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Agenda Item 16: Improvement of safety oversight
Agenda Item 39: Budgets

REGIONALISATION OF SAFETY

(Presented by the 21² member States of the Latin American Civil Aviation Commission)

SUMMARY

This working paper is intended to inform the international aeronautical community of the work being carried out by the LACAC member States in terms of international air transportation safety and of the importance of its regionalisation to benefit those States that form part of different regional initiatives and/or organisations, so that they can comply with the SARPS of Annexes 1, 6 and 8 to the Convention on International Civil Aviation

1. INTRODUCTION

1.1 In the last decade and as a matter of priority, the Latin American Civil Aviation Commission (LACAC) has been working hard to raise the level of safety of air transport, in compliance with Article 5 of its Statute which, *inter alia*, fosters and supports cooperation and coordination among States for the orderly development and better use of air transport, encouraging the application of ICAO standards and recommended practices and favouring agreements among the States that will contribute to a better implementation and adoption of ICAO specifications in terms of airworthiness, maintenance and aircraft operations, licensing and accident investigation.

1.2 Within this framework, LACAC member States proposed ICAO the subscription of a memorandum of understanding to foster a “Regional safety oversight cooperation system”. Likewise, it has been encouraging the work carried out by Central American countries within the Central American Aviation Safety Association (ACSA).

¹ English and Spanish versions provided by LACAC

² Argentina, Aruba, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela

2. REGIONAL SAFETY OVERSIGHT COOPERATION SYSTEM (SRVSOP)

2.1 The problem of safety oversight in the region gained special importance and drew attention at various international fora convened by States and organizations related with the air transport industry in the region, as well as at the XLVI meeting of the LACAC Executive Committee (Asunción, Paraguay, 14 to 16 May 1996) and at the Fifth Meeting of Civil Aviation Authorities of the SAM Region (Cuzco, Peru, 5 to 7 June 1996). The latter meetings acknowledged the need to create a multinational organisation to meet the common safety oversight needs of the States.

2.2 Some of the problems detected on that occasion with respect to the fulfilment of safety oversight obligations by States had to do, *inter alia*, with the obsolescence of legislation, basic standards and regulations, and specific procedures, guides and manuals; an inappropriate and/or non-functional or inadequate operational and administrative institutional structure; inadequate human resources in terms of numbers and experience; insufficient financial resources to support the administrative system and the required duly qualified professional staff.

2.3 In view of the above, on 1 October 1998, LACAC and ICAO signed a Memorandum of Understanding to promote the establishment of a regional safety oversight cooperation system in North American, Central American, South American and Caribbean States.

2.4 The World Conference of General Directors of Civil Aviation, convened by ICAO in October 1998 on global safety oversight strategy, stressed the need to coordinate and harmonize principles and procedures for assessing safety oversight on a global basis, while recognizing the advantages of applying a regional approach. Within this context and precisely taking into account the initiative of LACAC, the Conference recommended that ICAO should promote the establishment of regional mechanisms for long-term support of the global safety oversight capability.

2.5 The system works according to the safety provisions of the Convention on International Civil Aviation and its Annexes and is consistent with the ICAO Universal Safety Oversight Audit Programme (USOAP). Likewise, its mission is to provide technical assistance to participating States for the solution of common problems related to the effective fulfilment of their safety oversight responsibilities, pursuant to the standards and recommended practices contained in the Annexes to the Convention on International Civil Aviation (Chicago, 1944), the related procedures and the corresponding ICAO documents. The regional system is structured in such a way that the incorporation of States is done through LACAC, and it has a Governing Body which, in keeping with its Regulations, directs the activities through a Coordinator and a technical team, a technical cooperation project with trust funds and egalitarian participation by its members having been established.

2.6 At present, the regional system (SRVSOP) is composed of eleven (11) States (Argentina, Bolivia, Brazil, Chile, Cuba, Ecuador, Panama, Paraguay, Peru, Uruguay and Venezuela) and two (2) special observers (Airbus and EMBRAER), and is open to LACAC member States and other North American, Central American, South American and Caribbean States that wish to adhere, through their respective authorities, and to State-owned and/or private entities that are interested in safety and express their will to become special observers. There are 820 commercial air transport operators that carry an average of 12 million passengers and 744 thousand tons of cargo in the States currently part of the system; they also have 21702 aircraft registered, receiving maintenance from 1148 recognized organizations.

2.7 To date, the tasks performed by the regional system are as follows:

- Development of the following harmonized aeronautical regulations:
 - LAR 1 Definitions
 - LAR 11 Rules for the formulation, issuance and amendment of LARs
 - LAR 145 Approved maintenance organizations
 - LAR PEL Licensing
 - LAR OPS Air operations and certification
- Advisory circular CA 6.425-RVSM “Requirements and procedures for the approval of operations in airspace with vertical separation minima (RVSM)”
- Airworthiness inspector manual
- Advisory visits by the Technical Committee to Panama, Ecuador, Paraguay, Venezuela and Peru
- Registered auditor training course IRCA ISO9001:2000 Leading auditor.
- Approval of a LAR implementation policy by the Board of Directors.

3. **CENTRAL AMERICAN SAFETY ASSOCIATION (ACSA)**

3.1 The Central American Safety Agency (ACSA) was created with the purpose of assessing, guiding, facilitating and recommending its member States (Belize, Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua) the necessary measures to comply with their safety obligations pursuant to the Convention of International Civil Aviation and its Annexes.

3.2 ACSA helps participating States both in the preparation of ICAO audits as in the conduction of such audits and follow-up missions, and has supported them in the development and implementation of plans for corrective measures. The creation of ACSA and the support provided to its member States have had a major positive impact on safety oversight capabilities.

3.3 ACSA emerged as a project in late 1998, following the initiative and concerns regarding the need to have a regional office for the provision of safety services, this initiative was endorsed by COCESNA. ACSA tasks aim at complying with Annexes 1, 6, 8, 11, 13, 14 and 17 to the Convention on International Civil Aviation and is empowered to conduct quality assurance assessments and inspections.

3.4 To date, ACSA has conducted, *inter alia*, the following activities:

- Drafting of standards, procedures and harmonized provisions, and standardization of legal framework.
- Creation of suitable mechanisms for certification of local air transport operators, maintenance shops, and training centres.
- Development and review of the aeronautical regulatory codes of the various member countries, and drafting of operations and airworthiness inspector manuals.

- Further strengthening of a Regional Aircraft Registry, and development of a database network of all COCESNA member countries.
- Currently, two important projects are underway; the first, with the support of the Inter-American Development Bank (BID), is intended to support efforts to strengthen the safety regulatory and institutional framework for air transportation in Central America, Belize, Dominican Republic, Haiti and Panama; the second, in cooperation with the European Union (UE), deals with safety services.
- Implementation of the civil aeronautical authority automation project (SIAR), as the appropriate technological platform for safety management

4. REGIONALISATION

4.1 The work carried out by ICAO through the safety oversight audit programme has been of significance to diagnose the global situation on this very important matter. At the same time, several regional organizations and initiatives have been supporting this work, as is the case of the European Air Safety Agency (EASA) in Europe; the Safety Cooperation Development Programme (COSCAP) in the South Pacific, South Asia, North Asia, West and Central Africa, East Europe and the Caribbean; the Pacific Aviation Safety Office (PASO); and the Regional Safety Oversight Cooperation System (SRVSO) and ACSA in Latin America.

4.2 Within ICAO, particularly in the Technical Cooperation Bureau, taking into account the support to be received from the European Economic Community, most of these bodies and/or systems are known as COSCAP (Safety Cooperation Development Programme), with the exception of EASA in Europe and ACSA and the Regional System (SRVSO) in Latin America, which will not be receiving said support. In any case, it is important to note that a large number of States currently form part of these systems or organizations, as shown below:

COSCAP-SEA (South East Asia)

Brunei Darussalam, Cambodia, Hong Kong (China), Indonesia, LAO PDR, Macao (China), Malaysia, Myanmar, Philippines, Singapore, Thailand and Vietnam.

COSCAP-SA (South Asia)

Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka.

COSCAP-NA (North Asia)

People's Republic of China, People's Democratic Republic of Korea, Japan, Mongolia, Republic of Korea.

COSCAP-UEMOA (West Africa)

Benin, Burkina Faso, Cote d'Ivoire, Guinea-Bissau, Nigeria, Senegal and Togo.

COSCAP-SADC (South Africa)

Angola, Botswana, Democratic Republic of Congo, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.

COSCAP-AM (America)

Argentina, Bolivia, Brazil, Chile, Cuba, Ecuador, Panama, Paraguay, Peru, Uruguay and Venezuela.

ACSA (Central America)

Belize, Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua, Haiti and Panama.

PASO (Pacific Islands)

Australia, Cook Islands, Federate States of Micronesia, Fiji, Kiribati, Nauru, New Zealand, Niue, Palau, Papua-New Guinea, Marshall Islands Republic, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.

EASA (Europe)

Austria, Belgium, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Poland, Portugal, Slovakia, Slovenia, Spain, Switzerland, Netherlands and United Kingdom.

5. PROJECTION INTO THE FUTURE

5.1 As may be seen, most ICAO member States are part of the aforementioned organizations and/or systems, which, in one way or another, are working to support the States in the areas of safety oversight, assistance, auditing and certification, which means that some are probably already capable of conducting the necessary audits and meeting all ICAO standards, while others will be in that position in the short term.

5.2 On the other hand, ICAO, as may be seen, is seeking to become an auditing body in the future, not only in connection with Annexes dealing with safety and acts of unlawful interference but also with other Annexes. With this in mind, an in-depth study should be made as to whether it is economically advisable to centralize audit activities, which, for obvious reasons, would substantially increase the budget of the Organization.

5.3 Consequently, it is convenient that the ICAO Council studies the possibility of reformulating and reorienting the objectives and goals of the Organization regarding these matters, relying on regional organizations and/or systems to carry out the audits and ICAO limiting itself to controlling and certifying these bodies, since auditing 188 member States for compliance of the SARPS of most of the Annexes to the Convention is probably a slow and burdensome task. This, of course, will alleviate the budgetary burden of ICAO and will allow the States themselves, within the framework of the aforementioned bodies and/or systems, and using their own capabilities, to expedite and maintain air transport safety at the appropriate levels.

6. ACTION BY THE ASSEMBLY

6.1 The Assembly is invited to take note of this paper and charge the Council with studying, as soon as required, the possibility of reformulating and reorienting the objectives and goals of the Organization on these matters, taking into account a suitable regionalization of air transportation safety advisory services, oversight and audits, while harmonizing the objectives of the cited bodies and systems on a global basis.