



Cooperative Development of Operational Safety and Continuing Airworthiness Programme COSCAP - SOUTH ASIA



International Civil Aviation Organization

COSCAP-SA SPECIAL STEERING COMMITTEE MEETING PHASE IV

DP-2 Objectives and Project Structure

Discussion Paper

SUMMARY

This Discussion Paper contains information on the COSCAP Programmes in general and provides a list of Project Objectives of the COSCAP-SA for consideration of the Steering Committee. Recognizing that the third phase of the Programme is ending on 31 December, 2012, the paper provides a range of options for the structure of the COSCAP-SA Programme for consideration of Member States.

1. Introduction

1.1 Phase III of the COSCAP-SA programme will be completed by the end of 2012. This Discussion Paper contains information on the COSCAP programmes in general and provides a list of Project objectives for consideration of the Steering Committee. In addition, the paper provides a range of options for the structure of the COSCAP-SA programme for consideration of Member States.

2. Background

2.1 Assembly Resolution A35-7, urges Contracting States to further develop regional and sub-regional cooperation and wherever feasible, partnership initiatives with other States, industry, Air Navigation Service Providers, financial institutions and other stakeholders to strengthen safety oversight capabilities.

2.2 The COSCAP is a cooperative arrangement between the participating Governments aimed at enhancing safety and efficiency of air transport operation in the South Asia Sub-Region, in a cost-effective manner, for the purpose of:

- a) Creating a regional forum for addressing, in a unified manner, all aviation safety oversight aspects with a view toward harmonization of related regulations, policies and procedures;
- b) Sharing available resources in flight safety and obtaining maximum benefits from them;
- c) Enhancing the professional and practical knowledge and qualifications of safety oversight personnel through formal and on-the-job training; and

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- d) Carrying out air operator certification and surveillance tasks on behalf of Administrations currently unable to do so, upon request.

2.3 The programme objectives and outputs are defined in the COSCAP-SA Programme Document. The priority for completion of the objectives and outputs are as determined by the Member States during COSCAP-SA Steering Committee Meetings. The priorities of the COSCAP programmes have been related to the Flight Operations and Airworthiness functional areas. With the increase in scope of the ICAO Universal Safety Oversight Audit Programme (USOAP), the COSCAP-SA expanded its scope to include Aerodromes and ATM.

2.4 While there are elements of the COSCAP-SA programme common to all of its Member States, the needs of Member States at the present time vary considerably, as the maturity of safety oversight systems vary. This is supported by the results from the ICAO USOAP audit contained in Attachment I, which demonstrates a wide variance in the capabilities of Member States. It is recognize that audits for some Member States were complete some time ago, so their safety oversight system may have improved considerably as they implement their corrective action plan.

2.5 The COSCAP-SA programme objectives are outlined in the Phase III Project Document so they will not be repeated here. Generally, they can be divided into four main areas as follows:

2.5.1 USOAP Preparations and Implementation of Corrective Action Plans – The core activity of the COSCAP-SA programmes is to assist States with their preparations for USOAP audits and implementation of Corrective Action Plans. Under the Continuous Monitoring Approach (CMA), ICAO will focus its activities to ensure the timely implementation of Corrective Action Plans and implementation of new/revisions ICAO SARPs. In support of these efforts COSCAP-SA assists in development of regulations, policies and/or procedures to strengthen a State's safety oversight capabilities. As States implement their Corrective Action Plan, the emphasis for the COSCAP Programmes will shift to implementation of more recently developed ICAO SARPs related to SMS and SSP.

2.5.2 Training Programmes - The Steering Committee has assigned a high priority to the training and development of National Inspectors. Where numbers warrant, training programmes can be provided in all States, but often are provided at one or two central locations. While COSCAP staffs provide some of this training, in many cases donors or other experts will provide training programmes.

2.5.3 Audits, Inspections and Certification Activities - This is an area where the needs of Member States vary widely, and COSCAP staff may assist States with Audits, Inspections and Certification activities, including on-the-job training for National Inspectors.

Generally, the focus here is on States that do not have enough qualified staff to complete their required inspection and certification activity.

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2.5.4 **Regional Aviation Safety Team (RAST)** – With the establishment of the ICAO Regional Aviation Safety Group/Asia Pacific Regional Aviation Safety Team, (RASG/APRAST) the role of the South Asia Regional Aviation Safety Team (SARAST) will change. The SARAST will now be able to focus its efforts on supporting implementation of safety enhancements that are approved by the RASG.

2.6 The COSCAP-SA programme accomplishments are provided in DP-1 so are not repeated here. The accomplishments demonstrate that the COSCAP-SA programme has been able to cost effectively respond to a wide variety of Member State needs, and it has generally supported Member States efforts to strengthen their Safety oversight programmes and improve safety in the sub-region.

2.7 While donors such as Airbus and Boeing kindly provide funding to the programme, Member States themselves provide the majority of the funding.

3. Discussion

3.1 The COSCAP-SA programme has been in place for three five year Phases over almost 14 years. This is now the opportunity to revisit the needs of Member States and the structure of the programme for a Phase IV, recognizing that the needs of some Member States have changed considerably over this period of time.

3.2 In addition, ICAO has or is in the process of introducing some major initiatives; the introduction of the USOAP Continuous Monitoring Approach (CMA); expanding the scope of Safety Management Systems (SMS); introduction of a requirement for a State Safety Programme (SSP); revision to the Global Aviation Safety Plan (GASP); and the development of Performance Based Navigation (PBN).

3.3 ICAO recognizes that States' capabilities to respond to these many changes vary considerably, and believes ICAO support should be prioritized. The number one priority should be with States that have a Significant Safety Concern or have a Lack of Effective Implementation (LEI) in excess of 50%. These States should focus on resolving the SSC and strengthening their safety oversight system. States which have a LEI in the range of 30% to 50% should focus on strengthening their safety oversight system and as a secondary objective ensuring effective implementation of SMS and the aspects of SSP beyond those core elements related to safety oversight. States which have LEI of less than 30% should have the capability to focus greater efforts on the effective implementation of all elements of SSP and SMS.

3.4 The USOAP audit results as outlined in Attachment I indicate that the COSCAP-SA Member States have a wide variety of needs. While there may be some common objectives, it is recognized that States with a more mature safety oversight system may have needs that would require expertise beyond that which could be provided by Regional Experts. Therefore a range of staffing options should be examined that could best meet the needs of Member States.

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3.5 ICAO Project Document contains the objectives and activities which are to be achieved during the completion of that phase of the Project. Attachment II contains a selection of objectives with a brief description of each for consideration of Steering Committee Members. The list is not all inclusive and States may wish to add other objectives to the list.

3.6 Once States have determined their needs then they should examine options for the organization structure and staff that would best meet these needs in the most cost effective matter. In examining these options it is important to review the history of the COSCAP-SA programme as it relates to organization.

3.7 When the COSCAP-SA programme was first established in 1998, two full time International Experts and two Regional Inspectors were engaged. Considerable training and on-the-job training was provided to the Regional Inspectors and after two and five years respectively the international experts were no longer engaged and the Regional Flight Operations inspector served as both the Regional Programme Coordinator (RPC) and Flight Operations Expert.

3.8 Subsequently, International Experts were periodically engaged on a short term basis (i.e. 2 to 6 months) to provide support in areas outside the expertise of the Regional Inspectors (e.g., SMS Implementation Expert, Aerodrome Certification Expert). This provided an opportunity to further strengthen the expertise of both National and Regional Inspectors.

3.9 Currently, there is presently no mechanism in place to ensure capacity building by training National Inspectors, including on-job-training, who are engaged by the COSCAP-SA to become Regional Experts.

3.10 The COSCAP-SEA and COSCAP-NA programmes have on two occasions in past 4 years changed Programme Coordinators. However, the departing Programme Coordinator (PC) remained in the region and was able to provide considerable training for some months to ensure that the continuity of the programme was maintained over this transition period.

3.11 The COSCAP-SA, SEA, and NA programmes have on occasions benefited from the other's expertise by exchanging staff to deliver specific support. While this practice is effective, it cannot be seen to address in any significant manner the needs that COSCAP-SA may have for international experts of all requirements, given the needs in NA and SEA for international experts.

3.12 It should also be noted that the COSCAP-SEA and COSCAP-NA programme do not engage a full time Programme Coordinator. Instead, the Flight Operations Expert fulfills these duties with the support of an administration assistant/secretary/officer as was the practice for the first eight years of the COSCAP-SA programme.

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3.13 While the engagement of a full time Regional Programme Coordinator may provide some benefits concerning the effective management of the Project, the COSCAP-SEA and COSCAP-NA are presently much better managed at the present time without a full time coordinator. These funds may be better utilized in providing technical assistance to States.

3.14 ICAO is presently establishing a programme to ensure quality assurance for ICAO Technical Assistance Projects, which will include COSCAPs. While the programme is not formally established, it is already examining aspects of the COSCAP programmes, providing support related to their management and ensuring the exchange of best practices between COSCAP programmes. While it will take some time for this review to be completed, the training of COSCAP staff is a high priority initiative.

3.15 There are presently 9 COSCAP Project establish in various ICAO Regions. ICAO's view is that the COSCAPs, with such limited resources, should focus primarily on supporting implementation of ICAO SARPs. The first priority should be on Flight Operations and Airworthiness, as this is the area where safety risks are greatest and which have resulted in Significant Safety Concerns (SSC).

3.16 It is suggested that expertise in the areas of ATM, Aerodromes and Accident Investigation should only be undertaken by the engagement of short term experts (International or Regional), where there is a clearly demonstrated need, as is presently the practice in COSCAP-SEA and COSCAP-NA.

3.17 Attachment III provides options concerning the organization structure for consideration of the Steering Committee. The options have been developed assuming that the funding remains at the levels as approved at the 21st Steering Committee Meeting. Member States may wish to suggest other options, within the constraints of the current funding levels, which they feel would be more suitable to best meet their needs in Phase IV.

3.18 Costs have been assigned to the various options for comparison purposes based on the following assumptions:

- A Regional Expert would cost approximately \$55,000 annually.
- A full time International expert in year 1 would cost approximately \$200,000.
- An international expert under SSA would cost \$450 a day plus the cost of transportation to/from the sub-region. The cost of tickets would be expensive for an expert beyond 9 hours flight time, so assuming 50% of the experts are from outside the Region and that they are engaged for 2 month periods, then the cost for this period would be \$23,800 (44 days X \$450, plus \$4000 air ticket). Note: Two month period is selected for costing purposes but the period would be adjusted based on the work to be achieved.
- While engaging international experts who are more expensive will result in fewer person days of staff, it is expected that when they are engaged for short periods they will travel extensively. Therefore, the cost of transportation/DSA within the sub-region is assumed to be the same for both regional and

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international experts, so this does not need to be considered for the purposes of comparing the various options.

4. **Recommendations**

4.1 COSCAP-SA Steering committee to review and accord its approval as appropriate:

4.1.1 To the extension of the COSCAP-SA programme for an additional 5 year period (Phase IV) until 31 December 2017;

4.1.2 To the objectives in Attachment II after amendment and/or endorsement as appropriate;

4.1.3 To the organization structure for the programme that would be best suited to be able to achieve the objectives after review and/or amendment to Attachment III;

4.2 ICAO to develop a qualification standard and training programme (including on-the-job training) to enable any National Inspectors to be engaged by the COSCAP-SA programme to be qualified as Regional Experts (by 1 July 2012). Once the training programme is developed it is to be implemented for any National Inspectors engaged by the COSCAP-SA.

4.3 Assuming that the COSCAP-SA Steering Committee provides approvals as outlined in 4.1 above:

4.3.1 ICAO is requested to prepare an updated Project Document for review of Member States by 30 May 2012. Member States to provide their comments by 30 July 2012 and subsequently after revision of the Project Document, ICAO to forward to Member States for signature by 1st September 2012;

4.3.2 Member States are requested to make arrangements for funding to support the programme for the extended period as this is one prerequisite for programme continuation.

4.3.3 The Steering Committee is requested to authorize ICAO to approach the donor community for release of funding contribution for COSCAP-SA Programme Phase IV.

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