

**24th COSCAP-SA STEERING COMMITTEE MEETING****SARI Framework  
Discussion Paper 11 (DP-11)**

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**SUMMARY**

This DP captures the history of South Asia Regional Initiative (SARI) for harmonization of aviation regulations in the South Asia region and discusses possible steps which should be taken to assign SARI more formal recognition in order to continue its activities in future as the technical arm of COSCAP-SA for regulatory harmonization.

**1) Background**

1.1 The European Union – South Asia (EU-SA) Civil Aviation Cooperation Project was conducted from September 2003 to August 2006, financed by the European Commission and managed by the Association of European Aerospace and Defence Industries (ASD).

1.2 The main objectives of the project were the Enhancement of Civil Aviation Safety in SA and Foster business relationship between SA and EU. In partnership, the EU and SA partners established several themes of cooperation viz. Airworthiness and Operational Safety, Air Traffic Management, Maintenance and Customer Support, Pilot Training and Airline/Airport Management. The project delivered 105 technical training programmes conducted by European Experts and hosted by SA States taking turns and a few programmes in Europe.

1.3 The project developed an activity called 'Regional Initiatives' in order to promote Regulatory Convergence in SA which is regarded as a tool to enhance safety in the region. Two seminars on Regional Initiatives were held between September 2005 and April 2006. Outcome of the Seminars were that the States expressed their interest in regulatory convergence and standardization process in SA underlining the benefits in terms of safety, facilitation of business exchanges for the industry and bringing a regional voice to SA. Regional Initiatives was also expected to be instrumental in enabling closer links between the civil aviation authorities in the region and in facilitating the development of a partnership approach between the civil aviation authorities and the industry, in particular, airlines. It was decided that consultations with the industry should be undertaken as a first step. The States stressed out the necessity to include all South Asian States in such regional initiatives.

1.4 Accordingly, the SA, in partnership with EU proceeded with commitment, establishment of a regional mechanism towards regulatory convergence in SA. It was decided to adopt a step by step approach and begin with regulations on Approval of Maintenance Organizations in line with EASA Part 145.

1.5 The implementation of the regional mechanism is at the DGCA's level. The European partners supported the process and provided assistance to the Regional Initiative and the Co-ordinator from Europe.

1.6 A working group was created, entitled South Asia Regional Initiatives or SARI consisting of the Directors General of the seven SA States. It was assumed that these seven states will participate in SARI, however should one of the states be unable to join at the early stage of the process, provisions existed for it to join later on.

1.7 Dedicated Working Groups (WG) consisting a group of countries of SA started to work on developing SARI Parts with technical assistance and advice from the SARI Co-ordinator and European Experts followed by Implementation/standardization missions to participating States conducted by Regional and European Experts.

1.8 SARI has been functioning since 2007 to date and has developed following regulation Parts for the SA region to implement.

- a. SARI Part 145 Initial Issue published in 2010 and revised in 2012
- b. SARI Part 66 Initial issue published in January 2013
- c. SARI Part 147 initial issue published in January 2013, amended dated 10 June 2015
- d. SARI Part M initial issue published on 31 December 2014
- e. SARI Part 21 under development and completion expected in 2016 Q2

1.9 COSCAP-SA recognized the work of SARI and accepted it as the technical arm to harmonize rules and regulations in the SA region as follows.

- a. 17th SCM, November 2007 - directed the Programme Management to pursue with harmonization of the rules, regulations and procedures, manuals on subject areas where harmonization is possible, subject to the availability of resources. Approved formation of the Working Group for harmonization of subject matters as identified in the Work Programme. (Ref. DP5 - Harmonization of Aviation Regulations)
- b. 18th SCM, February 2009 - decided that harmonization of regulations (Adaptation of Part 145) is best suited for the Region to start with, with a view to proceeding for Standardization of the Regulation at a later stage. (Ref. DP12 - Standardization of Maintenance Regulations in the Region based on EASA Part 145). Also directed COSCAP-SA to recognize the technical competency of SARI in Part 145 and extend the fullest support for harmonization of Maintenance Regulations and coordinate matters closely with Task Force (TF) Members. Also requested Member States (MS)

to actively involve with SARI, promote close participation of the Industry at the Task Force / SARI activities and harmonization of maintenance regulations be completed preferably on or before 31st Dec 2009 based on Part 145.

- c. 19th SCM, January 2010 - decided that SARI Part 145 should be locally implemented in each MS after undergoing due process at the earliest but not later than 31st June 2010. It was noted that harmonized set of maintenance regulations in the region is a significant milestone in the history of COSCAP-SA. Whilst acknowledging the States' prerogative to follow their own rules and procedures in law making, the SCM recommended that a Member State which intends amending the provisions in the SARI 145 may seek views of other Member States through 'Notice for Proposed Amendment' (NPA) or similar arrangement in order to maintain harmony.
- d. 20th SCM, April 2011 – noted the excellent progress made by SARI in the development of common rules relating to maintenance of aircraft and urged MSs to take part actively in the SARI activities. (Ref. DP4 and DP11E - Status of Regulation Harmonization in SA.)
- e. 21st SCM, December 2011 - noted with satisfaction the progress made by SARI and urged the states to actively take part in the SARI activities planned for 2012. Noted that lack of human and other resources being the main hindrance in the development of SARI in the region.
- f. 22nd SCM, Sept. 2012 – pointed out by the SARI Co-ordinator that COSCAP-SA in the next Phase should have a separate budget for the implementation of the SARI work plan but SARI should not be absorbed in to the COSCAP-SA. Two MSs observed that SARI activities could be funded through COSCAP-SA. (Ref. DP6 - Funding and Budget and DP9 - Status of Harmonization of South Asian Regional Initiatives)
- g. 23rd SCM, May 2014 - agreed on benefits from SARI and decided to continue collaboration. A draft SARI Legal Framework document was presented for comments. (Ref. DP 11- SARI)

1.10 9<sup>th</sup> SARI SCM held in October 2013 with six of the seven SA States represented, underlined the following.

- a. SARI MSs recognized the benefit to work on the regional basis but underlined that the South Asian aviation level of maturity was not yet matching the level Europe was showing when the JAA started to develop.
- b. EASA underlined that the above perception of Europe in the 70's and 80's was not perfectly correct as at that time there were as well significant discrepancies between the European Member States from not only technical but also cultural stand point in somewhat a similar way to current situation of SA.

- c. SARI MSs agreed that SARI should be given a better framework and recognized that the COSCAP-SA scope of work was too large to continue having under its umbrella SARI which focuses on regulation development and harmonization.
- d. A preliminary draft SARI framework introduced to the meeting based on the JAA Cyprus Arrangement was considered favorably by the SARI MSs as an acceptable platform to develop new SARI framework. Significant amendments would be necessary before a text could be formally approved.
- e. EASA explained that it would continue to partner SARI but believed that providing SARI with a funding scheme established by Member States will ensure commitment of the SA DGCA's and consequently SARI sustainability. EASA stressed also that a solid framework would provide them with better justification to continue securing financial and technical support to SARI. Airbus who is also currently contributing to SARI budget supported EASA comments and confirmed that should SARI be given a clearer and stronger framework it may increase this contribution.
- f. EASA's support should more be seen as a continuous link for 'product support' which means that to keep abreast with future rulemaking in Europe and amendments brought in to the current rules, SA will have to have a certain mechanism. It may function with established expertise from SA, but would also need to be complemented through expertise from or through EASA. This was considered especially necessary in this transition phase of SARI to build up the confidence of the partner countries and for South Asia to seamlessly assume more ownership.

1.11 The 10<sup>th</sup> SARI SCM held in February 2015 with six of the seven SAs in attendance, endorsed the following.

- a. Member States agreed to provide SARI with a framework, including funding mechanism.
- b. The Programme Document of COSCAP-SA to develop for approval of the COSCAP-SA SCM, an Appendix on SARI which will explain the funding mechanism of SARI.
- c. Two funding mechanisms were suggested. One is to Remit funds to TCB along with those for COSCAP-SA, but allocate one budget line in that to SARI for the management of this specific budget. The other is that every Member State allocates funds directly to SARI, but these funds remain outside the COSCAP-SA budget. In such case the contribution of each Member State should follow the agreed COSCAP-SA contribution scheme.
- d. The draft Framework document for SARI to be tabled for discussion at the 24<sup>th</sup> COSCAP-SA SCM.

## 2) Discussion

2.1 The above background highlights the following.

- a. Establishment of SARI and its functioning in harmonized regulations development

and implementation for South Asia.

- b. Decisions of COSCAP-SA on SARI activities since 2007 to date.
- c. Decisions of SARI SCM on providing a better framework for the functioning of SARI.

2.2 SARI yet has a 'club' status with no solid (legal) operating framework. The activities undertaken by SARI has had financial support coming from Europe in terms of funding for European Experts and SARI logistics while the SA DGCA's provide funds for participation of their respective members in WG and Implementation/Standardization activities and hosting such activities in turn.

2.3 Harmonized rules, regulations and procedures would enhance safety of civil aviation in the SA Region and provide the Regulators common grounds for safety oversight, especially considering long term benefits. It will deliver significant commercial benefits to the civil aviation industry of the SA States also especially considering long term benefits.

2.4 At present, there is a lack of coherent and consistent level of implementation of already developed SARI Parts in the region which require close follow up.

2.5 A solid SARI operational and administrative arrangement therefore is necessary in order to continue with development of future SARI Parts where harmonization is feasible. This framework will comprise of necessary mechanism to carry out implementation/standardization missions too. It will also need to maintain an effective link with EASA in order to timely address future amendment issues.

2.6 SARI should be provided with necessary funding mechanism as suggested at paragraph 1.11 (c).

### **3) Recommendations/Actions**

The Steering Committee is invited to consider;

3.1 Reviewing the current arrangements for functioning of SARI and devise a more formal and binding mechanism which will benefit the SA States in developing, implementing and updating harmonized, rules, regulations and procedures.

3.2 Reviewing the attached draft SARI Framework Document and introduce amendments as necessary for approval of the COSCAP-SA SCM to formalize SARI.

3.3 Incorporating an Appendix to COSCAP-SA Programme Document on SARI which will include the funding mechanism for SARI as stated in above paragraph 1.11 (c).

3.4 EASA's role in a formalized SARI arrangement be included in the Framework Document.