



THIRTEENTH AIR NAVIGATION CONFERENCE

Montréal, Canada, 9 to 19 October 2018

COMMITTEE B

Agenda Item 7: Operational safety risks

7.2: Operational safety risks at the global, regional and national levels, and the role of RSOOs and RASGs in achieving the GASP goals

REGIONAL SAFETY OVERSIGHT ORGANIZATIONS (RSOOS): EXAMPLES OF ACHIEVEMENTS AND DEVELOPMENTS

(Presented by the Interstate Aviation Committee (IAC) on behalf of
Autorités Africaines et Malgache de l'Aviation Civile (AAMAC),
Agencia Centroamericana para la Seguridad Aeronáutica (ACSA),
Agence Communautaire de Supervision de la Sécurité et de la Sureté de l'Aviation Civile (ACSAC),
Agence de Supervision de la Sécurité Aérienne en Afrique Centrale (ASSA-AC),
Banjul Accord Group Aviation Safety Oversight Organization (BAGASOO),
East African Community Civil Aviation Safety and Security Agency (CASSOA),
Civil Aviation Safety and Security Oversight System (CASSOS),
the European Union (EU)²,
Eastern Caribbean Civil Aviation Authority (ECCAA),
Interim Southern African Development Community Aviation Safety Organization (iSASO),
Pacific Aviation Safety Office (PASO),
Regional Safety Oversight Cooperation System (SRVSOP))

EXECUTIVE SUMMARY

This paper complements and supports the working paper “Strengthening Regional Safety Oversight Organizations (RSOOs)” (AN-Conf/13-WP/158 refers) by providing examples of developments and achievements of some RSOOs.

1. INTRODUCTION

1.1 Today about seventeen initiatives of regional cooperation are launched or in preparation, including institutionalised regional safety oversight organizations (RSOOs), ICAO led-projects and cooperative inspectorate scheme. Thirteen RSOOs are functioning already covering more than 130 States around the world. They are acting in different legal, economical and procedural frameworks but are

¹ English and Russian versions provided by the IAC.

² In the ICAO framework, EASA (the European Aviation Safety Agency) may act as a Regional Safety Oversight Organisation and is a member of the RSOO Cooperative Platform.

sharing the common objective to strengthen the safety oversight performance of their member States. The following provides seven examples of RSOO achievements and on-going developments.

2. DISCUSSION

2.1 Interstate Aviation Committee (IAC)

2.1.1 The Interstate Aviation Committee (IAC), known also as MAK, was founded in 1991 by twelve newly independent states of the former Soviet Union. Being the oldest organisation of such a kind, combining the RSOO and regional accident and incident investigation organization (RAIO) functionalities the IAC proved to be an effective instrument in the flight safety assurance system in the region. Today the IAC is acting within the frame of agreements with seventy-eight States and nineteen international organisations (including ICAO, European Aviation Safety Agency (EASA), International Air Transport Association (IATA), and etc.). The sphere of competences of the IAC delegated by States of the agreement on civil aviation and airspace use in 1991 covered the certification of aircraft, systems, engines, aerodromes and equipment, development of the common legislation, standards and guidance material, developments in the area of the air traffic control (ATC) systems harmonisation, aviation medicine, aviation security, staff training, investigation of air accidents.

2.1.2 Within the past twenty-five years the more than 150 aircraft and engines types, and more than 102 aerodromes have been certified by the IAC. More than 800 air accidents have been investigated. The IAC created the system of aviation rules (AR) harmonised with the Federal Aviation Administration (FAA) and EASA systems. Within the ICAO-MAK project (ICAO/IAC Project RER/01/901), being one of the most stable and effective one since 2001, a batch of the template legislation and guidance material, model Aviation Code, fourteen sets of OPS rules templates have been designed and more than 9 500 specialists participated at training courses, contributing to State's abilities to comply with the ICAO Standards and Recommended Practices (SARPs) significantly. The Report on the twenty-five years of the successful development is available at the website of the IAC – www.mak-iac.org.

2.2 Agency on Aeronautical Safety for Central America (ACSA)

2.2.1 The Agency on Aeronautical Safety for Central America (ACSA) was created as a regional Central American integration organization within the Central American Corporation for Air Navigation Services' (COCESNA) framework (ACSA-Central American Institute for Aeronautical Training (ACSA-ICCAE) and Central American Agency for Air Navigation (ACNA)) to advise and assist the Central American States in aviation safety and security matters since 2000. ACSA has been continuously improving itself and assisting the States in improving their ICAO effective implementation (EI) in the Central American Region. As a result, the current average of EI for the Central America Region is 85.56 per cent.

2.2.2 ACSA has formally developed and established a regional rulemaking process intended to attain the harmonization and standardization of regulations, and training programs for the safety inspectors of the region. In this regard, ACSA has developed a total of twenty-three regulations, twenty of them are written in Spanish and English and nine of them have been approved for regional implementation. As a result, a project for a regional license regulation and implementation process is currently ongoing. In terms of guidance material for the different areas, the process of revision of these documents has just started this year and is expected to be completed by the first quarter of 2019. At the moment, we have a total of eleven joint implementation procedures in English and Spanish.

2.2.3 The Agency is actively participating in the issuance process of air operator certificates (AOCs) for air operators in the region, including the operational approval for reduced vertical separation minimum (RVSM), all-weather operations (AWO), performance-based navigation (PBN), as well as operating certificates (OCs) for airports, training and approved maintenance organizations. Similarly, surveillance activities requested by the member States are within our scope. As part of our products, the Agency has also developed and provided an important information technology (IT) web tool for the States of the region named Regional Data Management Aviation System (SIAR, for its acronym in Spanish) to improve the State's information, database, processes and aeronautical registry. Some of the different modules included in this system are the:

- a) licensing module for aeronautical technical personnel;
- b) test module for theoretical examination of all applicants for licenses and ratings;
- c) activities module to carry out the certification processes;
- d) oversight module to be used by inspectors for scheduling, completion of checklists, oversight reporting and follow up;
- e) module for the aircraft registration, which has been serving the civil aviation authorities and their staff for over fifteen years to comply with the certification and oversight obligations.

2.2.4 Finally, through COCESNA, ACSA offers over eighty aviation courses in all the different aeronautical fields.

2.3 Agence Communautaire de Supervision de la Sécurité et de la Sûreté de l'Aviation Civile (ACSAC) des Etats membres de l'Union Economique et Monétaire Ouest Africaine (UEMOA) (Cooperative development of operational safety and continuing airworthiness programme-UEMOA (COSCAP-UEMOA))

2.3.1 The Agence Communautaire de Supervision de la Sécurité et de la Sûreté de l'Aviation Civile des Etats membres de l'UEMOA (ACSAC) was created on 24 October 2013 by an additional Act of the Presidents of the West African Economic and Monetary Union (UEMOA) member States, in the normal evolution of the cooperative development of operational safety and continuing airworthiness programme-UEMOA (COSCAP-UEMOA) project set up in 2003 and whose activities have started in 2005, following the signing of a Memorandum of Understanding between the UEMOA Commission and ICAO. The primary objective of ACSAC is to promote the development of safe and efficient civil aviation that contributes to the establishment and maintenance of a uniform and high level of safety and security and to promote the protection of the environment in the member States.

2.3.2 Pending the operationalization of ACSAC, the COSCAP-UEMOA project is a transitional body that performs missions assigned to ACSAC on behalf of member States. The COSCAP-UEMOA project has developed some technical regulations in the PEL, OPS, AIR and AGA domains, with associated guidance documents. A common law on civil aviation adopted in 2013 forms the basis of these regulations.

2.3.3 Thanks to the technical activities of the COSCAP-UEMOA member States, the average level of EI has increased from 46 per cent in 2012 to 64 per cent in 2017. Three member States have received the certificate of the President of the Council for exemplary commitments and progress in aviation safety in 2015 and 2016. Another State is nominated to receive the certificate of the President of

the Council in 2018. Five airports have received their aerodrome certificates. Certification activities for three other aerodromes are underway. It is expected that ACSAC will begin operations effectively by January 2019; and the Agency is supposed to be financially autonomous after 2021.

2.4 European Aviation Safety Agency (EASA)

2.4.1 EASA is a regulatory agency of the European Union (EU). Founded in 2002, covering thirty-two States with more than 800 employees and the budget over 160 million euros, EASA is the largest organisation of such a kind nowadays. Its main tasks include the following:

- a) assisting the European Commission in the development of EU rules in the field of aviation safety, air navigation and environment “hard law”, and developing material to ensure their correct application “soft law” (certification specifications, acceptable means of compliance, guidance material);
- b) certification of aeronautical products;
- c) issuing approvals to design, production, maintenance, training and air navigation services organisations as well as flight simulation training device (FSTD) qualifications;
- d) issuing authorisations for third country operators;
- e) [conducting inspections](#), verification of compliance with the EU safety rules by the authorities of the Member States and other investigations;
- f) safety management on the level of the EU through the European Plan for Aviation Safety;
- g) assisting Member States to carry out their tasks ascribed to them by the international conventions;
- h) cooperating with Member States on security matters related to civil aviation; and
- i) other areas such as safety analysis, research, safety promotion and technical assistance to other RSOOs and States.

2.4.2 Among the core features of the EU safety system is the mutual, automatic recognition of all certificates and approvals issued either by EASA or the member States and the clear division of competences between EASA and the member States in performing safety oversight tasks. In 2017 EASA was audited by ICAO under the Universal Safety Oversight Audit Programme-Continuous Monitoring Approach (USOAP-CMA) and its rate of EI is 97.46 per cent. The new founding act of EASA, so-called “Basic Regulation” which is expected to enter into force in 2018 will extend the remit of EASA to new fields including drones, ground handling implementation of the Single European Sky and certain aspects of aviation security.

2.5 Regional Safety Oversight Cooperation System (SRVSOP)

2.5.1 The Regional Safety Oversight Cooperation System in Latin America (SRVSOP) originated as COSCAP- Latin America (COSCAP-LAM) in 1995 and has been operating as an RSOO since 2003, following the signing of a Memorandum of Understanding between the Latin American Civil

Aviation Commission (LACAC) and ICAO. The main objective of the SRVSOP is to establish and operate a regional safety oversight system in the South American (SAM) Region with the required technical, logistical and administrative support.

2.5.2 The SRVSOP has developed thirty-five regulations in OPS, AIR, PEL, ANS and AGA as part of the Latin American Regulations Project, ten inspector's manuals, thirty Advisory Circulars and has a catalogue of thirty courses available for on demand-on site provision for its member States.

2.5.3 Based on a harmonized regulatory framework and its resulting standardization, key achievements include: multinational recognition of approved maintenance organization; training center and medical center certificates; 82.73 per cent average level of EI; four member States awarded with the Council President Certificate for exemplary commitments and progress on aviation safety in the last two years; and a fifteen year, 37 million dollars (U.S.) direct benefit for member States, as measured by the latest cost/benefit study.

2.6 **East African Community-Civil Aviation Safety and Security Oversight Agency (EAC-CASSOA)**

2.6.1 On 18 April 2007 East African Community (EAC) Council of Ministers approved the establishment of the EAC Civil Aviation Safety and Security Oversight Agency (EAC-CASSOA) as an autonomous self-accounting institution of the EAC. CASSOA is mandated by EAC partner States to assist them in their undertaking to make air transport services safe, efficient and profitable while adopting common policies for the development of civil air transport in the region. The Agency is established by two legal instruments, the protocol establishing CASSOA and the CASSOA Act. Since 15 March 2010 CASSOA Headquarters is hosted by the Republic of Uganda having moved from the EAC Headquarters in Arusha, through a Headquarter Agreement signed between CASSOA and Uganda. The EAC CASSOA membership is determined by being a party to the EAC Treaty and acceding to the Protocol. Republics of Burundi, Kenya, Rwanda, South Sudan, United Republic of Tanzania, and Uganda are the current members of CASSOA having signed or acceded to the Protocol and Treaty.

2.6.2 The following are functions that CASSOA carries out for the EAC Partner States:

- a) harmonising operating regulations to ensure that they meet international SARPs;
- b) developing standardised procedures for licensing, approving, certificating and supervising civil aviation activities; and
- c) providing guidance and assistance to partner States including putting in place measures for resource sharing particularly for the technical personnel.

2.6.3 CASSOA operations are enhanced by the great support received from partner States.

2.6.4 CASSOA has successfully carried out the following activities:

- a) development, review and amendment of model EAC Primary Civil Aviation Act and Aircraft Accident and Incident Investigation Act;
- b) development, review and amendment of model EAC Civil Aviation Regulations development, review and amendment of technical guidance materials;

- c) technical assistance to the partner States in preparation for ICAO safety audits and development of corrective action plans;
- d) pooling of resources such as sharing of inspectors;
- e) enhanced capacity building through inspector training;
- f) regional road map for implementation of State safety programmes (SSPs);
- g) EAC examinations system; and
- h) stakeholders engagement through regular regional aviation symposia.

2.6.5 The Agency has initiated a number of projects in the EAC region that include centre for aviation medicine, European Co-ordination Centre for Aviation Incident Reporting System (ECCAIRS) installation and implementation in partner States and automatic validation of PEL.

2.7 BAGASOO

2.7.1 BAGASOO was established in 2010 from the institutionalization of the COSCAP Project via a cooperative agreement signed by the seven BAG member States. Its primary functions are among others: to assist in the development of a harmonized regulatory regime for the member States; provide the member States a focal point that deals with issues relating to certification and surveillance; assist to develop and implement a training and regional safety programme; perform certification and surveillance tasks on behalf of member State CAAs; evaluate the status of aviation safety in the member States through the conduct of audits and other quality assurance activities; plan and facilitate the sharing between member States of technical expertise and facilities in civil aviation; develop and implement programmes that are better implemented on a sub-regional or regional basis.

2.7.2 Some key accomplishments of the Organization since inception include:

- a) establishment of a training policy framework cutting across all safety oversight specialties and supported on a web-based automated recording keeping database application;
- b) development of an inspector activity tracking system for recording and real time analysis of inspector work data and identification of concern and trends for enhanced oversight;
- c) the establishment of Foreign Aircraft Safety Assessment Programme (FASAP) for the BAG Region;
- d) production of generic laws regulations, guidance materials and procedure manuals; and
- e) organisation of priority aviation courses for all BAG member State inspectors.

3. CONCLUSION

3.1 The RSOO model has proved in multiple examples and after years of consistent development effort how it can provide added value, through its ability to provide effective support to States, to drive both harmonisation of aviation safety and increased safety oversight capabilities, while fostering resource sharing and cost savings.

— END —