International Civil Aviation Organization

CAR/SAM Planning and Implementation Regional Group (GREPECAS) Twenty-Fifth Scrutiny Working Group Meeting

GTE/25

Final Report

Rio de Janeiro, Brazil, 18 to 22 August 2025

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This report presents the outcome of the analysis of the data presented at the twenty-fifth meeting of the GREPECAS Scrutiny Group – GTE/25.

As part of the RVSM airspace monitoring of the CAR/SAM regions.

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HISTORICAL

ii.1 Place and Date of the Meeting

The CAR/SAM Planning and Implementation Regional Group (GREPECAS) Twenty Fifth Scrutiny Working Group Meeting (GTE/25) was held in Rio de Janeiro, Brazil, from 18 to 22 August 2025, at the facilities of the Historical Institute– Cultural Da Aeronautica (INCAER).

ii.2 Opening Ceremony

The Brig. Eng. André Eduardo Jansen, Head of the Technical Sub-Department of the Airspace Control Department (DECEA), from the Department of Airspace Control (DECEA), extended his appreciation for the participation of attendees at the Meeting and highlighted the agenda topics, expressing his best wishes for the success of the event.

The Secretariat welcomed all participants from the States and international organizations gathered at the Meeting.

ii.3 Organization of the Meeting

Mr. Roberto Sosa, Regional Officer Air Traffic Management (ATM) and Search and Rescue (SAR) of the ICAO South American Regional Office acted as Secretary of the Meeting, assisted by Mr. Eddian Méndez, Regional Officer Air Traffic Management (ATM) and Search and Rescue (SAR) of the ICAO North American, Central American and Caribbean Regional Office (NACC). Mrs. Diana Maria Luque Salcedo acted as GTE Rapporteur.

ii.4 Working Languages

The working languages of the Meeting were English and Spanish. The working papers, information papers and draft report of the meeting were available to participants in both languages.

ii.5 Schedule and Working Arrangements

It was agreed that the working hours for the sessions of the meeting would be from 08:00 to 15:30 hours daily with adequate breaks.

ii.6 Agenda

Agenda Item 1: Draft Agenda and Schedule Approval

Agenda Item 2: Review of the conclusions and recommendations of previous CARSAMMA and Scrutiny Group meetings

a) Review of previous conclusions
b) Review of previous recommendations

Agenda Item 3: Review of the results of the analysis of Large Height Deviations (LHD)

a) Indicator data on points of highest occurrence of LHD events
b) Actions taken to improve data capture of LHD events and to improve RVSM status capture by States of Registry or the Operator
c) Results of the safety assessment project in RVSM airspace for the CAR and SAM Regions
d) Trend identification
e) Lessons learned by CAR/SAM States to reduce the number of LHDs
f) Report on the progress of States in reducing LHDs

Agenda Item 4: Activities and tasks to be reported to GREPECAS

a) Review of tasks to be reported to GREPECAS
b) GTE/PA-RAST cooperation

Agenda Item 5: Other business

a) Flight Plan Audit Report
b) Bilateral working meetings
c) Collision Risk Model (CRM) workshop
d) Other matters

ii.7 Attendance

The Meeting was attended by 14 States/Territories from the CAR and SAM Regions and 1 International Organization, totalling 40 delegates as indicated in the list of participants.

ii.8 List of Working and Information Papers and Presentations

The whole documentation of the Meeting is available at the following link:

https://www2023.icao.int/SAM/Pages/MeetingsDocumentation.aspx?m=2025-GTE25

Number	Agenda Item No.	Title	Prepared and presented by
WP/01	1	Issues to be addressed, working arrangements, schedule, and work plan	Secretariat
WP/02	3	Shared risk analysis between the area control centre (ACC) and pilots in Event E cases (E1 – Coordination error and E2 – Lack of coordination)	Ad Hoc Group
WP/03	3	Safety assessment of RVSM airspace in the CAR–SAM FIRs	CARSAMMA
WP/04	3	Vertical safety analysis for Mexico's airspace in 2024	NAARMO
WP/05	3	Assessment of operational safety for RVSM airspace within the CARSAM FIR regions	CARSAMMA
WP/06	3	Impact of incursions by non-certified aircraft on RVSM airspace	CARSAMMA
WP/07	4	Analysis of RVSM air movements in the CAR/SAM region reported in 2024 – F0 form	CARSAMMA
WP/08	5	Aircraft audit process	CARSAMMA
WP/09	3	Vertical safety assessment for the Caribbean airspace designated to the NAARMO RMA – 2024	NAARMO
WP/10	3	Guide for identifying human error and mitigation measures for LHD events	Ad Hoc Group
WP/11	2	Revision of conclusions and recommendations issued at previous CARSAMMA meetings and by the Scrutiny Group	Secretariat

Number	Agenda Item No.	Title	Prepared and presented by
IP/01	------	General information	Secretariat
IP/02	3	Most recurrent events and mitigation actions adopted by Brazil	Brazil
IP/03	5	Monitoring of traffic compliance under NAARMO	NAARMO
IP/04	5	NAARMO's long-term RVSM height-monitoring burden	NAARMO
IP/05	3	Frequency of failure occurrences	CARSAMMA
IP/06	3	Action plan for the mitigation of LHD events related to the GTE/24	Haiti
IP/07	5	Contingency plan update for the Maiquetia FIR	Venezuela
IP/08	5	Progress in the development of the data collection tool for analysis of CAR/SAM RVSM airspace	Secretariat
IP/09	5	Action plan related to CRM for the Santo Domingo FIR	Dominican Republica
IP/10	5	RASG-PA/GREPECAS collaboration on Large Height Deviations in Reduced Vertical Separation Minimum Airspace (RVSM)	PA-RAST
IP/11	5	Guidance manual for focal points accredited to CARSAMMA	Secretariat
IP/12	3	LHD mitigation measures implementation – Progress by Trinidad & Tobago	Trinidad & Tobago

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Agenda Item 1: Draft Agenda and Schedule Approval

1.1 The meeting began with the review of NE/01 submitted by the Secretariat, which included the proposed agenda and the order of items to be addressed. The Secretariat emphasized that the agenda for GTE/25 includes all the matters usually covered in the in-person meetings of the scrutiny group, for which the respective working papers and information papers have been provided to address all topics of interest.

1.2 The participants approved the agenda proposed by the Secretariat, and it was therefore established as the final agenda for the meeting.

Agenda Item 2: Review of the conclusions and recommendations of previous CARSAMMA and Scrutiny Group meetings

a) Review of previous conclusions
b) Review of previous recommendations

2.1 The Secretariat presented WP/11 for the review of the previous conclusions and recommendations of the GTE. During the meeting, a detailed analysis and review of all active conclusions to date was conducted.

2.2 In this review, the participants went through each of the conclusions and recommendations. The results were as follows:

- Conclusion GTE/18/3 was considered invalid due to the lack of feasibility to advance with the performance measurement in ATS services.
- Conclusion GTE/18/4 was closed, as a cooperation mechanism between the GTE and PA-RAST had been implemented.
- Conclusion GTE/19/02 (a) was considered completed with the implementation by CARSAMMA of a mechanism to collect data related to PBCS.
- Conclusion GTE/24/01 was closed, with all associated tasks completed.
- Conclusion GTE/24/02 was closed through the review of the manual for accredited points of contact to CARSAMMA, establishing them as permanent actions.
- Conclusion GTE/24/03 was closed, as collaborative work between GTE and RASG PA is already underway.
- Conclusion GTE/24/06 was closed, and the remaining actions are now included in Conclusion GTE/24/04.
- Conclusion GTE/24/07 was closed with the presentation of the Ad Hoc Group's work in WP/02.
- Conclusion GTE/24/09 was closed with the presentation of the Ad Hoc Group's work in WP/10.
- Conclusion GTE/24/10 was closed with the presentation to GREPECAS of the updated guidance manual for the points of contact accredited to CARSAMMA.

2.3 During the review of the conclusions and recommendations, the Secretariat reminded the participants that, even when conclusions and recommendations are finalized, they still represent tasks and commitments as part of the GTE's work, making it important to follow up on them.

2.4 The status and follow-up comments for each conclusion are based on the review carried out by the Secretariat and the representatives of the States and International Organizations.

Agenda Item 3: Review of the results of Large Height Deviation (LHD) analysis

a) Indicators data on points of greatest occurrence of LHD events
b) Actions taken for the improvement of LHD event data capture and for the improvement of RVSM state capture by Registry States or the Operator
c) Results of the RVSM airspace safety assessment project for the CAR and SAM Regions
d) Identifying trends
e) Lessons learned by CAR/SAM States to reduce the number of LHDs
f) Report on the progress of the States in the reduction of LHDs.

3.1 Under this agenda item, the meeting considered the study notes WP/03, WP/05, and WP/06 and the information note IP/05 submitted by CARSAMMA, as well as the study notes WP/04 and WP/09, and the information notes IP/03 and IP/04 submitted by NARMO, the study note WP/10 submitted by the Ad Hoc Group, the information paper IP/06 submitted by Haiti (English only), and the information paper IP/12 submitted by Trinidad and Tobago (English only).

3.2 The Rapporteur, on behalf of the Ad Hoc Group GTE24/07, presented WP/02, containing the results of the proposed review of the existing methodology for analysing and evaluating type E events that involve delays in communication between flight crews and Air Traffic Services (ATS).

3.3 The Ad Hoc Group conducted an analysis of the classification and evaluation methodology for LHD class E events according to the terms of reference agreed upon by the group. The GTE classifies events as code E (E1: coordination error; E2: lack of coordination), without considering the operational errors by crews, such as failing to contact the adjacent FIR when receiving and coordinating communication transfer or not establishing communication when entering a FIR or crossing mandatory reporting points. The duration of an LHD event has an adverse effect on TLS; thus, the crews' non-compliance with calling procedures before entering a FIR and reporting when passing mandatory reporting points negatively increases the vertical collision risk calculation for the FIR under study.

3.4 Based on the suggested actions and discussions generated by this note, the following Decision was approved:

DECISION GTE/25/01	**SHARED RISK BETWEEN ATC AND FLIGHT CREWS IN TYPE E EVENTS**
That: Considering events in which flight crews experience communication delays when entering a FIR: a) The Secretariat, in coordination with the Rapporteur, will submit an WP/IP to PA-RAST with the results of the work on the risk associated with aircraft experiencing communication delays when entering a FIR, with the aim of establishing a mechanism for periodic reporting from GTE to PA-RAST.	**Expected impact:** ☐ Political / Global ☐ Inter-regional ☐ Economic ☐ Environmental ☒ Technical/Operational

b) The Points of Contact accredited to CARSAMMA will assign code "M" in the reports, with detailed information for each event, so that CARSAMMA can analyse and present them periodically. c) The Rapporteur will hold a meeting with the Points of Contact accredited to CARSAMMA to provide information on this update.	
Why: To ensure correct identification and root cause analysis of these events.	
When: Report to GTE/26	**Status:** ☒ Valid / ☐ Invalid / ☐ Finalized
Who: ☒ States ☒ ICAO ☒ Others	GTE Rapporteur

3.5 CARSAMMA presented WP/03 with a summary of the vertical collision risk (CRM) calculation in the CAR/SAM Regions. The RVSM airspace monitoring conducted by CARSAMMA covers 34 Flight Information Regions (FIRs) in the Caribbean and South America. Each FIR is considered an individual system, with its own statistical parameters.

3.6 This analysis identified that the FIRs of La Paz (SLLF), Panama (MPZL), Curaçao (TNCF), Port-au-Prince (MTEG), and Santo Domingo (MDCS) presented risks above the Target Safety Level (TLS).

3.7 During the analysis of this Study Note, the COCESNA representative reported that automation in the CENAMER FIR has significantly contributed to reducing LHDs. Likewise, the Barranquilla FIR representative highlighted that controller familiarization has positively impacted the reduction of these events, while Venezuela reported improvements after implementing internal procedures for managing LHDs. On the other hand, the Curaçao FIR representative noted that the lack of validation by adjacent FIRs has resulted in an increase in LHDs in their airspace. The Secretariat reiterated the importance of complying with the validation procedure before reporting events to CARSAMMA.

3.8 During the asynchronous virtual phase of the meeting, the Dominican Republic requested that CARSAMMA provide FIRs exceeding the TLS with the factors that negatively affected the CRM calculation, as was done in WP from GTE24. The Rapporteur supported this comment, as this information is crucial for mitigating these risks by the FIRs experiencing these external risks.

3.9 NAARMO presented WP/04 with the report on vertical safety monitoring for the continuous and safe use of Reduced Vertical Separation Minimum (RVSM) in Mexican airspace. NAARMO has access to the FAA Traffic Flow Management System (TFMS), which includes aircraft observations in Mexican airspace. This data includes flight observations from four Area Control Centres (ACC): Mexico City (MMEX), Monterrey (MMTY), Mazatlán (MMZT), and Mérida (MMID).

3.10 Fifty-five LHD incidents were reported during the 2024 calendar year. Upon review, twenty-two incidents were considered a risk. Fourteen of these twenty-two LHD reports involved coordination errors in ATC transfer (LHD categories E1, E2, and F), showing a decrease compared to the 43 coordination errors reported in 2023.

3.11 The total risk estimate (TLS) for Mexican RVSM airspace was 2.65 × 10⁻9, meeting the overall safety objective of TLS 5.0 × 10⁻9. The presentation of this Note highlighted that it is possible to reduce the number of LHD events in adjacent FIRs and long-duration LHD events through updates to FIR agreement charts and systematic analysis of the root causes of these events.

3.12 CARSAMMA presented WP/05 with a summary of the LHD reports validated by CARSAMMA and the analysis using the OSMS/SMS methodology proposed by ICAO and reaffirmed during the GREPECAS meeting as a recommendation for its application by CARSAMMA in the CAR/SAM Regions.

3.13 LHDs with code “E” (error/failure/lack of coordination between ATC units) were the most frequent in 2024, with 477 incidents, followed by code “F” with 50 reports (the operator uses the transfer equipment but makes an error) and code “L” with 14 reports (aircraft without RVSM approval). The high number of “E” codes demonstrates the need to improve coordination between adjacent air traffic agencies, which could be achieved through awareness and training in controller coordination.

3.14 During the analysis of this Note, several suggestions were made to CARSAMMA, requesting that subsequent analyses for States with more than one FIR allow for identification of the risk value for each FIR.

3.15 Through WP/06, CARSAMMA presented a study to alert Civil Aviation Authorities (CAAs) in the CAR/SAM regions about the implications of aircraft entering airspace without RVSM capability information, which significantly increases vertical collision risk calculations and requires urgent mitigation measures by the CAAs.

3.16 WP/06 highlighted that CARSAMMA’s LHD and Collision Risk Modelling (CRM) analyses depend on the accuracy of surveillance and approval records maintained by Monitoring Agencies to perform RVSM airspace safety risk assessments. Therefore, PoCs of States responsible for certification and airworthiness must ensure effective safety communication with CARSAMMA and fully understand the safety implications associated with their coordination responsibilities with the RMA.

3.17 NAARMO presented WP/09 to provide the vertical safety monitoring report for the continuous safe use of RVSM in the Caribbean Region (CAR) airspace designated to the NAARMO Regional Monitoring Agency (RMA). This airspace includes the FIRs of Mexico, Miami Oceanic, New York West, Houston Oceanic, and San Juan.

3.18 **3**Safety assessment was conducted according to ICAO-approved methodology. This work uses Large Height Deviation (LHD) reports and Traffic Sample Data (TSD) for 2024. During 2024, 67 incidents were recorded, representing 50 minutes of flight at an unexpected or incorrect flight level. The report also includes an estimate of vertical collision risk, which complies with the Target Safety Level (TLS) of 5.0 × 10⁻9 fatal accidents per flight hour.

3.19 The representative of Cuba, on behalf of the Ad Hoc Group GTE/24/09, presented WP/10 with the results of work on human error as a root cause of significant altitude deviations (LHD). The work highlighted the need to consider the human factor as a key element in reducing LHD events and maintaining the required safety level in RVSM airspace. It was recommended to include the appendix content as a recommendation in the Manual for Points of Contact (PoC) accredited to CARSAMMA.

3.20 CARSAMMA presented WP/05 with an analysis of trends in LHD failures received by CARSAMMA for 2024. During the asynchronous virtual meeting, Cuba recommended that the information provided in IP/05 be used as a starting point for each involved FIR to conduct a comprehensive analysis to determine the causes of recurring errors and develop an action plan to mitigate the identified failures. It was emphasized that the analysis should consider all factors affecting service provision, such as staff training and experience, controller workload, technical equipment, language proficiency, and system knowledge. Identified gaps should lead to specific actions tailored to each ANSP and State. This is a priority operational safety issue requiring full attention.

3.21 Haiti presented IP/06 to report LHD-related issues in the Port-au-Prince FIR and the mitigation measures implemented to prevent an increase in these events and their associated risk.

3.22 Trinidad and Tobago presented its analysis of LHDs in the Piarco FIR from 2009 to 2025 in IP/12. The IP detailed the progress made in mitigating these occurrences. Since implementing strategic approaches, a general downward trend in LHD incidents attributable to Piarco ACC has been observed between 2018 and July 2025, although an increase has been noted since 2023.

3.23 From January to July 2025, seven (7) LHD incidents were reported attributable to Piarco ACC, compared with two (2) LHD incidents during the same period in 2024. The ANSP is staffing the Air Traffic Service Units (ATSU) to properly manage Piarco ACC workflows, which is associated with increased on-the-job training (OJT). These activities may have contributed to the increase in LHD incidents attributable to Piarco ACC.

3.24 Based on the follow-up to comments and analysis of WP/03, WP/06, and WP/08, the meeting proposed the following Conclusion:

<table>
<tr><td colspan="3">CONCLUSION
GTE/25/02 Operational safety actions regarding RVSM approval information in the CAR/SAM Regions</td></tr>
<tr><td colspan="2">What:

To improve operational safety in RVSM airspace in the CAR/SAM Regions:
a) The Secretariat requests States to update F1 form data regarding Points of Contact for RVSM capabilities.
b) States take necessary measures to ensure that State aircraft operations comply with the RVSM approval process, including procedures involving Monitoring Agencies.
c) GREPECAS be informed of difficulties arising from lack of information on RVSM approvals to Monitoring Agencies.</td><td>Expected impact:

☐ Political / Global
☐ Inter-regional
☐ Economic
☐ Environmental
☒ Technical/Operational</td></tr>
<tr><td colspan="3">Why:

To ensure submission of RVSM capability data for CAR/SAM Regions</td></tr>
<tr><td>When: Before GTE/26</td><td colspan="2">Status: ☒ Valid / ☐ Invalid / ☐ Finalized</td></tr>
<tr><td>Who: ☒ States ☒ ICAO ☐ Others:</td><td colspan="2"></td></tr>
</table>

Agenda Item 4: Activities and tasks to be reported to GREPECAS

a) Review of tasks to be reported to GREPECAS
b) GTE/PA-RAST cooperation

4.1 Under this agenda item, CARSAMMA presented WP/07 with an analysis of the main errors identified in Form F0 for December 2024, as received by CARSAMMA. These errors have a direct impact on the calculation of vertical collision risk in the CAR/SAM Regions for 2024, considering that samples collected between December 1 and 31 of each year are used to assess traffic frequency as well as the physical and dynamic parameters of typical aircraft, to estimate vertical collision risk.

4.2 In 2024, the following States did not submit Form F0: Colombia (FIRs: SKEC and SKED), French Guiana (FIR: SOOO), and Suriname (FIR: SMPM). Therefore, aircraft movements in these airspaces were not included in the vertical collision risk assessment for the CAR/SAM Region in 2024.

4.3 States and International Organizations are recommended to implement measures to ensure the submission of the RVSM movement data form (Form F0) and to guarantee its delivery no later than February 15 each year, duly completed, in accordance with the guidelines established in items 2.2.1 and 2.2.2 of the Guidance Manual for PoCs accredited to CARSAMMA.

Agenda Item 5: Other Matters

a) Flight Plan Audit Report

5.1 Under this Agenda Item, through WP/08, CARSAMMA presented an assessment of operators that used the RVSM (Reduced Vertical Separation Minimum) airspace in the Caribbean and South America regions without current approval information in the CARSAMMA database, based on traffic samples from December 2024. This assessment used approval records up to April 2025.

5.2 Since aircraft registration numbers are not available in some traffic samples, RVSM airspace auditing does not guarantee complete verification of the approval status of these traffic samples. In CARSAMMA's case, operations without registration numbers generally come from operators outside the CAR/SAM regions.

5.3 IP/03, presented by NAARMO, provided an assessment of civil operators using RVSM airspace for which the North American Approval and Monitoring Organization (NAARMO) has monitoring responsibility (Mexico, Canada, the United States, and the western New York Oceanic airspace). The evaluation process is described, and results for the December 2024 sample period are presented. RVSM approval records as of May 2025 were used in this assessment.

5.4 NAARMO presented IP/04, an assessment of the monitoring workload associated with long-term height monitoring requirements for aircraft for which NAARMO is the responsible Regional Monitoring Agency (RMA). RVSM approval records from NAARMO as of 31 May 2025 were used to evaluate the monitoring workload.

5.5 Venezuela presented IP/07 to share the updated contingency plan for the Maiquetia FIR, aimed at optimizing flight levels. This document was prepared by the Air Navigation Services (ANS) to establish procedures for the entry and exit of international flights in Maiquetia FIR airspace, preserving the operational safety of air navigation in the event of partial or total disruption of air traffic services. The plan is aligned with ICAO Annex 11 and addresses two main disruption scenarios: total or partial interruption of air traffic services.

5.6 The Secretariat presented NI/08 to provide an update on the progress of the project for developing a tool to automate the collection of LHD event data in the CAR/SAM regions, as part of strengthening RVSM airspace monitoring.

5.7 The Dominican Republic presented IP/09 to outline the mitigation measures implemented in the Santo Domingo FIR with the aim of reducing the number of LHD events, thereby bringing the CRM reported by CARSAMMA in GTE/24 to an acceptable level.

5.8 Through IP/10, the results of the collaborative operational safety initiative between RASG-PA and GREPECAS were presented, focused on mitigating LHD and TCAS-RA events.

5.9 The Secretariat presented Information Paper IP/11 on the update of the Points of Contact Manual, detailing its review process, including conclusions from the ADHOC Group and GREPECAS recommendations. The GTE considered it prudent to revert to the version approved at GTE/24, which

reflected all traceable changes, and to resubmit the document to GREPECAS/23 for approval, reporting modifications not included after GREPECAS/22.

5.10 Finally, it was reported that the Rapporteur, in coordination with CARSAMMA, conducted a workshop on Chapters 3 and 5 of the Manual for Points of Contact Accredited to CARSAMMA, addressing procedures and parameters contained therein. As a result, and given the need to review Chapter 3, particularly the SMS evaluation process as proposed by CARSAMMA, a new conclusion (related to the ADHOC Group) was agreed upon.