



**WORKING PAPER**

**DANGEROUS GOODS PANEL (DGP)  
MEETING OF THE WORKING GROUP OF THE WHOLE**

**Montréal, 15 to 19 October 2012**

**Agenda Item 6: Resolution, where possible, of the non-recurrent work items identified by the Air Navigation Commission or the panel**

**COMPETENCY FRAMEWORK FOR DESIGNATED POSTAL OPERATORS**

(Presented by T. Muller)

**SUMMARY**

This working paper presents the generic competence framework for staff that performs functions for the air transport of dangerous goods in mail, to be recommended to the UPU as guidance for implementation of training requirements for the Designated Postal Operators (DPOs).

Action by the DGP-WG is in paragraph 3.

**1. INTRODUCTION**

1.1 At DGP/23, the Universal Postal Union (UPU) requested the panel to extend the list of items of dangerous goods permitted in airmail to include lithium batteries contained in equipment, to provide for the sending of items such as mp3 players and some types of mobile phone. It was also observed that millions of such items are already being transported by airmail and so alignment with the UPU Convention would legalize this practice. The lithium batteries contained in equipment are those which are referred to in the Technical Instructions as “Section II”, meaning they are excepted from some of the requirements, and would be limited to 2 batteries or 4 cells in equipment per package.

1.2 At DGP/23, whilst some panel members were in favour of the proposal, concerns were expressed by others that insufficient controls were in place to ensure these items could be carried in airmail in accordance with the requirements. Consequently it was decided not to amend the Technical Instructions at that time.

1.3 Following DGP/23, a small group of panel members worked with representatives from the UPU to determine what measures and procedures should be in place in a State before lithium batteries could be introduced into airmail. This resulted in a proposal that before designated postal operators could accept lithium batteries in equipment to be sent by airmail their procedures and training must first be

approved by the civil aviation authority (CAA) of the State in which the designated postal operator accepts mail.

1.4 The working group supported the proposal and agreed to amend the Technical Instructions with effect from 1 January 2013 to allow small quantities of Section II lithium batteries in equipment in airmail.

1.5 Subsequently the working group identified the need to develop, in cooperation with the UPU, guidance to designated postal operators (DPOs) to implement the training requirements for staff who perform specific functions related to the transport by air of mail containing dangerous goods.

1.6 The DGP requested the working group on training to develop a generic competency framework of performance standards and requirements for competence-based training in collaboration with the UPU.

## 2. THE WORKING GROUP ON TRAINING

2.1 The working group on training initiated its work in August 2012 using current ICAO documentation and common practices in some of the participating States. An initial document was drafted with a competency framework for DPOs.

2.2 The training working group consisted of:

Nicole Sabourin-Barrette	ICAO Secretariat
Katherine Rooney	ICAO Secretariat
Lynn McGuigan	ICAO Secretariat
Geoff Leach	DGP member nominated by the United Kingdom
Brendan Sullivan	IATA
Seok Won Park	DGP member nominated by Korea
Sung Il Kang	Advisor Korea
Paul King	United Arab Emirates
Janet McLaughlin	DGP member nominated by the United States
Thomas Kenny	Advisor United States
Micheline Paquette	DGP member nominated by Canada
Donna MacLean	Advisor Canada
Bruno Carrara	DGP member nominated by Brazil
João Rafael de Andrade Colonese	Advisor Brazil
Joseph Le Tonquèze	DGP member nominated by France
Teun Muller	DGP member nominated by the Netherlands
Adrian Tusek	DGP member nominated by Australia
Stephanie Glover	Canada Post
Randy Miskanic	USPIS
Ebbe Andersen	UPU Denmark
Akhilesh Mathur	UPU Switzerland

2.3 The training working group met in Montreal from 13 to 16 August to review the initial draft document in detail and amend it as appropriate. During this meeting, conference calls were held with Adrian Tusek, the DGP member nominated by Australia, in order to get his specific input and views on the principles applied in the document.

2.4 During the development process, the ICAO Secretariat kept monitoring the consistency with the principles established in the *Procedures for Air Navigation Services — Training* (PANS-TRG, Doc 9868). As is done for the other competency based frameworks, the training group left out “generic competencies” of personnel at this stage of development, since the issue of how and to what extent to include these in the competency frameworks is still under discussion.

2.5 Since the new requirements will come into force on 1 January 2013, and in view of the limited time available to develop training programs by the DPOs, the document has already been forwarded to the DG panel members and to the UPU for their comments. The comments received have been taken into account by the Secretariat and are incorporated in appendix to this working paper..

2.6 Since the national regulatory and enforcement function regarding the postal operators is not the competence of the civil aviation department, and this regulatory field is not covered by the ICAO Convention and its Annexes, the developed performance standards and requirements will be recommended by ICAO to the UPU as guidance for implementation of training requirements by the appropriate authorities at State level.

2.7 The appropriate competency requirements in the appendix may be applied by the designated postal operator when establishing a dedicated dangerous goods training programme.

### 3. ACTION BY THE DGP-WG

3.1 The DGP-WG is invited to:

- a) review the attached document “Competency Framework for Staff of DPOs” in the appendix to this working paper and provide comments, as appropriate;
- b) accept the generic competency framework in the document as a recommendation by the dangerous goods panel to the UPU; and
- c) if necessary, instruct the working group or Secretariat for any follow-up action.

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**APPENDIX**

**COMPETENCY-BASED FRAMEWORK FOR DESIGNATED POSTAL OPERATORS**

## COMPETENCY FRAMEWORK FOR STAFF OF DESIGNATED POSTAL OPERATORS WHO PERFORM SPECIFIC FUNCTIONS RELATED TO THE TRANSPORT OF MAIL

### 1. INTRODUCTION

1.1.1 The objective of ICAO in publishing this document is to provide guidance to designated postal operators (DPOs) who choose to implement competency-based training and/or assessment for staff who perform specific functions related to the transport of mail by air. This guidance, which includes a generic competency framework, was developed in collaboration with the Universal Postal Union (UPU). The overall objective of the competency framework is to harmonize the performance standards of designated postal operators and enhance the ability of the individual staff member to perform the job in accordance with the requirements of Annex 18 to the Convention on International Civil Aviation — *The Safe Transport of Dangerous Goods by Air* and the *Technical Instructions for the Safe Transport of Dangerous Goods by Air* (Doc 9284).

### 2. ROLES AND RESPONSIBILITIES

The roles and responsibilities of civil aviation authorities (CAAs) and DPOs are outlined in Annex 18, paragraph 11.4, the associated Technical Instructions provisions in Part 1, paragraphs 2.3 and 4.1, the UPU Convention, the UPU Letter Post Regulations and the UPU Parcel Post Regulations.

### 3. RELATIONSHIP BETWEEN THE TRAINING CURRICULA CONTAINED IN THE TECHNICAL INSTRUCTIONS AND THIS DOCUMENT

In the *Procedures for Air Navigation Services — Training* (PANS-TRG, Doc 9868), competency is defined, *inter alia*, as a combination of knowledge and skills required to perform a task. Table 1-6 of the Technical Instructions provides a list of knowledge items that are fundamental in developing a training programme necessary to achieve the required competencies.

### 4. TERMINOLOGY

For the purpose of this document, the following terminology applies:

**Competency.** A combination of skills, knowledge and attitudes required to perform a task to the prescribed standard.

**Competency-based training and assessment.** Training and assessment that are characterized by a performance orientation, emphasis on standards of performance and their measurement, and the development of training to the specified performance standards.

**Competency element.** An action that constitutes a task that has a triggering event and a terminating event that clearly defines its limits, and an observable outcome.

**Competency unit.** A discrete function consisting of a number of competency elements.

**Dangerous goods.** Articles or substances which are capable of posing a risk to health, safety, property or the environment and which are shown in the list of dangerous goods in these Instructions, or which are classified according to these Instructions.

**Dangerous goods accident.** An occurrence associated with and related to the transport of dangerous goods by air which results in fatal or serious injury to a person or major property or environmental damage.

**Dangerous goods incident.** An occurrence, other than a dangerous goods accident, associated with and related to the transport of dangerous goods by air, not necessarily occurring on board an aircraft, which results in injury to a person, property or environmental damage, fire, breakage, spillage, leakage of fluid or radiation or other evidence that the integrity of the packaging has not been maintained. Any occurrence relating to the transport of dangerous goods which seriously jeopardizes the aircraft or its occupants is also deemed to be a dangerous goods incident.

**[Dangerous goods event.** For the purpose of this document, a dangerous goods event is a dangerous goods incident, dangerous goods accident, the discovery of an accepted postal item that contains dangerous goods not permitted in the mail, or the discovery of a postal item that contains permissible dangerous goods which are improperly packaged, marked or labelled.]

**Designated postal operator.** Any governmental or non-governmental entity officially designated by a Universal Postal Union (UPU) member country to operate postal services and to fulfil the related obligations arising from the acts of the UPU Convention on its territory.

**Operator.** A person, organization or enterprise engaged in or offering to engage in an aircraft operation.

**Operator variation.** A notification to ICAO of the adoption by an operator of more restrictive requirements than the Technical Instructions.

**Packaging.** One or more receptacles and any other components or materials necessary for the receptacles to perform their containment and other safety functions.

**Note.**— For radioactive material, see Part 2.7.1.3 of the Technical Instructions.

**Performance criteria.** Simple, evaluative statements on the required outcome of the competency element and a description of the criteria used to judge whether the required level of performance has been achieved.

**Postal item.** Items handed over by and to designated postal operators to operate the postal service in accordance with the UPU acts.

**State variation.** A notification to ICAO of the adoption by a State of more restrictive requirements than the Technical Instructions.

**Technical Instructions.** The *Technical Instructions for the Safe Transport of Dangerous Goods by Air* (Doc 9284), approved and issued periodically in accordance with the procedure established by the ICAO Council.

## 5. STRUCTURE OF THE DOCUMENT

The basic structure of the competency framework consists of three levels:

- a) competency units;
- b) competency elements; and
- c) performance criteria.

The competency framework for designated postal operators is based on the following:

- a) competencies applicable to all designated postal operators:
  - competencies and personal attributes; and
  - general awareness, knowledge and skills;
- b) competency units related to specific functions of designated postal operators:
  - evaluate the offered postal item;
  - verify the postal item; and
  - manage dangerous goods events.

## 6. COMPETENCIES RELATED TO SPECIFIC ACTIVITIES OF A DESIGNATED POSTAL OPERATOR

The transport of mail containing dangerous goods is recognized as an integral part of a State's overall safety oversight programme. Staff must be trained in the requirements commensurate with their responsibilities. Training should be designed so that it enables all staff involved in the transport of mail by air to perform their tasks.

A training programme must be established and maintained which may incorporate the general provisions for competency-based training and assessment described in Chapter 2 of the Procedures for Air Navigation Services — Training (PANS-TRG, Doc 9868). The programme must at least include procedures which enable designated postal operators to:

- a) evaluate the offered postal item;
- b) verify the postal item; and
- c) manage dangerous goods events.

The following paragraphs are intended to identify the competency elements and performance criteria related to the specific activities conducted by designated postal operators involved in the transport of dangerous goods at an operational level. This document is only intended to identify the technical competencies of staff. It is recognized that the UPU is responsible for defining the core competencies necessary to fully describe the function of DPO staff.

Distinction has been made in relation to three categories of staff of a DPO:

- a) staff involved in accepting mail containing dangerous goods;
- b) staff involved in processing mail (other than mail containing dangerous goods); and
- c) staff involved in handling, storage and loading of mail.

The appropriate competency requirements in this document may be applied by the designated postal operator when establishing a dedicated dangerous goods training programme.

**COMPETENCY UNITS, COMPETENCY ELEMENTS AND PERFORMANCE CRITERIA  
RELATED TO SPECIFIC ACTIVITIES OF STAFF OF DESIGNATED POSTAL OPERATORS**

**1. Competency unit: Evaluate the offered postal item**

<i>Competency element</i>	<i>Performance criteria</i>
Assess the content of the postal item	<ul style="list-style-type: none"> <li>— convey information on dangerous goods not permitted by post</li> <li>— apply procedures to aid recognition of dangerous goods not permitted by post</li> <li>— determine if the offered postal item contains dangerous goods</li> </ul>
Assess restrictions	<ul style="list-style-type: none"> <li>— verify any additional restrictions imposed by State variations</li> <li>— verify any additional restrictions imposed by operator variations</li> <li>— if the postal item contains dangerous goods, verify if these articles are permitted</li> </ul>

**2. Verify the postal item**

<i>Competency element</i>	<i>Performance criteria</i>
Verify packaging	<ul style="list-style-type: none"> <li>— verify that selected packaging is permitted</li> <li>— verify that packaging complies with applicable packing instructions</li> <li>— verify that package is free from damage or leakage</li> </ul>
Verify applicable marking and labelling requirements	<ul style="list-style-type: none"> <li>— verify that all marking requirements have been met</li> <li>— verify that all labelling requirements have been met</li> </ul>

**3. Manage dangerous goods events**

<i>Competency element</i>	<i>Performance criteria</i>
Detect postal items containing dangerous goods not permitted for transport by air	<ul style="list-style-type: none"> <li>— identify postal items containing dangerous goods forbidden for transport in the mail</li> <li>— identify postal items containing dangerous goods permitted in the mail which are improperly packaged, marked or labelled</li> <li>— apply handling and disposition procedures</li> <li>— apply approved reporting procedure</li> </ul>
Respond to incident or accident	<ul style="list-style-type: none"> <li>— identify incident or accident</li> <li>— apply appropriate handling and disposition procedures</li> <li>— apply approved reporting procedures</li> </ul>

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