



**WORKING PAPER**

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**Thirty Second Regional Aviation Safety Group — Pan America Executive Steering Committee Meeting  
(RASG-PA ESC/32)**

Mexico City, Mexico, 19 to 20 March 2019

**Agenda Item 3: Safety Management Process within RASG-PA  
b) Risk mitigation actions/initiatives**

**COCESNA/ACSA PARTICIPATION IN ICAO GLOBAL AVIATION SAFETY OVERSIGHT SYSTEM (GASOS) INITIATIVES**

(Presented by COCESNA)

<b>EXECUTIVE SUMMARY</b>	
This working paper shows the initiative of COCESNA/ACSA in regards to obtaining the recognition of the ICAO program GASOS for safety oversight organizations (SOOs).	
<i>Strategic Objectives::</i>	<ul style="list-style-type: none"> <li>• Safety Initiatives</li> </ul>
<i>References:</i>	<ul style="list-style-type: none"> <li>• GASP</li> <li>• GASOS (draft)</li> <li>• COSCAPs</li> <li>• Doc. 9734 part B</li> <li>• ICAO Assembly Resolution A 39-14</li> </ul>

**1. Introduction**

1.1 In response to the growing challenges of aviation safety supervision experienced worldwide, ICAO proposes the establishment of the Global Safety Oversight System (GASOS) under the Global Aviation Safety Plan (GASP). GASOS is a voluntary program and consists of a review carried out through a standardized assessment of safety oversight organizations (SOOs) such as State Civil Aviation Authorities, regional safety oversight organizations (RSOOs), accident investigation organizations (AIOs), and like other state mechanisms such as COSCAPs. See **Appendix** (in Spanish only).

1.2 GASOS seeks to promote the delegation of safety functions by States, to be recognized by safety organizations, while States retain the obligations and responsibilities of safety under the Chicago Convention.

1.3 The forum for RSOOs for the Global Aviation Safety Plan held in Swaziland from March 22<sup>nd</sup> to the 24<sup>th</sup> in 2017; supported the global initiative and action plan for the improvement of the RSOO

as well as the establishment of a global system for safety predictions, which is one of the main objectives of GASOS by ICAO.

## **2. Development**

2.1 Using the ICAO USOAP CMA methodology, GASOS would be a program that measures and recognizes the capacity of an operational safety agency to provide safety functions, safety administration and accident investigation on behalf of States. It also seeks to implement an improved model with more flexibility and reliable alternatives for safety oversight, which responds to the future challenges posed by the rapidly expanding air transport industry that offers affordable options in the area for oversight of safety and accident investigation.

2.2 There are three levels of delegation of functions, which are:

➤ **Level 1:**

Performs tasks and functions of advisement and coordination. It collaborates with accident investigation but does not issue reports or makes recommendations.

➤ **Level 2:**

Performs tasks and functions of oversight and operational assistance. Regarding AIOs, it does not issue final reports of investigations or recommendations; however, it may issue reports in specific parts of the investigation.

➤ **Level 3:**

The SOO performs tasks and functions as a certifying agency and the AIOs have authorization to issue investigation reports as well as safety recommendations.

## **3. GASOS Pilot Project.**

3.1 ACSA under COCESNA was created and established in 2000 with strong support from ICAO and EU and it has been one of the first RSOOs to develop harmonized regional regulations. The Agency has been well known since its foundation due to the technical support for COCESNA Members States in safety oversight activities. ACSA's model was a major contributor for the development of ICAO Doc. 9734-Part B – The Establishment and Management of a Regional Safety Oversight Organization.

3.2 ICAO has requested ACSA to act as a GASOS Pilot Project and has requested as well to Transport Canada as the State Civil Aviation Authority. The areas subject to initial recognition for ACSA are GEN, ANS, OPS and AIR in a level two delegation.

3.3 This Pilot Program included an initial assessment to ACSA, this was conducted by an ICAO team from August 31 to September 7, 2018 in San José, Costa Rica, the assessment final report was issued to ACSA in November 2018.

3.4 GASOS directorate and ACSA has developed a joint roadmap to overcome the findings resulting from the audit as conducted by the ICAO GASOS team. This will benefit not only the Agency but the Member States that receive our services. Therefore, national and regional safety oversight capabilities aligned with the GASP can be foreseen.

3.5 Among the benefits and achievements of the program for ACSA as Central American RSOO are the following:

1. Approval of community regional regulations that links all Member States and is a step towards a regional regulatory harmonization.
2. Strengthening of political support by the COCESNA Board of Directors.
3. Amendment to the statutes of the Agency, which came to update the functions that the Agency performs for the benefit of the Member States.
4. Review and update of the Agency processes.
5. Technical and financial support from the Corporation to the ICAO initiatives.
6. Ensuring credibility on behalf of the Member States.
7. International cooperation with regional and international organizations such as SICA, SIECA and EASA.
8. Efficiencies would be realized with respect to current regulatory systems and safety oversight audit programs.

3.6 As far as the benefits for the Central American Region countries, GASOS program has already accomplished the following:

1. Application of USOAP CMA to RSOOs and safety oversight organizations for States, resulting in more efficient and effective use of resources
2. Provision for a higher and more consistent compliance with the ICAO SARPs
3. Improvement of national and regional safety oversight capabilities aligned with the GASP
4. Safety enhanced globally
5. Provides an alternative to having all safety oversight functions in-house with the required and competent staffing.
6. Flexibility to choose and combine from different organizations for the various functions.
7. Ability to maintain a more cost-efficient and effective CAAs
8. The use of more efficient human resources among the countries.

3.7 The participation of the Agency is not only restricted to the pilot project but also to the attendance of the Study Group and Legal Ad Hoc Group. These groups are working on the main concerns that the States had during the last Assembly.

3.8. The ICAO Study Group includes representatives from FAA, ICAO, EASA, SRVSOP, Flight Standards FAA, FAA-ANS, FAA international, UK, CASSOA, Singapore CAA, Saudi Arabia and Transport Canada among others and the main functions of this group are the governance issues which include preparation of procedures, review of protocols, general evaluation criteria, financial projection, preparation and review of the Manual, among others.

3.9 In that sense, the Ad Hoc Legal Group of the GASOS program is analyzing legal aspects such as conflict of interests, responsibilities and if the program disregards the Chicago Convention and its Annexes. In addition, this analysis extends to the point of reviewing whether the Annexes will require a modification or not. This group will provide a report that will be the input for the ICAO Legal Committee to extend an official legal statement for presentation to the Assembly for its final approval.

3.10 At the same time, cost-benefit analysis are being carried out, which are necessary inputs to determine the governance of the program. This is one of the main concerns issued by the States during the Annual Air Navigation Conference in October 2018 in Montreal. Likewise, the progress of the GASOS Manual it is made with enormous steps, with the contribution of the members of the Study Group, as well as the development of technological tools that are the main challenges of a program that still does not have the necessary funds due to the projects nature.

3.11 Nonetheless, ICAO emphasis on pilot plans in other regions of the world in order to promote the benefits of the program worldwide. In April, ICAO plans to continue its pilot projects, this time in Africa, with the RSOO BAGASOO and very advanced conversations are under the way so that the National Transportation Safety Board (NTSB) can be a pilot project as well as a the RSOOs from the Asian region, Australia or New Zealand.

#### 4 **Conclusions**

4.1 While all this is happening, ACSA has been working hard together with ICAO to comply with the Corrective Action Plan (CAP). As indicated above, the amendment to the Statutes of the Agency was accomplished, which it has not been revised since its creation. The functions included in this standard, were updated and concatenated to the functions expected to achieve with the recognition of ICAO through the program. Likewise, the legal basis was established so the Agency can increase its level of recognition.

4.2 Regarding our technical areas, a revision and update of processes, procedures, operations and airworthiness manuals, as well of the approval of regional technical regulations that support the ICAO goal of greater harmonization around the world was accomplish.

4.3 Take into note, that in terms of the socialization and implementation of these standards and with the CAPs in general, the Agency has obtained the support of regional and international organizations such as SICA and EASA to achieve effective compliance with its objectives. All these governance benefits can be reflected in the results that Member States have had in different audits given that the results of these have been positive and motivate for the strengthening of our regional system. We intend to extend the recognition to other areas such as PEL and AGA before the program achieves approval in the Assembly to expand the benefits of the program.

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