NAM/CAR Search and Rescue (SAR) Implementation and Civil-military Coordination Meeting

(SAR/CM)

Final Report

Mexico City, Mexico, 5 – 7 November 2018

Prepared by the Secretariat

December 2018

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HISTORICAL

ii.1 Place and Date of the Meeting

The NAM/CAR Search and Rescue (SAR) Implementation and Civil-military Coordination (SAR/CM) Meeting was held at the ICAO NACC Regional Office in Mexico City, Mexico, from 5 to 7 November 2018.

ii.2 Opening Ceremony

Mr. Ricardo Delgado, Regional Officer Aviation Security and Facilitation of the North American, Central American and Caribbean (NACC) Office of the International Civil Aviation Organization (ICAO) provided opening remarks, welcomed the participants to Mexico City and officially opened the meeting.

ii.3 Officers of the Meeting

Mr. Calvin Zuniga, Search and Rescue Coordinator of COCESNA, chaired the meeting plenary. Mr. Eddian Méndez, Regional Officer, Air Traffic Management and Search and Rescue of the ICAO NACC Regional Office served as Secretary of the Meeting.

ii.4 Working Languages

The working languages of the Meeting were English and Spanish. The working papers, information papers and 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 09:00 to 15:30 hours daily with adequate breaks. Ad hoc Groups were created during the Meeting to do further work on specific items of the Agenda.

ii.6 Agenda

Agenda Item 1 Global and Regional Search and Rescue (SAR) Matters

- 1.1 States Obligations Under ICAO's SAR Provisions
- 1.2 Global and Regional Status of the Space System for Search of Vessels in Distress (COSPAS) Search and Rescue Satellite-Aided Tracking (SARSAT) coordination
- 1.3 SAR National Plans
- 1.4 Implementation of Emergency Locator Transmitter (ELT) and Other Electronic Tools For Aircraft Surveillance

Agenda Item 2 SAR Agreements

- 2.1 SAR Agreements
- 2.2 Regional Implementation of SAR Exercises
- 2.3 SAR Coordination and Emergency Response for Natural Disasters

Agenda Item 3 Civil/Military Coordination

- 3.1 The Convention on International Civil Aviation (Doc 7300) and ICAO Provisions Regarding Civil/Military Coordination
- 3.2 Unmanned Aircraft System (UAS): Regulatory Framework and Operational Challenges
- 3.3 States Letters of Agreement (LOA) on Civil/Military Coordination
- 3.4 Need for Civil/Military Coordination (ICAO Doc 9554 Manual Concerning Safety Measures Relating to Military Activities Potentially Hazardous to Civil Aircraft Operations and Circular 330 Civil/Military Cooperation in Air Traffic Management)
- 3.5 Regional Initiatives to Enhance Civil/Military Coordination

Agenda Item 4 Other Business

ii.7 Attendance

The Meeting was attended by 7 States/Territories from the CAR Region and one International Organizations, totalling 23 delegates as indicated in the list of participants.

ii.8 List of Conclusions

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1/1	SEARCH AND RESCUE TRAINING PROGRAMME FOR THE CAR REGION	1-2
1/2	GLOBAL AERONAUTICAL DISTRESS AND SAFETY SYSTEM (GADSS) BASIC	1-3
	GUIDELINES FOR THE CAR REGION	
1/3	SAR AGREEMENTS AND LETTER OF AGREEMENTS	2-2

An executive summary of these conclusions/decisions is presented in the $\mbox{\bf Appendix}$ to this report.

ii.9 List of Working and Information Papers and Presentations

Refer to the Meeting web page:

https://www.icao.int/NACC/Pages/meetings-2018-sar.aspx

		WORKING PAPERS		
Number	Agenda Item	Title	Date	Prepared and Presented by
WP/01	1	Review and Approval of the Provisional Agenda and Schedule of the Meeting	10/09/18	Secretariat
WP/02	1.1	Result of the Universal Safety Audit Programme (USOAP) Carried out by ICAO to the Air Navigation Services	01/10/18	COCESNA/ COBUSA
WP/03	3.4	Search and Rescue Matters in Civil-Military Coordination	05/10/18	United States
WP/04	1.1	Implementation of Functions of the Global Aeronautical Distress and Safety System (GADSS)	05/10/18	United States
WP/05	1	Approval of the Caribbean Search and Rescue Plan	30/10/18	Secretariat
WP/06	2.1	SAR Agreement and Letter of Agreement	31/10/18	United States
WP/07	1.1	Need to Strengthen the Aeronautical SAR System in the CAR Region	05/11/18	Dominican Republic

INFORMATION PAPERS				
Number	Agenda Item	Title	Date	Prepared and Presented by
IP/01		List of Working, Information Papers and Presentations	29/10/18	Secretariat
NI/02	1.3	Experiencia Cubana en la Organización del Sistema de Búsqueda y Salvamento Aeronáutico y Marítimo de la República de Cuba y su Mejora Continua (available only in Spanish)	04/10/18	Cuba
NI/03	3.5	Gestión Administrativa de COCESNA/COBUSA (available only in Spanish)	01/10/18	COCESNA/ COBUSA
IP/04	1.1	Search and Rescue at the ICAO 13th Air Navigation Conference	31/Oct/18	United States
IP/05	1.2	Report on the COSPAS-SARSAT System Status	31/Oct/18	United States
IP/06	1.2	Report on the United States SARSAT System Status and SAR Controllers Workshop	31/Oct/18	United States
IP/07	3	SAR: A Shared Responsibility in Canada	05/11/18	Canada
NI/08	1.3	Puesta en Ejecución Plan de Operaciones SAR "PLAN PELICANO" para la FIR/SRR Santo Domingo (available only in Spanish)	05/11/18	Dominican Republic
NI/09	2.1	Acuerdo de Colaboración Interinstitucional entre el Instituto Dominicano de Aviación Civil (IDAC) y el Centro de Operaciones de Emergencias (COE) (available only in Spanish)	05/11/18	Dominican Republic
NI/10	2.2	Ejercicio SAR Conjunto entre el Instituto Dominicano de Aviación Civil (IDAC), los Auxiliares Navales Dominicanos (AND) y la Armada de República Dominicana (ARD) (available only in Spanish)	05/11/18	Dominican Republic

		Presentations	
Number	Agenda Item	Title	Presented by
1	1.3	Sistema Aeronáutico y Marítimo de Búsqueda y Salvamento de la República de Cuba (available only in Spanish)	Cuba
2	1	Info Brief on Canadian Armed Forces Search and Rescue (SAR) in Canada	Canada
3	4	Búsqueda y Salvamento - Coordinación Civil – Militar (available only in Spanish)	Mexico
4	4	USCG & SAR 101 Fifth District Command Center (internationally known as (internationally known as RCC Norfolk)	United States
5	4	Plan SAR Pelicano (available only in Spanish)	Dominican Republic
6	4	Joint Rescue Coordination Center - PAP	Haiti

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Agenda Item 1 Global and Regional Search and Rescue (SAR) Matters

- 1.1 States Obligations under ICAO's SAR Provisions
- 1.2 Global and Regional Status of the Space System for Search of Vessels in Distress (COSPAS) Search and Rescue Satellite-Aided Tracking (SARSAT) coordination
- 1.3 SAR National Plans
- 1.4 Implementation of Emergency Locator Transmitter (ELT) and Other Electronic Tools for Aircraft Surveillance

Result of the Universal Safety Audit Programme (USOAP) Carried out by ICAO to the Air Navigation Services

- 1.1 COCESNA/COBUSA presented WP/02 and the Meeting reviewed an analysis regarding the results of the safety oversight audits, carried out by ICAO to Central American States, suggesting some considerations to take into account for the regional strengthening of the Search and Rescue (SAR) Services.
- 1.2 Participants considered important to raise awareness at decision-making levels in order to regard SAR as an integral and important part of the provision of air navigation services.
- 1.3 In order to assist the establishment of the provision and oversight of SAR services, the Meeting agreed on the need to follow up on the constitution of the NAM/CAR Air Navigation Implementation Working Group SAR Task Force already created for ICAO, with the participation of SAR specialists.
- 1.4 It was also considered a priority to define a SAR training programme endorsed by ICAO and by established Training Centres in the region, such as the *Instituto Centroamericano de Capacitación Aeronáutica* (ICCAE), in the case of Central America. This training programme should comprise and define at least of the following training:
 - SAR Inspector
 - SAR On-The-Job Training
 - Complementary courses
- 1.5 In this sense, the following conclusion was presented:

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1.6 The Meeting also recognised the need to urge States that have not yet done so to officially define its SAR coordinator.

Implementation of Functions of the Global Aeronautical Distress and Safety System (GADSS)

- 1.7 WP/04, presented by United States, provided the Meeting with an update on the many outputs and initiatives taken to implement the functions of the Global Aeronautical Distress and Safety System (GADSS). The first phase of GADSS commenced on 8 November 2018 for the aircraft tracking function of automated reporting of position at least every 15 minutes. The next phase commences on 1 January 2021 for the Autonomous Distress Tracking (ADT) function of reporting at least once every minute.
- 1.8 Several initiatives regarding the implementation of GADSS were discussed. It was considered a priority to start working now to have procedures in place before 1 January 2021.

1.9 The Meeting agreed to include basic guidelines regarding these subjects in the CAR Search and Rescue Plan. United States offered to draft an appendix with these guidelines. In this sense, the following conclusion is presented:

CONCLUSION						
SAR/CM/	2 GLOBAL AEF	GLOBAL AERONAUTICAL DISTRESS AND SAFETY SYSTEM (GADSS)				
	BASIC GUID	BASIC GUIDELINES FOR THE CAR REGION				
What:				Expected impact:		
That, in order to support the functions of the Global Aeronautical Distress and Safety System (GADSS), a) the ANI/WG Search and Rescue Task Force develop basic guidelines to define search and rescue services requirements and interactions to support GADSS, which shall be included as an Appendix to the CAR Search and Rescue Plan; and b) United States, member of the ANI/WG Search and Rescue Task Force, lead the coordination of this task and report to the Task Force by September 2019.			 ☑ Political / Global ☑ Inter-regional ☐ Economic ☐ Environmental ☑ Operational/Technical 			
Why:						
To support the functions of the Global Aeronautical Distress and Safety System (GADSS) in the NAM/CAR Regions						
When:	September 2019	Status:	▼ Valid	/ □ Superseded / □ Completed		
Who:	States ICAO Other:	ANI/WG Search and Rescue Task Force, United States				

Caribbean Search and Rescue Plan

- 1.10 The Secretariat presented WP/05 that analyses the current search and rescue level of implementation in the CAR Region and presents the CAR Search and Rescue Plan as a tool to address main regional challenges and support individual implementation by States and International Organizations.
- 1.11 The Meeting reviewed and agreed to endorse this Plan and requested the SAR Ad hoc Group and the Secretariat to provide further development in order to seek the approval in response to Conclusion ANI/WG/4/04 DEVELOPMENT OF THE CAR REGIONAL SAR PLAN, in due time.
- 1.12 It was agreed that the CAR Search and Rescue Plan should evolve to set performance standards with regards to SAR provision and oversight.

Need to Strengthen the Aeronautical SAR System in the CAR Region

- 1.13 Dominican Republic presented WP/07 to emphasize the need to strengthen the aeronautical SAR system in the CAR Region.
- 1.14 Reference to the main economic activities in the CAR Region leads us, inescapably, to talk about tourism as the backbone of the Caribbean economies, as it has a very important multiplier effect in the area. More than 15 million people from all corners of the world pass annually through the Caribbean, a destination that is reached mainly by airways. According to a report by the Economic Commission for Latin America and the Caribbean (ECLAC), the Caribbean is today the area most dependent on tourism, with an index that reaches 16.6% of its Gross Domestic Product (GDP), compared to 5% in Central America and 1.8% in South America. The World Tourism Organization (WTO) agrees with these figures.
- 1.15 With the arrival of the globalized economy, air transport has taken a preponderant role whose manifestation is perceived in greater flow of passengers and cargo that are transported in this way. From the above, it is easy to deduce that strengthening safety in relation to SAR in the CAR Region is a key element, to provide an immediate response to any air accident that may occur in the area, in order to save as many human lives as possible.

Cuban Experience in the Organization of Aeronautical and Maritime Search and Rescue System and its Continuous Enhancement

1.16 IP/02 describes the experience of Cuba in the organization and improvement of the Aeronautical and Maritime Search and Rescue System with some elements of the Civil Defence System. This information paper was also supported by P/01, showing the improvements made by Cuba in order to make the best possible coordination for SAR response.

Search and Rescue at the ICAO 13th Air Navigation Conference

1.17 With IP/04, United States provided information on SAR discussions at the ICAO 13th Air Navigation Conference held from 9 to 19 October 2018 at ICAO Headquarters, Montreal, Canada. It was highlighted that this was the first Air Navigation Conference that included SAR on its agenda. The Meeting reviewed the 11 recommendations from the meeting on SAR.

Report on the COSPAS-SARSAT System Status

1.18 IP/05, presented by United States, provided information on the status of the International Space System for Search of Distress Vessels (COSPAS) - Search And Rescue Satellite-Aided Tracking (SARSAT) Programme as at 10 August 2018.

- 1.19 The COSPAS-SARSAT system is evolving into a new satellite system called Medium Earth Orbit Search and Rescue (MEOSAR). This includes the need of compatible ground stations and it supports the second generation 406 MHz distress beacon. The MEOSAR system was declared at the Early Operational Capability (EOC) phase in December 2016. The International COSPAS-SARSAT Programme routinely submits papers on its status to international meetings and makes presentations at various regional and global SAR meetings.
- 1.20 In response to ICAO's development of the GADSS, COSPAS-SARSAT is developing specialized Emergency Locator Transmitter (ELT) for Distress Tracking (DT). An ELT (DT) is expected to be activated on an aircraft in flight, moving at speeds up to 1,000 km/hour while it is transmitting. An ELT (DT) will transmit a sequence of cancellation messages if it is deactivated by the same means by which it was activated.

Report on the United States SARSAT System Status and SAR Controllers Workshop

- 1.21 IP/06 presented information on the status of United States SARSAT system as at 15 August 2018 and the annual workshop conducted on COSPAS-SARSAT matters. This workshop provides an excellent opportunity to share global experiences and enhance collaboration among States.
- 1.22 The Meeting considered important to encourage participation in the annual SAR Controllers Workshop on COSPAS-SARSAT matters conducted by United States SARSAT system. There are no defined dates for 2019 yet.

Implementation of the SAR Operations Plan "PLAN PELICANO" for the FIR/SRR Santo Domingo

1.23 With NI/08, Dominican Republic presented the Meeting information regarding the implementation of their aeronautical and maritime SAR plan.

Info Brief on Canadian Armed Forces Search and Rescue (SAR) in Canada

- 1.24 Canada participated remotely on this Meeting, and provided P/02, describing the search and rescue services in Canada.
- 1.25 The presentation from Canada described the actions undertaken to support the National Search and Rescue Program (NSP) for the provision of aeronautical SAR services and effective operation of the coordinated aeronautical and maritime SAR system with a view to save lives and reduce human suffering. Canada has a SAR area of responsibility of 18 million km², with the longest coastline in the world. The Joint Rescue Coordination Centres (JRCCs) from Canada follow an average over 9,000 SAR cases annually.

Agenda Item 2 SAR Agreements

- 2.1 SAR Agreements
- 2.2 Regional Implementation of SAR Exercises
- 2.3 SAR Coordination and Emergency Response for Natural Disasters

SAR Agreement and Letter of Agreement

- 2.1 WP/06, presented by United States, discussed the problems related to the lack of search and rescue agreements in the Region and proposed alternate solutions to address this issue.
- 2.2 The lack of SAR agreements is a problem for both the maritime and the aeronautical SAR services. Discussions in some ICAO regional meetings have revealed concern that the sample SAR agreement (shown in International Aeronautical and Maritime Search and Rescue Manual (IAMSAR), Volume I, Appendix I) is too formal and too comprehensive for many States to complete.
- A solution proposed is to use a simpler format than is now provided in the IAMSAR Manual and to use the ICAO concept of "letter of agreement" used by civil aviation authorities on an operational level between Air Traffic Services (ATS) units.
- 2.4 The Meeting discussed the differences between "agreements" and "letters of agreement". Normally, SAR agreements, per Annex 12 Search and Rescue requirements, are too formal and comprehensive. As an alternative the Region could promote a simpler format provided in the IAMSAR manual.
- 2.5 Participants expressed the importance to agree Rescue Coordination Center (RCC) operational procedures, to ensure proper coordinated response. This could be enhanced with clear SAR procedures between neighboring States. Examples were presented of States, with political differences, which have the will to collaborate to guarantee a proper SAR response, in order to enhance safety. Following the discussion, the next conclusion is presented:

CONCLUSION SAR/CM/3 SAR AGREEMENTS AND LETTER OF AGREEMENTS						
What:		Expected impact:				
That, considering the importance of SAR Lett order to ensure proper and coordinated SAI circumstances where operations may involve and the difficulties faced to due to the formal a) the ANI/WG Search and Rescue Task include different templates for agreements in and consider if it is beneficial to create a format SAR agreement; b) the ANI/WG Search and Rescue Task For beginning steps to assist States in the ragreements, comparable letters of agreements, comparable letters of agreements or procedur cooperation and coordination between State c) the Secretariat work to identify those State the CAR Region with pending SAR agreement to the ANI/WG Search and Rescue Task For completion of the agreement, by September	 ☑ Political / Global ☑ Inter-regional ☐ Economic ☐ Environmental ☑ Operational/Technical 					
Why: To promote the signing of SAR Letter of Agreements to ensure proper and coordinated SAR Response						
When: September 2019	· ·	/ □ Superseded / □ Completed				
Who: ☐ States ☒ ICAO ☒ Other:	ANI/WG Search and Rescue Task Force					

Inter-institutional Collaboration Agreement between the Dominican Institute of Civil Aviation (IDAC) and the Emergency Operations Center (COE)/Joint SAR Exercise between IDAC, the Dominican Naval Auxiliary (AND) and the Navy of Dominican Republic (ARD)

2.5 In NI/09 and NI/10, Dominican Republic presented examples of national agreements to support SAR operations.

Agenda Item 3 Civil/Military Coordination

- 3.1 The Convention on International Civil Aviation (Doc 7300) and ICAO Provisions Regarding Civil/Military Coordination
- 3.2 Unmanned Aircraft System (UAS): Regulatory Framework and Operational Challenges
- 3.3 States Letters of Agreement (LOA) on Civil/Military Coordination
- 3.4 Need for Civil/Military Coordination (ICAO Doc 9554 Manual Concerning Safety Measures Relating to Military Activities Potentially Hazardous to Civil Aircraft Operations and Circular 330 Civil/Military Cooperation in Air Traffic Management)
- 3.5 Regional Initiatives to Enhance Civil/Military Coordination

Search and Rescue Matters in Civil-Military Coordination

- 3.1 WP/03, presented by United States, discussed the key role of the military in supporting SAR operations, and stresses the importance of civil-military coordination in airspace management for SAR operations.
- 3.2 The Meeting also discussed a proposed text to be included in the ICAO draft Document 10088 on Civil-Military Coordination.

SAR: A Shared Responsibility in Canada

- 3.3 IP/07, presented by Canada, describes the multifaceted nature of SAR operations in Canada.
- 3.4 In Canada, SAR is a shared responsibility among federal, provincial/territorial and volunteer groups in Canada. As Canada is vast in size and spreads diverse environments, the country depends on key stakeholders such as government, military, volunteer, academic and industry partners to provide SAR services to the Canadian public. Furthermore, these groups invest both significant time and resources to ensure SAR incidents do not occur.
- 3.5 The joint efforts of these partners form the backbone of Canada's National Search and Rescue Program (NSP).

Agenda Item 4 Other Business

Administrative Management of COCESNA/COBUSA

- 4.1 NI/03 presented the Meeting some of the progress and negotiations that, through the Search and Rescue Committee of Central America, with the support of COCESNA, have made, in compliance with ICAO Standards and Recommended Practices (SARPs) and regulations of the Central American States.
- 4.2 The Meeting was also provided with information on the COCESNA SAR Tracking System application.

APPENDIX EXECUTIVE LIST OF CONCLUSIONS

Number	Conclusion	Responsible for action	Deadline
	SEARCH AND RESCUE TRAINING PROGRAMME FOR THE CAR REGION		
	That, in order to support the establishment of the provision and oversight of Search and Rescue Services, the ANI/WG Search and Rescue Task Force,		
SAR/CM/1	 a) define a SAR training programme endorsed by established Training Centres in the region, which should comprise and define at least the following training: SAR Inspector SAR On-The-Job Training Complementary courses; and 	ANI/WG Search and Rescue Task Force	September 2019
	b) coordinate with the NAM/CAR Civil Aviation Training Centres Working Group (CATC/WG) the future availability of this training programme with the training centres of the CAR Region by September 2019.	ANI/WG Search and Rescue Task Force	September 2019
	GLOBAL AERONAUTICAL DISTRESS AND SAFETY SYSTEM (GADSS) BASIC GUIDELINES FOR THE CAR REGION		
	That, in order to support the functions of the Global Aeronautical Distress and Safety System (GADSS),		
SAR/CM/2	a) the ANI/WG Search and Rescue Task Force develop basic guidelines to define search and rescue services requirements and interactions to support GADSS, which shall be included as an Appendix to the CAR Search and Rescue Plan; and	States/ICAO/ ANI/WG Search and Rescue Task Force	September 2019
	b) United States, member of the ANI/WG Search and Rescue Task Force, lead the coordination of this task and report to the Task Force by September 2019.	United States	September 2019

Number	Conclusion	Responsible for action	Deadline
	SAR AGREEMENTS AND LETTER OF AGREEMENTS That, considering the importance of SAR Letter of Agreements in order to ensure proper and coordinated SAR response in those circumstances where operations may involve one or more States and the difficulties faced to due to the formality of such letters, a) the ANI/WG Search and Rescue Task Force develop and include different templates for agreements in the CAR SAR Plan; and consider if it is beneficial to create an additional simple format SAR agreement;	ICAO/ ANI/WG Search and Rescue Task Force	September 2019
SAR/CM/3	b) the ANI/WG Search and Rescue Task Force discuss possible beginning steps to assist States in the negotiation of SAR agreements, comparable letters of agreement, or other acceptable term for a document or procedure to strengthen SAR cooperation and coordination between States; and	ICAO/ ANI/WG Search and Rescue Task Force	September 2019
	c) the Secretariat work to identify those States and Territories of the CAR Region with pending SAR agreements, and present them to the ANI/WG Search and Rescue Task Force, to promote the completion of the agreement by September 2019.	ICAO/ ANI/WG Search and Rescue Task Force	September 2019