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CHINA'S IMPLEMENTATION OF ANNEX 13 TO THE CONVENTION ON INTERNATIONAL CIVIL AVIATION

(Presented by the People's Republic of China)

INFORMATION PAPER

SUMMARY

This paper is an introduction to China's implementation of Annex 13 to the Convention on International Civil Aviation.

In order to enhance safety management and reduce the accident rate of China's civil aviation, the Chinese civil aviation authorities, proceeding from the Chinese realities and in accordance with the requirements of the Convention and its Annexes, have made great efforts in exploring ways to manage air safety suitable to China's operational environment. The comprehensive safety management of Chinese airlines has enabled a steady improvement in the safety level of Chinese aviation industry in the past three years. The period from May 8th, 2002 to the end of September 2004 has witnessed 900 consecutive days of safe air transportation, which means 5 million flying hours. This represents the longest safety record in China's civil aviation history.

1. INTRODUCTION

1.1 As a Council member of ICAO, China has been strictly following Annex 13 to the Convention on International Civil Aviation. China has carried out many aircraft accident investigations both in China and abroad, which have played a positive role in accident prevention. Meanwhile, China has, based on its actual operation environment, and drawing upon the successful experiences of countries well developed in aviation, actively explored ways of accident prevention in recent years. The major

means of accident prevention include the improvement of government safety oversight system, application of modern technology for aviation safety, enhancement in safety infrastructure and improvement of employees' qualities. Practice shows that such measures are effective and suitable to the Chinese culture environment for safety.

2. CHINA'S IMPLEMENTATION OF ANNEX 13 TO THE CONVENTION

2.1 Accidents and incidents investigation

2.2.1 In accordance with the requirement of Annex 13, China has conducted investigations to all aviation accidents happened to domestic and foreign carriers in China. For example, the accident of MD11 cargo plane of Korean Airlines happened in Shanghai on April 15th, 1999. The accident notice, investigation and report were all done strictly in accordance with the procedures required in Annex 13. During the investigation, China's sound cooperation with countries joining the investigation has played a positive role in accident prevention.

2.2 Preventive measures

2.2.1 Proceeding from China's reality, China has adopted the following measures in accident prevention:

2.2.1.1 Improving the government aviation safety oversight system and defining the responsibilities of the government. Chinese government's aviation safety regulation system is managed via three tiers: China Civil Aviation Administration (CAAC), regional administrations and the safety supervision office. CAAC sets laws, regulations and technical standards for safety, conducts overall supervision and organizes investigation of major air transport accidents. The major functions of regional administrations are to carry out safety management over the civil aviation activities within their respective administration and to organize investigations of air transport accidents, general aviation accidents and incidents. The safety supervision offices are branches of regional administrations. They conduct safety supervisions in their localities and address safety incidents as authorized.

2.2.1.2 Operational Certification of Public Aviation Transportation Carriers. From 2000 to 2001, CAAC conducted operational certification of all 22 airlines then. Currently, all transport airlines in China (altogether 14) have obtained the air operator certificates issued by CAAC.

2.2.1.3 Standardized Management of air traffic control, airports and general aviation companies. In accordance with the Annexes to the Convention, and based on the relevant Chinese laws and regulations, standardized management manuals have been developed for all air traffic control centers, airports and general aviation companies. A responsibility system is set up to stress the safety responsibility of the management. Safety goals are developed and rewards and punishment are clearly defined.

2.2.1.4 Safety Evaluation and Auditing. In 1994, China developed different safety evaluation systems successively for airlines, civil airports and air traffic control centers, taking into account the characteristics of each sector. In recent years, CAAC and its regional administrations have conducted safety evaluations for 17 airlines, 18 airports and 6 air traffic control centers using the above mentioned three evaluation systems.

2.2.1.5 Mandatory Use of QAR to enhance safety. Starting from 1997, the government required all airlines to use flight data recording system and implement QAR. Up till now, 90% of the aircrafts have monitoring devices, and 85% of the flights are under the monitoring of QAR, reaching the monitoring level of the countries well developed in aviation.

2.2.1.6 Establishment and Improvement of Mandatory Aviation Safety Information Reporting System. According to article 8.1 of Annex 13, China has developed *China Civil Aviation Safety Information Management Regulation*, setting forth the time requirement, content, format, reporting means and information publication requirements for accidents, incidents and other unsafe events. At the same time, aviation safety information database system has been set up.

2.2.1.7 Launching of the voluntary reporting system of civil aviation safety. Article 8.2 of Annex 13 recommends all member countries set up voluntary reporting system, so as to collect information that might not be available from the mandatory reporting system. The Chinese government responded to this suggestion actively and formally launched the voluntary reporting system in September 2004. This is to encourage all crew members, maintenance staff and air traffic controllers to take their own or others' errors as precious resources to learn from. Through reporting tables, letters, telephone calls, and emails, information could be sent to related authorities, so as to find out defects and potential dangers in civil aviation operational system, disseminate safety information, share experiences and lessons, find out the weakness of national aviation safety system and to improve the safety level of Chinese aviation industry.

2.2.1.8 Making more efforts in training, improving the technical skill of safety managerial personnel and accident investigation personnel. The Chinese government pays much attention to international exchanges and cooperation. China has actively participated in relevant ICAO training courses and seminars. Besides, China has worked with Airbus, sending safety people to France and UK to receive short-term training on accident investigation, safety management and flight status monitoring. In addition, China has set up its accident investigator training base and cooperated with foreign universities and academies for joint training of Chinese accident investigators.