



INTERNATIONAL CIVIL AVIATION ORGANIZATION

South American Office

**SEVENTH MEETING OF THE SOUTH AMERICAN STRATEGIC
GROUP IN RESPONSE TO COVID-19 REPORT**

EXECUTIVE REPORT

(July 21, 2021)

SEVENTH MEETING OF THE SOUTH AMERICAN STRATEGIC GROUP IN RESPONSE TO COVID-19

1. INTRODUCTION

The seventh meeting of the Strategic Group of the SAM Region in response to COVID-19 (GESAM) was held on July 21, 2021, supported by the conclusion of the last extraordinary meeting of Directors of the SAM Region (DGAC SAM RAAC/17) where it was requested that a strategic working group be established on the guidelines for a regional recovery strategy, which would include the collaborative effort between the States, industry, regional organizations, SRVSOP, in close coordination with CAPSCA and other international organizations.

The objective defined for the seventh virtual meeting was to inform the States of the progress of the Organization for Economic Co-operation and Development (OECD) and ICAO joint project on sector regulators governance indicators to the civil aviation authorities of the Caribbean, Central and South America. It was also reported the progress and new temporary guides of the World Health Organization (WHO) on international travel. In addition, the meeting also aimed to prepare the Region for the future Virtual Meeting of Civil Aviation Directors of the SAM Region, in turn with a view to the HLCC 2021 conference to be held at ICAO headquarters next October 2021.

The virtual meeting agenda addressed 6 topics. (See **Attachment I**)

2. VIRTUAL MEETING OPENING

Mr. Fabio Rabbani, Director of the ICAO SAM Regional Office opened the meeting by thanking the participants for their attendance and conveying the message of the need to look for ways to work more efficiently and to demonstrate the importance of air transport to other sectors, including the health sector, which has significant challenges. He emphasized that it is imperative to effectively communicate the impact that austerity measures can generate in the States and that they should at least be minimized in the civil aviation sector, given that, if the sector loses human and technical resources for these reasons, when it is the moment of recovery where the demands and demands will return, if the aviation system has been weakened, it takes time to recover those technical resources and the response is not immediate, which could be returned in later impacts if our authorities do not they are ready. Another point that the Regional Director emphasized was about compliance with ICAO provisions. He emphasized that many of these standards to be met also serve to make the system work more efficiently. Finally, he indicated the need for harmonization in recovery and the need to establish a framework based on risk management that allows a coordinated response not only to this pandemic, but to future challenges.

The presentations shown that day, in addition to the recording of the Meeting and this report are available on the site: <https://www.icao.int/SAM/COVID-19>

3. ASSISTANCE

It was attended by 59 delegates from the Civil Aviation Authorities of the South American Region and other organizations including FAA, EASA, ACI-LAC, ALTA, BOEING, OECD and WHO. The list of participants appears in **Attachment II** of this report.

The Meeting was held virtually using the Zoom platform and was held in Spanish and English.

4. SUMMARY OF PROPOSED CONCLUSIONS

GESAM7/01 CONCLUSION	<p>Operational Safety Aspects to raise to the Virtual Meeting of General Directors of Civil Aviation of the SAM Region</p> <p>The States Focal Points consider among the topics that their Ministers could address during the HLCC conference, the WP related to Elements to take into account for the future integration of the SSPIA evaluations with the traditional CMA USOAP evaluations to sensitize the conference on the implementation needs of these improvements by the SAM States.</p>
GESAM7/02 CONCLUSION	<p>Importance of the SSP in the future processes of aviation recovery and maintenance of Civil Aviation Authorities</p> <p>The States Focal Points consider among the issues that their Ministers could address during the HLCC 2021 conference, the WP related to the importance of the SSP in future aviation recovery processes and in the sustainability of Civil Aviation Authorities to encourage to the conference on the need to implement the SSP according to the planning of each region.</p>

5. DEVELOPMENT OF THE VIRTUAL MEETING

Item #2: Presentation of the ICAO-OECD Project

Under this Agenda Item # 2, the Organization for Economic Cooperation and Development (OECD) made a brief presentation of the Project that they are carrying out in conjunction with ICAO on the extension of the OECD Indicators on the governance of regulators from the sector to the civil aviation authorities of the Caribbean, Central and South America.

OECD presented information on the network of economic regulators (NER), which brings together more than 70 regulators from 30 different states and regions of the world. It is an open forum that promotes dialogue, sharing of best practices and guidelines for the governance of regulators in the world.

The OECD representative explained the indicators they use to measure and compare the governance of regulators. These indicators are based on 3 components: independence, accountability and scope of action.

She explained the work done with ICAO and the application of a survey on governance in the CAAs, which undergoes a validation process by the OECD. She finally showed a project schedule showing the next steps, including the creation of the database and the review and sharing of results with ICAO and the States.

Before a query from a State on the purpose and applicability of the survey results, OECD explained that the survey result should be useful to identify improvement opportunities and strengths at the state level, to achieve better management of the Civil Aviation Authorities.

Additionally, another State shared their experience in the application of the OECD guidelines for the issuance of regulations on air transport and asked if it would be possible to hold a series of talks or meetings to review the OECD guide to analyze whether it is applicable to the CAAs of the SAM States. The Secretariat recalled the work that has been carried out for more than 5 years on issues of institutional strength and the broad support received from headquarters to finance this project with the OECD. Likewise, it was reported that after the OECD analysis, it is planned to develop ICAO guidance material on institutional strength, including chapters on best practices and where many possibilities are opened, including best practices on the development of regulations. It was also highlighted that the expectation of the study is an incentive for several States to start work based on an internationally proven model, which will help prioritize efforts to strengthen their efforts.

Finally, the Secretary recalled the relationship of this project with the recovery of the region (meeting topic). The importance of the strength of the authorities of the sector in order to carry out the expected recovery.

Item #3: Operational Safety Aspects to raise to the Virtual Meeting of General Directors of Civil Aviation of the SAM Region

Under item 3, the Meeting was informed about the information paper 01 on a list of working papers that have been prepared by various States of the SAM Region to be presented at the next HLCC2021 conference.

The Meeting analyzed Working Paper # 03 on “*Elements to take into account for the future integration of the SSPIA evaluations with the traditional CMA USOAP evaluations*”, which proposes a series of elements to take into account for the future integration of State Safety Programme Implementation Assessment (SSPIA) with the traditional CMA USOAP evaluations, generating an orderly and progressive process towards the future consolidation of the evaluations with a prescriptive and by performance approach, with the following three elements to be considered:

1. There is a need to consolidate the SSPIA evaluations. Due to the Pandemic and its impact on the programming and scheme, it is considered important to anticipate a new period for the implementation of the SSPIA evaluations as a prior and mandatory step for future integration.
2. There is a need for an aggressive SSPIAs evaluators training program in all ICAO regions.
3. The establishment of a State Safety Programme Implementation Assessment Program SSP (SSPIAs) that allows evaluating the States maturity level in the implementation of their SSP, with which the real implementation and consolidation of the SSPIAs will be achieved.

The determination of differentiated methodologies for the SSPIA evaluations and the traditional USOAP CMA evaluations is also added as an additional element in the future integration. The aforementioned integration does not necessarily imply the application of a single methodology, especially considering that it has been determined that the SSP implementation evaluations will complement and will not affect the State’s effective implementation percentage.

The lack of the aforementioned elements could constitute elements that further slowdown the implementation of the SSP in the majority of the States of the world, and therefore the Meeting agreed to adopt the following conclusion:

GESAM7/01 CONCLUSION- <i>Operational Safety Aspects to raise to the Virtual Meeting of General Directors of Civil Aviation of the SAM Region</i>	
What: The States Focal Points consider among the topics that their Ministers could address during the HLCC conference, the WP related to Elements to take into account for the future integration of the SSPIA evaluations with the traditional CMA USOAP evaluations to sensitize the conference on these improvements implementation needs by the SAM States.	Expected impact: <input checked="" type="checkbox"/> Political / Global <input type="checkbox"/> Inter-regional <input type="checkbox"/> Economic <input type="checkbox"/> Environmental <input checked="" type="checkbox"/> Operational/Technical
Why: The SAM Region must take measures and have adequate preparation to face future SSPIA evaluations.	
When: before HLCC 2021	Status: Valid
Who: <input checked="" type="checkbox"/> States <input checked="" type="checkbox"/> ICAO Secretariat <input type="checkbox"/> ICAO HQ <input type="checkbox"/> Others	

Then, the Meeting analyzed Working Paper 6, which presents to the Strategic Group of the South American Region the benefits that the SSP implementation provide to the States, especially those with a significant limitation of resources due to the COVID-19 pandemic, through improved data-based safety management, which leads to greater efficiencies and therefore lower costs for the aviation system and administrations.

As conclusions of the Working Paper, the following were indicated:

- take advantage of the economic, efficiency and safety benefits offered by the program, once it has been implemented;
- considerably improve operational safety, increasing the percentages of effective implementation (EI) and reducing accident rates in all aviation sectors of each State; and
- meet the goals of the State GASP, SAMSP and NASPs¹.

¹ GASP: Global Aviation Safety Plan. SAMSP: SAM Safety Plan. NASP: National Aviation Safety Plan.

The Meeting agreed to adopt the following **Conclusion**:

GESAM7/02 CONCLUSION- <i>SSP Importance in the aviation recovery and maintenance of Civil Aviation Authorities future processes</i>	
<p>What:</p> <p>The States Focal Points consider among the issues that their Ministers could address during the HLCC 2021 conference, the WP related to the SSP importance in future aviation recovery processes and in the sustainability of Civil Aviation Authorities to encourage to the conference on the need to implement the SSP according to each region planning.</p>	<p>Expected impact:</p> <p><input checked="" type="checkbox"/> Political / Global <input type="checkbox"/> Inter-regional <input type="checkbox"/> Economic <input type="checkbox"/> Environmental <input checked="" type="checkbox"/> Operational/Technical</p>
<p>Why:</p> <p>To take advantage of the economic, efficiency and safety benefits offered by the SSP, once it has been implemented, which will considerably benefit the States aviation and economic sector recovery.</p>	
<p>When: before HLCC 2021</p>	<p>Status: Valid</p>
<p>Who:</p> <p><input checked="" type="checkbox"/> States <input checked="" type="checkbox"/> ICAO Secretariat <input type="checkbox"/> ICAO HQ <input type="checkbox"/> Others</p>	

Item #4: Facilitation Aspects to raise to the Virtual Meeting of Directors General of Civil Aviation of the SAM Region

Under this Agenda Item, the Meeting analyzed Working Paper 04 that deals with considerations regarding the impact of COVID-19 confronting actions on air transport facilitation, such as different multilateral agencies resolutions and guidelines to States, and the challenges of implementing the measures in a harmonized manner among the States.

The WP presented some challenges in the States CART measures harmonization and implementation and highlighted several aspects, such as this same group identified an opportunity to improve coordination among multilateral agencies that support Member States (ICAO, WHO / PAHO , UNDP, ILO, etc.), to convey the same message to higher state entities and avoid contradictory messages.

It was commented that in order to deal with COVID-19, several States have created emergency committees with the participation of different sectors, apart from the committees already existing in the State. The air transport sector participation in these committees is essential to seek measures harmonization and to promote the discussions and experience exchange.

The Public Health Corridors (PHC) that are being worked on in the Region and the PHCs ICAO iPack availability was commented on. This implementation assistance package (iPack), aimed at assisting States in the establishment of PHCs in accordance with Recommendation 14 (revised) of the ICAO Aviation Recovery Task Force (CART) and the Manual of Cross-Border Risk Management Measures and

Diagnostic Tests (Doc 10152). For the launch of the PHC iPack², information has been incorporated from States' responses to the ICAO Survey on Cross-Border Risk Management Measures and COVID-19 Diagnostic Tests conducted in February 2021.

Finally, the Meeting was invited to take note of the importance of the air transport sector representatives presence in the State decisions regarding COVID-19 that may impact air transport facilitation and to comment on the States experience and perception on the coordination level between multilateral agencies for the issuance of joint resolutions and guidelines on COVID in aviation for the different State entities.

Item #5: Measures Harmonization Aspects in the aviation system in response to COVID-19 to raise to the Virtual Meeting of Directors General of Civil Aviation of the SAM Region - WHO / PAHO Presentation

Under Item 5, The Meeting analyzed Working Paper 02 that presented a new WHO guide on social and public health measures, including one that would allow the flexibility of measures for individuals with natural or vaccine-induced immunity and other provisions. Next, the representative of the Pan American Health Organization (PAHO) began her presentation on the temporary guides on international flights.

Presentation Pan American Health Organization (PAHO) / World Health Organization (WHO)

Presentation about recent WHO measures, according to the last 8th meeting of the IHR³ COVID19 emergency Committee ([https://www.who.int/news/item/15-07-2021-statement-on-the-eighth-meeting-of-the-international-health-regulations-\(2005\)-emergency-committee-regarding-the-coronavirus-disease-\(covid-19\)-pandemic](https://www.who.int/news/item/15-07-2021-statement-on-the-eighth-meeting-of-the-international-health-regulations-(2005)-emergency-committee-regarding-the-coronavirus-disease-(covid-19)-pandemic)). From there, several recommendations came out, including:

- **Continue a risk-based approach to facilitate international travel and exchange information with WHO on the application of travel-related measures and their public health rationale.** According to the IHR, measures (for example, use of masks, laboratory tests, isolation / quarantine, and vaccination) should be based on risk assessments, consider local circumstances, and avoid imposing the financial burden on international travelers accordingly with article 40 of the IHR. [Link to WHO guide.](#)
- **DO NOT require proof of vaccination against COVID-19 for international travel** as the only route or condition that allows international travel, given the limited access and unequal distribution of COVID-19 vaccines globally. [Link to WHO Interim Position Paper.](#) According to WHO guidelines, [link to WHO guide](#), States Parties should consider a risk-based approach to facilitate international travel, exempting, where appropriate, from requirements such as laboratory testing and / or quarantine.
- **Recognize, in the context of international travel, all vaccines against COVID-19 that are included in the WHO Emergency Use List.** In addition, States Parties are encouraged to include information on the “COVID-19 status”, in accordance with the [WHO guidance](#), in the booklet, published by WHO, containing the International Certificate of Vaccination or Prophylaxis; and to use the digitized version when available.

² States can visit the following website: www.icao.int/ipack or email ipack@icao.int to access more information about this iPack and its purchase.

³ IHR: International Health Regulations

The Meeting took note as well of the aspects of each one of the recommendations and the “supplementary” measures, which are not contemplated by WHO but that several States are implementing, such as exit and / or entrance screening for signs of COVID -19, laboratory tests for SARS-CoV-2, quarantines, border closures and even vaccination tests in the context of international travel and what is indicated in the regulations regarding the costs associated with such measures

The Meeting also took note of the guidelines for:

- **Accelerate work to establish up-to-date means of documenting travelers' “COVID-19 status”, including vaccination, SARS-CoV-2 virus infection history, and SARS-virus laboratory test results. CoV-2.** This includes both a **provisional booklet update**, published by WHO, which contains the Vaccination or Prophylaxis International Certificate, as well as **digital solutions** that allow the verification of relevant information.

After WHO's presentation, a region's State representative thanked the presentation and asked about digitization mechanisms recommendations, given that the vaccination scheme in their State is advanced with two doses in more than 60% of the population and there are applications and monitoring mechanisms in place. It was commented that in addition they are working with IATA to bring these measures applicable to international travelers.

They commented that currently it has not been defined who (if the airline or another) would be in charge of data collection. In response to the question, the PAHO specialist commented that the procedures would be similar to the procedures that are carried out for the verification that are applied for a yellow fever certificate, and be developed in those States that do not apply this procedure. However, there is always a doubt with the responsibility of the airlines or third parties in the validation of health documents.

Finally, despite having digital procedures or mechanisms, States should also prepare mechanisms that allow verification without digital use (manual). In summary, 3 users are those who should have access to these documents: 1. The passenger, 2. Migration authorities, and 3. Health authorities. Finally, she stressed that WHO will not specify or recommend explicit digital solutions and will leave it to the States to decide the best mechanism according to their reality and resources. She added that WHO is nevertheless about to publish guidance documents on computer developments.

Another State asked if these initiatives are going to be presented at the HLCC2021, given the importance of showing them at a ministerial level. The PAHO representative commented that she did not have such information, but that she anticipates that colleagues from WHO headquarters in Geneva, who work hand in hand with ICAO Headquarters, could present this information. She added that both she and WHO colleagues in Geneva are actively participating in CART meetings.

The same State added that, if this information is presented at the HLCC, the Region should work towards the conference on these guides. The PAHO representative commented on an upcoming high-level meeting of States organized by PAHO.

WP05: Operational Restrictions Impact on Air Transport Recovery - Presented by ACI LAC

Next, the Meeting analyzed ACI LAC's Working Paper # 5 that expressed concern about the operational restrictions imposed by several countries in the region, as a result of the COVID-19 pandemic, due to the negative impact they have on air transport recovery. The WP mentioned that these restrictions are not necessary, since the protocols and recommendations of ICAO and other international

organizations recommend the need for these measures to be flexible and to respond to risk conditions and risk tolerance, to allow the recovery of the sector.

The representative of ACI-LAC commented that in alignment with the measures recommended by ICAO in its CART group and the document "Takeoff", the airports of our region have implemented all the protocols and recommendations of the International Civil Aviation Organization (ICAO), the World Health Organization (WHO), Airports Council International (ACI), the Centers for Disease Control of the United States (CDC) and Europe (ECDC), in order to offer a safe airport space for air Transport workers and users.

He emphasized that, in fact, the airports in our region were among the first in the world to obtain the ACI Airport Health Accreditation (AHA), which assesses the degree of adequacy of their sanitary measures against the guidelines of the document "Take-off: Guidance for Air Transport During the Health Crisis Caused by COVID-19" from the ICAO Council's Aviation Recovery Task Force (CART).

However, the capacity restrictions implemented in some countries of the region continue to be a limitation for the recovery of the sector. Measures such as the limitation of the number of operations per hour or the number of passengers per day, limit the offer and make it difficult to recover air transport.

Similarly, some countries have imposed limitations on the increase in air operations to ensure physical distance between passengers within airport terminals. This has given rise to situations such that, while the airlines are willing to increase air operations due to the increase in demand, the authorities do not allow it due to the difficulty of maintaining the physical distance between passengers due to the increase in traffic resulting from those additional air operations.

From ACI-LAC they extended their concern and requested support from the Region States to eliminate measures such as the closure of borders or the imposition of operational limitations on air transport, mainly because there is no direct relationship between these measures and the evolution of the pandemic. The recovery of the sector requires the fundamental support of governments, promoting initiatives such as the implementation of digital certificates (and paper) for the presentation of negative tests and vaccination guidelines, which are recognized internationally, as well as the urgent harmonization of the different measures to boost the aviation industry.

Finally, ACI LAC invited the Meeting to:

- a. Consider the ICAO recommendations through its CART document "Takeoff: Guidance for air transport during the health crisis caused by COVID-19" as well as from other international organizations when implementing operational restrictions.
- b. Promote initiatives such as the implementation of digital certificates (and paper) for the presentation of negative tests and vaccination guidelines.
- c. Harmonize the different measures among all countries for the aviation industry recovery.

The Meeting took note of the industry's concern regarding the measures implemented by the States.

6. MEETING CLOSURE

After the presentations, the EASA representative indicated that he shares ACI LAC reflections and also explained about the process of preparing Working Papers for the HLCC.

The EASA representative also reported on the vaccines recognition for air traffic between Europe and Latin America, since there are vaccines in Latin America that are not used in Europe.

The Secretariat also explained the invitation and registration process for the HLCC. The vaccination requirements for air traffic personnel and others were also consulted. The PAHO representative commented that in conjunction with several organizations, it has been promoted and recommended to vaccinate all personnel related to maintaining essential traffic, including crews, immigration and air traffic personnel, among others.

Attachment I

Meeting Proposed Agenda

(Prepared by Secretariat)

Item	Proposed process	Schedule
1. Opening Time: 15 min Purpose: Information Presented by: Secretariat	<ul style="list-style-type: none"> Opening words Introduction and Agenda Presentation. 	09:00 – 09:15
2. ICAO-OECD Project Presentation Time: 15 min Purpose: Information Presented by: Alexis Durand - OECDE	<ul style="list-style-type: none"> Presentation on the extension of the OECDs sector regulators governance Indicators to the civil aviation authorities of the Caribbean, Central and South America 	09:15 – 09:30
3. Operational Safety aspects to raise at the Virtual Meeting of Directors General of Civil Aviation of the SAM Region Time: 25 min Purpose: Information Presented by: Secretariat	<ul style="list-style-type: none"> Working Paper(s) Analysis aiming to recommend to the next virtual meeting of Directors to adopt a Conclusion to present the topic of Operational Safety to the Ministers participating in the HLCC2021. 	09:30 – 09:55
4. Facilitation aspects to raise to the Virtual Meeting of Directors General of Civil Aviation of the SAM Region Time: 25 min Purpose: Information Presented by: Secretariat	<ul style="list-style-type: none"> Working Paper(s) Analysis aiming to recommend to the next virtual meeting of Directors to adopt a Conclusion to present the topic of Facilitation to the Ministers participating in the HLCC2021. 	09:55 – 10:20
5. Aspects of Harmonization of measures in the aviation system in response to COVID-19 to raise to the Virtual Meeting of Directors General of Civil Aviation of the SAM Region – WHO/PAHO Presentation Time: 30 min Purpose: Information Presented by: Roberta Andraghetti - PAHO Secretary	<ul style="list-style-type: none"> WHO guidance Presentation on <i>Technical Considerations for Implementing a Risk-Based Approach to International Travel in the Context of COVID-19</i> •WP presentation on WHO guide 	10:20 – 10:45
6. Results and conclusions of the Meeting Time: 15 min Purpose: Feedback Presented by: Secretariat and Strategic Group	<ul style="list-style-type: none"> Conclusions for the future DGAC meeting 	10:45 – 11:00

Attachment II
LISTA DE PARTICIPANTES / LIST OF PARTICIPANTS

ARGENTINA

1. Romina Ainstein
2. Diego IDIART
3. Laura Zelarayan
4. Carla Grispi

BOLIVIA

1. Alejandra Cortez
2. Iram Marcelo Espinoza
3. Luis Orellana

BRASIL / BRAZIL

4. Marcela Anselmi
5. Diana Ferreira
6. Astor Neto
7. Diego José Pereira da Silva
8. Jorge Avila

CHILE

9. Paula Marinkovic
10. Moises Muñoz

COLOMBIA

11. María Camila Díaz
12. Lina Diaz
13. Sergio Paris

ECUADOR

14. Diego Castro

GUYANA

15. Dinello Mahabir

PANAMA

16. Icenith Arosemena

PARAGUAY

17. Sixta Bogado
18. Guillermo Bonetto
19. Hernan Colman
20. Raquel Guastella
21. Gustavo Jara
22. Luisa Llerena

PERÚ

23. Eliseo Salcedo
24. Verónica Pajuelo

SURINAME

25. Cosmo Wong
26. Cindy Toemin

URUGUAY

27. Laura Albano
28. Sergio Morales

VENEZUELA

29. Lenin Sequeira

ACI- LAC

30. Rafael Echevarne
31. María Elena Sandoval

AIRBUS

32. Andreas Kohn
33. Santiago Saltos
34. Bruno Fargeon

ALTA

35. Virgnio Corrieri
36. Gonzalo Yelpo

BOEING

37. Paulo Monteiro

CANSO

38. Javier Vanegas

EASA

39. José Luis Penedo

FAA

40. Claudio Bartolucci

OCDE /OECD

41. Alexis Durand
42. Mariana del Rio

OPS/WHO

43. Roberta Andraghetti

OACI/ICAO

- 44. Fabio Rabbani
- 45. Oscar Quesada Carboni
- 46. Pablo Lampariello
- 47. Marcelo Ureña
- 48. Fabio Salvatierra
- 49. Fernando Hermoza
- 50. Jorge Armoa
- 51. Doaldo Navai
- 52. Rodrigo Ribeiro
- 53. Ana María Díaz
- 54. Valeria Ramos
- 55. Daniel Barafani
- 56. Marisa Paez
- 57. Eva Ramírez

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