



**INTERNATIONAL CIVIL AVIATION ORGANIZATION**

**REPORT OF THE FIRST CAR/SAM SEARCH AND RESCUE EXERCISE  
SAREX 2025  
SAREX ORION 2025**

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**Project 2025-SAM/2029**

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## 1. INTRODUCTION

1.1 This report describes the activities and results of the First Multi-Regional Search and Rescue Exercise CAR/SAM 2025, carried out in the city of Barranquilla, Colombia, from August 4 to 6, 2025, with the participation of 61 delegates from the States and SAR organizations from the North, Central, Caribbean, and South American regions. This exercise was named CAR/SAM SAREX Orion 2025.

1.2 The Secretariat for the First Multi-Regional Search and Rescue Exercise CAR/SAM 2025 was led by ICAO officers Roberto Sosa (SAM Office) and Josué González (NACC Office).

1.3 ICAO Annex 12, in its section 4.4, establishes that States must ensure the periodic training of their SAR personnel and the conduct of appropriate exercises. Section 3.1.8 recommends organizing joint exercises with SAR brigades from other States and operators to strengthen efficiency in operations.

1.4 During the GREPECAS/22 meeting, the importance of States in the Caribbean and South American Regions strengthening compliance with the requirements of Annex 12 was highlighted, identifying specific areas in which it was necessary to intensify efforts.

1.5 The GREPECAS /22 meeting also highlighted the need for the States of the CAR/SAM Regions to strengthen compliance with Annex 12, especially in relation to the organization of SAR exercises. As a result, the GREPECAS 22/4 Conclusion requested:

*States of the CAR/SAM Regions to schedule search and rescue exercises to assess their coordination and response capabilities, including autonomous monitoring of distress situations; and ICAO's NACC and SAM Regional Offices provide support and coordination for the conduct of regional and interregional SAREXs, and report to GREPECAS/23.*

1.6 For the development of the first CAR/SAM SAR exercise, a special implementation project (SIP) named 2025-SAM/2026 was approved.

1.7 The SAREX ORION CAR/SAM 2025 had two main objectives:

- Identify improvements in coordination between SAR services in the Caribbean and South American border States.
- Facilitate the signing of SAR agreements between participating States.

1.8 Based on the defined objectives, it was concluded that the exercise would consist of a tabletop exercise without displacement of SAR units that would include the participation of four States, these being:

- ✓ Colombia
- ✓ Curaçao
- ✓ Jamaica
- ✓ Panama

1.9 Based on the objectives defined for the exercise CAR/SAM SAREX Orion 2025, an agenda that included three main activities was decided:

- a) Presentation of the SAR capacities of the four States participating in the exercise
- b) Development of the SAR exercise
- c) Signing of SAR agreements.

1.10 **Appendix II** of this report includes the agenda for the exercise CAR/SAM SAREX Orion 2025.

1.11 With regard to the presentation of SAR capabilities, each of the four States participating in the exercise had the opportunity to make a detailed presentation of the resources available for search and rescue efforts.

## 2. DEVELOPMENT

2.1 Based on the objectives defined for the exercise, and taking into consideration that on the border of the Caribbean and South American regions, it is identified that the coordination of Search and Rescue services have an additional level of complexity due to the difference in procedures between the different SAR authorities, the use of different languages, and the diversity of organizations that make up the SAR services, the Caribbean border region CAR/SAM was defined as the target region for the SAR exercise.

2.2 For the development of the SAREX ORION CAR/SAM 2025, the State of Colombia offered to host the event, being the Flight Information Region (FIR) of Barranquilla due to its strategic location identified as the FIR where the exercise activities would be carried out.

2.3 Considering the scenario and the States that would participate as part of the SAR exercise, an exercise was designed that involved the four participating States in different roles of coordination and execution of the exercise to achieve the defined objectives.

2.4 Colombia's SAR service was responsible for the initial proposal for the SAR exercise, which was discussed with all the States involved until the final version of the exercise attached to this report was reached (See **Appendix III** Exercise booklet through <https://www2023.icao.int/SAM/Documents/2025-SAREX/Appendice%20III%20Libreto%20Fonia%20SAREX.pdf>)

2.5 The scenario for the exercise consisted of the simulation of an air accident in the Caribbean Sea, involving an Airbus A320 aircraft, on the international route from Miami, United States, with final destination in Bogota, Colombia. During its transit through Caribbean airspace, the aircraft experiences an electrical failure, followed by the shutdown of both engines, forcing the pilot to declare an emergency via a MAYDAY to air traffic services.

2.6 The incident occurred in a maritime area near the intersections of the Flight Information Regions (FIRs) of Colombia, Jamaica, Panama, Curaçao, at a point close to the jurisdictional limits of these States. The last known position of the aircraft was located within the SAR area of responsibility of Colombia, which activates the immediate response of the Aeronautical

Rescue Coordination Center (RCC Colombia) and the Maritime Rescue Coordination Center (MRCC Colombia).

2.7 Given the magnitude of the event, the type of aircraft involved, and the estimated number of people on board (passengers and crew), the Mass Rescue Operation (MRO) protocol was activated, in accordance with the guidelines of the IAMSAR Manual.

2.8 The SAREX participants were divided into three main groups:

- **Exercise:** SAR Coordinators from Colombia, Curaçao, Jamaica and Panama.
- **Evaluators:** Representatives of Costa Rica, Ecuador, Uruguay and COCESNA.
- **Observers:** Other States and organizations.

2.9 During the development of the exercise, the groups were placed in two independent rooms. In one of the rooms, only the SAR coordinators of the four participating States were present, and in another room the evaluators and observers.

2.10 The SAR exercise began on Tuesday, August 5, at 9:00 am Barranquilla time, with the information of the disappearance of a passenger aircraft in the Caribbean Sea. This news marked the milestone of the beginning of the development of the exercise as described in the script of this (**See Appendix III** in <https://www2023.icao.int/SAM/Documents/2025-SAREX/Apendice%20III%20Libreto%20Fonia%20SAREX.pdf>)

2.11 During the exercise, each SAR coordinator from the participating States organised with their counterparts in a simulation designed to reflect the coordination operations as realistically as possible. For communications, the TEAMS platform was used for the transmission of phony and video of the coordination.

2.12 The four evaluators appointed to measure the development of the exercise were instructed in the use of the evaluation form developed for this purpose. The SAR coordinator of Argentina, Mr. Roberto Gómez, was in charge of the group of SAREX evaluators.

2.13 The group of exercise observers had the opportunity to transmit to the evaluators their observations of the development of the exercise, which were incorporated as part of the evaluation results by the evaluation team.

2.14 The SAREX CAR/SAM exercise ended on Tuesday, August 5, at 3:00 pm Barranquilla time, having completed the exercise script, and having achieved the objectives defined for the exercise.

2.15 The summary of the results of the evaluation by the team of evaluators is presented in section 3 of this report. The detailed report of the results is presented as **Appendix I**. The attendance list for the exercise can be found in the **Appendix IV** of this report.

2.16 On Wednesday, August 6, the signing of the SAR agreements of the States and organizations that had expressed their interest in signing the agreements took place. The Director of the Civil Aviation Authority of Colombia, BG(RA) José Henry Pinto Rodríguez, was present for this activity.

2.17 As part of the agreements signed during the SAREX ORION CAR/SAM 2025, the following:

- a) Colombia-Curaçao SAR Agreement
- b) Costa Rica SAR Agreement COCESNA
- c) SAR Agreement Bogota-COCESNA

2.18 As part of the signing of the agreements, the representatives of the SAR authority of Peru reported that they had agreed on the terms of the SAR agreement between this State and Colombia, and it would be signed after the SAREX ORION 2025 CAR/SAM.

2.19 With the signing of the agreements, the SAREX ORION 2025 CAR/SAM was completed, achieving the objectives defined for it.

### **3. RESULTS**

As part of the evaluation process, the team of evaluators identified opportunities for improvement in four main areas, which are summarized below:

#### **3.1 Operational coordination and decision-making**

- Lack of clarity in the SAR command unit.
- The DETRESFA phase was not formally declared.
- Absence of tactical delimitation of the search area.
- Immediate deployment of all resources without strategic planning.
- Lack of protocols with external SAR authorities, such as the U.S. Coast Guard

#### **3.2 Communication and phraseology**

- Delays in notifying adjacent RCCs and secondary PoCs.
- Inconsistent use of standardized SAR phraseology.
- Comprehension difficulties due to language differences and low use of English.

#### **3.3 Validation and information management**

- Lack of validation of the destination and probable point of impact.
- Operational data without traceability or formal confirmation.
- Weak process to incorporate changing information.

#### **3.4 Complementary operational planning**

- Lack of integration of meteorological and maritime information.
- Absence of health planning for possible mass rescues.
- No contingency plans for communication failures.
- Lack of standard operational guides for roles and phases.

The detailed results of the improvement opportunities identified by the evaluators are shown in **Appendix I** of this report.

#### **4. CONCLUSIONS and RECOMMENDATIONS**

4.1 The planning and development of the exercise made it possible to meet 100% of the objectives defined for it. The great work done by the AEROCIVIL Colombia team and the SAR services of the rest of the participating States, is recognized.

4.2 It is important to mention that although some of the areas for improvement were identified as being the responsibility of the SAR services of Colombia, they apply to all participating States in the exercise.

4.3 The use of the English language in search and rescue services is part of the requirements of Annex 12, during the CAR/SAM SAREX it was identified that it is necessary to strengthen the use of the English in the SAR services of the regions. It is recommended that States take this finding into consideration for the necessary arrangements.

4.4 It is important to mention that it is essential these exercises to be repeated periodically in the region, considering other possible scenarios, for example, an accident in the Andes mountain range, or in the Amazon jungle, which would represent different challenges than the one addressed during the SAREX ORION CAR/SAM 2025.

4.5 It is advisable to move forward with the signing of SAR agreements, these represent the framework for coordination and main action in a search and rescue scenario.

## Apéndice I Resultados de Evaluación

Es fundamental **reconocer el excelente trabajo de preparación, liderazgo y logística llevado a cabo por Colombia** como país anfitrión, que sentó las bases para una ejecución exitosa y altamente profesional del ejercicio. Asimismo, se destaca el **compromiso, la proactividad y la cooperación técnica** de todos los equipos participantes, quienes demostraron altos niveles de preparación, adaptabilidad y disposición para colaborar en un entorno exigente y dinámico.

El ejercicio cumplió al 100% su objetivo principal: **evaluar la interoperabilidad, capacidad de respuesta, y coordinación de los RCC/MRCC en un escenario SAR de carácter interregional**, generando aprendizajes valiosos para el fortalecimiento colectivo de nuestras capacidades.

Los hallazgos identificados no deben interpretarse como críticas a un centro coordinador o un Estado en específico, sino como **oportunidades de mejora sistémica** orientadas a consolidar un sistema SAR regional más robusto, eficiente y coordinado.

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### 1. Coordinación Operativa y Toma de Decisiones (*Prioridad Alta*)

- **Falta de claridad en la unidad de mando SAR:** Durante el ejercicio, no fue posible identificar consistentemente cual RCC/MRCC lideraba la operación, alternándose entre el RSC Barranquilla y MRCC Caribe. Esta ambigüedad afectó la coordinación y generó incertidumbre operativa.
  - **No se declaró formalmente la Fase de PELIGRO:** A pesar del escenario simulado (amerizaje forzoso con pérdida de contacto radar), RCC Bogotá no activó formalmente esta fase.
  - **Ausencia de delimitación táctica del área de búsqueda:** No se establecieron coordenadas geográficas de búsqueda ni se asignaron patrones a las unidades SAR (SRU).
  - **Falta de administración estratégica de recursos SAR:** Se observó un despliegue inmediato de todos los medios sin evaluar su autonomía, tiempos de activación ni sostenibilidad.
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### 2. Comunicación y Fraseología (*Prioridad Alta*)

- **Retrasos en la notificación a RCCs adyacentes y PoCs secundarios:** El RCC Bogotá no informó de inmediato al recibir la alerta, lo que afectó la activación regional.

- **Uso inconsistente de fraseología SAR estandarizada:** Se evidenció confusión por lectura incorrecta de cifras y coordenadas, y falta de uso del alfabeto fonético OACI.
- **Barreras idiomáticas:** Se identificó dificultad en la comprensión entre participantes de distintos idiomas.

**Falta de coordinación en zonas horarias:** Se evidenciaron desfases de disponibilidad entre turnos de distintos países.

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### 3. Validación y Gestión de Información Crítica (*Prioridad Media*)

- **Inconsistencias en la identificación del destino y punto probable de impacto:** Se asumieron datos no validados con el ACC ni cotejados con el plan de vuelo.
  - **Colación de datos aplicada de forma no uniforme:** Aunque hubo buenos ejemplos (RCC Curazao), no todos los centros aplicaron la colación de coordenadas o identificadores.
  - **Falta de trazabilidad de información operativa:** No se confirmó la recepción del mensaje Cospas-Sarsat, ni se aplicaron listas de verificación compartidas.
  - **Validación débil de información cambiante:** No existieron procesos formales para incorporar nueva información y ajustar la situación operacional.
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### 4. Planificación Operacional Complementaria (*Prioridad Media-Baja*)

- **No se integró información meteorológica ni marítima específica del área de búsqueda:** Faltaron datos clave como visibilidad, oleaje, mareas y viento.
  - **Falta de planificación sanitaria en contexto de posible rescate masivo (MRO):** No se solicitaron medidas a UNGRD para recibir sobrevivientes (ambulancias, camas hospitalarias, CTI, personal).
  - **Ausencia de procedimientos de contingencia ante fallos de comunicación:** No existieron planes de respaldo claros ante interrupciones de correo, mensajería o telefonía.
  - **Falta de guías operativas estándar (plantillas):** No se utilizaron herramientas estructuradas para definir roles, fases y acciones (Who, What, Where, When, Why).
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## 5. Evaluación y Mejora Continua (*Prioridad Baja*)

- **No se realizaron sesiones de evaluación diarias:** No se documentaron observaciones o lecciones durante el ejercicio.
  - **Desconocimiento de perfiles y cualificaciones requeridas:** Algunos participantes no contaban con claridad sobre sus funciones o requerimientos técnicos.
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### Apéndice III



### AGENDA

## PRIMER EJERCICIO SAR DE LAS REGIONES CAR/SAM Barranquilla, Colombia Del 4 al 6 de agosto de 2025

<i>Hora</i>	<i>Lunes 4</i>	<i>Martes 5</i>	<i>Miercoles 6</i>		
0830 - 0900	Registro y apertura	SAREX			
0900 - 1000	Presentación de capacidades SAR de Estados participantes		SAREX	SAREX	
1000 - 1030				SAREX	SAREX
1030 - 1200					
1200 - 1330	Almuerzo		Almuerzo		
1330 - 1530	Introducción al SAREX			Cartas acuerdo SAR	
1530 - 1600			Cierre del ejercicio		

**Apéndice IV**  
**Primer Ejercicio Multirregional de Búsqueda y Rescate CAR/SAM 2025**  
**Lista de participantes**

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