of National SAR Plans and the C/CAR Search and Rescue Plan; and
- f) incorporate SAR tasks to its Work Programme to be presented for approval to the C/CAR DCA/7 Meeting.

**4. Suggested Action**

4.1 The Meeting is invited to:

- a) review the contents of this working paper; and
- b) adopt the Draft Decision presented in paragraph 3.1 to this paper.

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## **APPENDIX**

### **GUIDANCE MATERIAL FOR THE DEVELOPMENT OF A SAR REGIONAL PLAN**

#### **CHAPTER 1.            GLOBAL SCOPE**

1.1            The ICAO and IMO's objective is to provide an effective world wide system, so that wherever people sail or fly, SAR services will be available if needed. To that end, it is necessary to consider national SAR efforts as an integral part of a worldwide SAR system that will affect the overall approach a State will take to establish, provide and improve SAR services.

1.2            In most areas of the world, the fastest, most effective and practical way to achieve this goal is to develop regional systems associated with each ocean area and continent. This differs from the approach whereby every State independently establishes a complete stand-alone SAR system with geographic areas of responsibility acceptable to their neighbouring States, the collection of which will comprise the global system. However, the regional approach does require the States associated with an ocean or land area to collaborate and cooperate to develop and operate the regional system.

1.3            Global aspect of SAR is based in traditional humanitarian obligations, founded in international law. A distress situation can occur anywhere at any time; an aircraft in flight emergency may take place over long distances, likewise a person in distress at sea may drift a considerable distance. In both incidents, the emergency location may cross one or more SRRs. Regional scope eliminates the need for each State to provide SAR services for its own citizens wherever they travel worldwide. Instead, the globe is divided into SRRs, each with associated SAR services which assist anyone in distress within the SRR without regard to nationality or circumstances.

1.4            The establishment of global SAR system is intended to ensure that all persons in distress will be assisted regardless of their nationality or circumstances and wherever they may be found. Annex 12, Search and Rescue, to the International Civil Aviation Organization Convention and IMO's International Convention on Maritime Search and Rescue are the primary documents for establishing SAR service requirements.

1.5            State provisions for SAR services should be viewed as part of a global safety system. To this end, the States concerned with particular land mass or ocean area should cooperate to use all available resources in assisting persons in distress.

1.6            SAR systems can be established on a national or regional level, or both. Either way, the process involves establishment of one or more SRRs, along with capabilities to receive alerts, and to coordinate and conduct SAR services within each SRR via an RCC. Each SRR needs an RCC, but each State does not necessarily need an SRR if one RCC can be supported by and serve more than one State. This is especially true in ocean areas.

1.7 A regional approach can reduce cost and improve distribution of distress alerts, coverage and services. For example, it is less operationally complex, and more economical and effective, for States within a region to share the use and support of long-range terrestrial and satellite communications facilities and communications registrations databases to support SAR. States can sometimes support each other with SRUs to reduce the total number of units needed for adequate coverage and readiness. Training and other types of resources can be shared to everyone's benefit.

1.8 Establishment of national or regional SAR systems is typically based on development of multilateral national or regional plans, agreements, etc. to suit the desires and needs of the States involved. These documents may discuss establishment of RSCs, equivalent arrangements in lieu of establishing SRRs, etc. but usually provide for:

- effective use of all available resources for SAR;
- delineation of SRRs;
- description of relationships between the parties;
- discussion of how higher level conventions, plans, agreements, etc. will be implemented and supported.

The basic requirements for developing an effective SAR system include:

- legislative establishment of the SAR service(s);
- arrangements for use of all available resources, and provision of others if necessary;
- establishing geographic areas of responsibility with associated RCCs and RSCs;
- staffing, training and other personnel support to manage and operate the system;
- adequate and functioning communications capabilities; and
- agreements, plans and related documents, to achieve goals and define working relationships.

## **CHAPTER 2**                      **NATIONAL AND REGIONAL SYSTEM**

Establish:

- 2.1                      BROAD PERSPECTIVE
- 2.2                      REGIONAL PLANNING
- 2.3                      ASSESING NATIONAL AND REGIONAL NEEDS
- 2.4                      PLANNING PROCESS
- 2.5                      PLANNING ACTIVITIES
- 2.6                      GOALS TO IMPROVE THE SAR REGIONAL SYSTEM



- 2.7            OBJECTIVES TO SUPPORT SAR GOALS
- 2.8            LONG RANGE PLANNING
- 2.9            SAR OPERATIONAL PLAN
- 2.10          SAR DOCUMENTS

### **CHAPTER 3**            **SAR REGIONAL ORGANIZATION**

Define:

- 3.1            MANAGING RESOURCES TO MEET REQUIREMENTS
- 3.2            ESTABLISHMENT OF RCC'S AND RSC'S
- 3.3            MAXIMIZING SYSTEM EFFECTIVENESS AND BENEFITS
- 3.4            MANAGING FOR SUCCESS (QUALITY MANAGEMENT SYSTEM - QMS)
- 3.5            IMPROVING SAR SERVICE

### **CHAPTER 4**            **GENERAL STAFF CONSIDERATIONS**

Define:

- 4.1            SAR REGIONAL STRUCTURE
- 4.2            LEGISLATIVE SUPPORT
- 4.3            LEADERSHIP AND OPERATIONS
- 4.4            SAR SYSTEM ASSESMENT
- 4.5            DATA REQUIREMENTS

### **CHAPTER 5**            **RESOURCES**