

EXECUTIVE COUNCIL

PUBLIC

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Portfolio Holder:	MLA Roger Edwards
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List of Documents:	Assessment Report 30 January – 03 February 2017 Draft Response

1. Recommendations

- (a) Note the contents of the attached report from Air Safety Support International (ASSI).
- (b) That the Chief Executive responds to ASSI to acknowledge the report and reinforce the Falkland Island Government's (FIG) ongoing commitment to aviation safety regulation, and future clarification of the relationship with the United Kingdom Met Office.

2. Additional Budgetary Implications

None

3. Executive Summary

- 3.1 The assessment report states ASSI is satisfied by the standards of safety regulation being applied, and that the adequacy of the resources being employed on such regulation by the Falkland Islands Civil Aviation Department in the areas designated is appropriate and effective.

- 3.2 The only issue identified during the assessment was the lack of an agreement between FIG and the UK Met Office. This lack of contract means the Civil Aviation Department is unable to fulfil its obligation with regards meteorological services regulation; the Met Office will not subject itself to oversight without a formal contract in place.
- 3.3 The Director of Central Services holds the budget for the provision of meteorological services and is working with the UK Met Office to ensure that an agreement is put in place.

4. Background

- 4.1 In January 2017 ASSI conducted their biennial assessment of the Civil Aviation Department. Such assessments help ASSI to satisfy the Secretary of State for Transport and the Governor that sufficient and effective aviation safety regulation is in place in the islands.
- 4.2 The report is attached as Appendix A and is submitted with this ExCo paper.

5. Recommendation

- 5.1 The Chief Executive on behalf of the Falkland Islands Government write to ASSI, acknowledging their assessment visit, the final report and the importance that FIG places on aviation safety regulation. The letter highlights that the report was positive overall, and seeks to assure ASSI that the issue regarding arrangements between FIG and the UK Met Office are being addressed.

6. Resource Implications

None

Human Resource Implications

None

Other Resource Implications

None

7. Legal Implications

None

8. Significant Risks

None

9. Consultation

Director of Central Services

Draft Letter to ASSI

Maria Boyle
Chief Executive
Air Safety Support International
2nd floor, the Portland Building
25 High Street
Crawley
West Sussex, RH10 1BG
United Kingdom

Dear Maria,

Thank you for the assessment report on the Falkland Islands Civil Aviation Department (FICAD) dated 30 January 03 February 2017. We are delighted to note your conclusion that the standards of aviation safety regulation being applied, and the adequacy of the resources being employed on such regulation by the FICAD in the areas designated, are appropriate and effective.

Also, as you point out, removing the responsibility for the regulation of Telecoms will allow the department to consider building competence for further aviation designations in the future.

In respect of the provision of Meteorological Services we are working to address the need for a Service Definition Document and we will carefully consider the most expeditious way of providing assurance to you in respect of this.



Overseas Territory Aviation Authority Assessment

Falkland Islands Civil Aviation Department

Assessment Report

30 January – 3 February 2017

AIR SAFETY SUPPORT INTERNATIONAL

Air Safety Support International Ltd is a wholly owned subsidiary of United Kingdom Civil Aviation Authority.

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Amendment Record

Reference	Date	Amendment	Author
Version 0.01 – 0.07	February 17	Draft development	MD, COO
Version 0.08	February 17	FICAD DCA review	MD
Version 0.09	February 17	Final draft & formatting	MD, MW
Version 0.10	February 17	For ASSI Board endorsement	MD
Issue 1.00	March 2017	Issued to H.E. Governor	

Distribution List

Draft Report:	Final Report:
DCA FICAD	ASSI Board
CEO ASSI	HE the Governor
COO ASSI	DfT
Assessment Team	FCO

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EXECUTIVE SUMMARY

An Assessment of the Civil Aviation Department of the Falkland Islands Government Regulatory Services took place during the period 30 January – 3 February 2017. The purpose of the Assessment was to review and determine the standard of aviation safety regulation in the Falkland Islands.

The assessment focussed on the Department's working arrangements and quality system, and its oversight of Aerodromes, Air Traffic Services, Dangerous Goods, Personnel Licensing, Meteorology and Search and Rescue.

The only issue identified during the assessment was in relation to the provision of Meteorology Services at Stanley Airport. Despite significant efforts being made over a number of years the Director has been unable to confirm compliance of service provision due to an absence of the Service Definition Document which defines the services to be provided within an OT to ensure compliance with ICAO Annex 3. Progress is now being made and this will be tracked as part of the ongoing assessment programme.

Although the Department is small it is well organised and managed, with a Quality Management System that is comprehensive and effective. It was apparent during all the meetings held during the visit that the working relationship between industry and the Department is well established, strong and professional.

This Assessment visit has provided evidence that the standards of aviation safety regulation being applied, and the adequacy of the resources being employed on such regulation by the FICAD in the areas designated, are appropriate and effective.

The Department had previously been tasked with the regulation of Telecommunications in the Islands which had resulted in considerable work. This role is now to be undertaken by a specialist Telecoms Regulator. This change is very significant as it enables the Department to focus solely on aviation and to consider building competence for further Designations in the future.

1. PURPOSE

- 1.1 In accordance with the Directions from the Secretary of State, the purpose of an Assessment of an Overseas Territory Aviation Authority (OTAA) is to “advise the Secretary of State, the Governor of that Territory and those responsible for aviation safety regulation in that Territory on whether the Territory is complying with the United Kingdom’s obligations under the Chicago Convention, on the standard of aviation safety regulation in that Territory, on the adequacy of the resources employed in that Territory on such regulation and on any remedial measures that may be necessary”.
- 1.2 In the Falkland Islands (FI), regulation of the majority of areas is designated to the FI Civil Aviation Department (FICAD). However, it should be noted that ASSI is designated in the key areas of Airworthiness and Flight Operations.

2. METHODOLOGY

- 2.1 The on-site Assessment of the FICAD took place between the 30 January and 3 February 2017. The visit opened and closed with briefings to the FIs Governor with the FICAD Director present at both briefings.
- 2.2 Opening and closing briefings were also held for the Director and his staff giving the opportunity for challenge and comment.
- 2.3 Additional briefings were given to the FI Attorney General (who retains line management responsibility for the FICAD) and the FI Chief Executive who took up his post just before Christmas.
- 2.4 During the Assessment, the ASSI team discussed and reviewed evidence (audit reports, processes etc.) with technical staff and where appropriate, visited aerodromes/landing strips Stanley Airport, Mount Pleasant Airport and Darwin ‘Camp Strip’¹.
- 2.5 The ASSI Assessment Team consisted of John Benyon (ASSI Chief Operating Officer), Peter Patrickson (ASSI Air Traffic Service (ATS) and Aerodromes) and Marcus Doller (ASSI Assessment Manager).

3. SCOPE

- 3.1 The Terms of Reference for the visit are attached as Appendix A. The Assessment focused on the following areas:
 - Quality Management System (QMS)/Internal auditing process including audits conducted and the tracking of findings/actions;
 - Industry Audit planning;
 - State Safety Plan (SSP) for the Falkland Islands and process to monitor Safety Performance Indicators (SPIs);
 - Staff/Contractor training and competence;
 - Personnel Licensing;

¹ Camp Strips are uncertificated grass strips located outside Stanley.

- Aerodromes, including certification of Stanley Airport and the approach taken with Camp Strips;
- Air Traffic Services;
- Oversight of carriage of Dangerous Goods (DG);
- Meteorology;
- Discussion on revised assessment reporting process.

3.2 The focus on these areas was aimed at determining the effectiveness of the FICAD in meeting the formerly agreed definition of an OTAA which is 'Fit for Purpose'. The criteria cover, at an operational level, the eight Critical Elements of a Safety Oversight System as defined in ICAO Doc 9734, The Safety Oversight Manual.

3.3 A FICAD Organisation Chart is attached as Appendix B. The size of the aviation industry covered by the FICAD regulatory role is detailed in Appendix C.

4. ORGANISATION

4.1 General

4.1.1 The FICAD consists of three staff members: The Director; the Assistant Director and; a Technical Assistant. The newest member, the Technical Assistant, joined in early 2015 so the team has been together for just over two years. They are located in an office in Stanley as part of the Regulatory Service Department reporting to the Attorney General.

4.1.2 As noted in previous assessments, the FICAD had been tasked with the regulation of Telecommunications in the Islands. This had resulted in considerable work, most recently with regards to a renegotiated contract with service provider Sure (previously known as Cable & Wireless). However, in late January 2017, the 'FI Communications Bill 2017' was passed which included provision for the appointment of a specialist Telecoms Regulator. This position was confirmed verbally by the Attorney General and the FIG Chief Executive who both confirmed that the regulation of telecoms was no longer the responsibility of the FICAD Director or his staff. Written confirmation of this position is expected in due course.

4.1.3 The telecoms regulatory work has involved significant FICAD resource – both in terms of personnel and finance – over the last few years and therefore this change is a very significant in enabling FICAD to be able to focus solely on aviation. There are a number of aviation areas where the FICAD would like to spend more resource, including more strategic work associated with the SSP and Risk Assessment. There will also now be time for the Director to consider the feasibility of building competence to gain Designations currently held by ASSI. ASSI/FICAD have been in discussion with regard to FICAD taking on the responsibility for the Aviation Security Designation.

4.2 Meetings

The three members of staff sit together in an open plan office and are able to easily communicate on day-to-day issues as they arise. There are also specific formal meetings – including a monthly regulatory issues review meeting and a quarterly QMS meeting – that are recorded, with actions identified as appropriate. Despite the very small team, the DCA has the rigour to formalise meetings.

4.3 Regulatory Activity

- 4.3.1 The three staff members cover the regulatory oversight from their office in Stanley. Where appropriate – for example the Dangerous Goods oversight of the British Antarctic Survey (BAS) – remote auditing techniques are employed. The FICAD also liaises closely with ASSI in its oversight of FIGAS and BAS, as DG and Personnel Licensing oversight directly interacts with ASSI’s responsibilities. Falklands Islands Aviation Services (FIAS), which is responsible for flying operations performed by FI Government Air Services (FIGAS) as well as management of the airport and the provision of air traffic services (ATS) at Stanley, is overseen by ASSI in respect of Flight Operations and Airworthiness and by FICAD for Aerodrome and ATS and it is important that there is a coherent regulatory approach, especially where systems cross functional areas, for example with the FIGAS Safety Management System (SMS) and QMS.
- 4.3.2 As with all assessments, the opportunity was taken to witness and gauge the relationships in place between the local Authority and the aviation operation it oversees. It was apparent during all the meetings held that the working relationship between industry and the FICAD is well established, strong and professional. In addition to individuals noted in this report, the assessment team also met the following: Morgan Goss, Head FIAS; Troyd Bowles, FIGAS Chief Pilot; Wing Commander Simon Batt, CO 905 Expeditionary Air Wing, Mount Pleasant; Ian Rushworth, FIG Chief Internal Auditor, and: Andrew Almond-Bell, Director of Emergency Services and Island Security.

4.4 Training and Finance

- 4.4.1 The budget available to the FICAD has proved adequate to support both direct regulatory responsibilities and to permit staff to attend training necessary to gain and maintain their technical competencies.
- 4.4.2 A process is now in place to enable FICAD to recover charges from industry for the issue of various operating approvals by ASSI i.e. permits and approvals relating to Flight Operations and Airworthiness. ASSI notifies the FICAD once an approval has been issued and either FIAS or BAS are then invoiced for the amount. This has resulted in the recovery of approximately £20K over the last year.

5. QMS

- 5.1 The FICAD QMS has developed significantly since the previous assessment and is now clearly at the heart of the regulatory work undertaken.

5.2 Internal Audit

Recognising the difficulties of conducting their own internal audit due to the small size of the team, the FICAD arranged for the FIG Internal Auditor to carry out an audit of the QMS in early 2015. This audit was followed up later that year and all the findings were closed. The FICAD is continuing to be proactive in actively seeking another audit. ASSI and the DCA attended a meeting with the FIG Internal Auditor where it was indicated that a further audit of FICAD could be completed in the next round of audits, potentially in 2018. The FIG Internal Auditor reported that the FICAD QMS was an excellent example of what can be achieved with limited resources and that he wished the same could be said of other areas he had audited.

5.3 Document Control

All electronic documentation is tracked within the QMS.

5.4 **Process and Procedures**

Work on creating and reviewing procedures held within the QMS continues. Progress is reviewed at the quarterly meetings.

6. **TECHNICAL AREAS**

6.1 **Aerodromes**

6.1.1 Stanley Airport has now held its aerodrome certificate for several years and has worked hard to address infrastructure issues raised in FICAD audits. This has included the procurement and commission of a new Rescue and Fire Fighting Service (RFFS) appliance to support CAT 3 operations at the airport.

6.1.2 The 'Camp Strips' provide an important communication and support service to the remote settlements on the islands and the opportunity was taken to visit the Darwin Strip during the visit. The type of operation at the strips does not require them to be certificated. However, the DCA has worked to encourage and ensure that the setup and standardisation at the airstrips is high, including the provision of a bespoke 'aerodrome operations manual' at each.

6.1.3 However there does not seem to be a FIGAS quality management/assurance system to manage the documentation and communication of changes at the airstrips. The accuracy and currency of safety information is a vital part of an SMS, and though the airstrips are not certificated, it is important appropriate controls and validation are applied to the information used for flight operations. Because the strips do not qualify for certification under the regulations, the responsibility for the oversight of the airstrips rests with FIGAS, as the air operator. FIGAS should ensure that the appropriate controls are established and maintained within their quality management system. ASSI will address this issue through its regulatory oversight of FIGAS flight operations. The FICAD Technical Assistant has lead responsibility for oversight and inspection of the airstrips although where practicable she is joined by a FICAD colleague.

6.2 **ATS Flight Information Service**

The Flight Information Service Officer (FISO) complement at Stanley Airport has now returned to full strength and includes a Senior FISO. Initial validation examinations have been completed by the FICAD over the last year and annual competence checks are now being scheduled. Currently the Director carries out all the ATS regulatory oversight but the opportunity will be taken at these competence checks to include the Assistant Director (a FISO licence holder) in the process with a view to her sharing or taken on the role in the future.

6.3 **Dangerous Goods (DG)**

The Assistant Director carries out the DG regulatory oversight although the Director is also fully trained and the Technical assistant is becoming qualified. Both FIGAS and BAS hold DG approvals issued by the FICAD and both are subject to audits. Whilst this is a straightforward exercise with the locally based FIGAS, BAS is a more challenging proposition as DG travel by ship from the BAS Headquarters in Cambridge to Antarctica; some DG is then carried by aircraft to various locations on the ice. BAS DG procedures are well developed and FICAD oversight is carried out via remote audit supported by photographic and video evidence.

6.4 Personnel Licensing

The majority of licensing work is the validation of documentation issued by other States, notably the UK, for pilots flying with FIGAS and BAS. The procedure is well developed and both operators are aware of the need to ensure that pilots who have licences issued by the UKCAA have made provision for the verification of their qualifications and allowed sufficient time for renewal of documentation to be completed and shipped to the FIs.

6.5 Meteorology (Met)

- 6.5.1 Despite significant efforts being made over a number of years, the Director has been unable to confirm compliance of Met Service provision outlined in OTAR 174 due to an absence of the Service Definition Document (SDD) which defines the services to be provided ensure compliance with ICAO Annex 3. The current provision of Met Services is based on an arrangement, including fees to be paid, between FIG and the UK Met Office made approximately twenty years ago and which has not been altered since.
- 6.5.2 In the meeting with the FIG Chief Executive, he advised that a review of charges being paid by FIG to the MOD and associated agencies is a priority. The Director was able to provide information on previous attempts to resolve the issue although anecdotally it appears that the financial arrangements between FIG and the Met Office were a barrier to progress.
- 6.5.3 The Governor shared the Chief Executive's view that this issue will be resolved. The situation will be monitored as part of the follow up process from this assessment visit.

6.6 Search and Rescue (SAR)

- 6.6.1 During the assessment visit a meeting was held with Mr Andrew Almond-Bell, Director of Emergency Services and Island Security and the DCA.
- 6.6.2 A close working relationship was demonstrated with an audit of SAR provision being undertaken in late 2016. A copy of the report was provided. It had been recognised that there was scope to strengthen the governance of SAR and, to this end, meetings of the SAR Committee, involving the Governor, FIG, MoD and FICAD, are to be re-invigorated. The next meeting is being planned to coincide with the National Civil Aviation Security Committee (NCASC) meeting scheduled for 26 April 2017. It was noted that the Governor's Direction on SAR dated 5 July 2011 required review. ASSI will be consulted in preparing an updated document.
- 6.6.3 The Governor indicated that a review of SAR provision is being deferred until later in 2017 when Premier Oil are expected to have outlined their plans for returning to the Islands to commence oil extraction. The UK Maritime and Coastguard Agency (MCA) has offered assistance to the FIs (along with the rest of the OTs) in the assessment of SAR although at this stage the Governor declined the offer. The MCA's work is in preparation for the audit of the UK by the International Maritime Organisation (the maritime equivalent of ICAO).
- 6.6.4 The Director continues to maintain an appropriate level of oversight of the aviation element of SAR.

7. OUTSTANDING ACTIONS FROM PREVIOUS ASSESSMENTS

All the actions from the ASSI Assessment in 2015 have been satisfactorily addressed by the FICAD with no follow-up action required.

8. ACTIONS FROM THIS ASSESSMENT

- 8.1 The following actions identified during the visit will be followed up by the FICAD submitting supporting evidence by the 15th day of, March, June, September and December so progress can be reported to the ASSI Board meetings in the following months.
- (a) Documented confirmation that telecommunications regulation has been removed from the responsibilities of the FICAD team [reference Section 4.1.2].
 - (b) Establishment of the Falkland Islands Meteorology Service Definition Document [reference Section 6.5.1].
 - (c) Establishment by the FICAD of aviation meteorology audit programme [reference Section 6.5.1].
- 8.2 The following actions identified during the visit will be addressed by ASSI within the timescales noted.
- (a) Review inclusion of FICAD in ASSI internal meetings prior to ASSI audits in the Falkland Islands [reference Section 4.3.1] (31 March 2017).
 - (b) Ensure that FIGAS maintains appropriate controls within their QMS in relation to the Camp Airstrips [reference Section 6.1.3].

9. FUTURE ASSESSMENTS

- 9.1 The process for the future ASSI oversight of the FICAD will include particular focus on continuous assessment. This is in line with the approach that will be taken with the other OTAAAs. Procedures will be jointly developed and introduced to achieve regular and comprehensive reporting on activities. ASSI will also use more detailed remote auditing of technical areas to maintain ongoing awareness and confidence in the effectiveness of the oversight by FICAD of its regulated industry.
- 9.2 Potential areas identified for remote audit during 2017/18 are:
- Aviation meteorology audit process.
- 9.3 These areas have been identified as current projects that the FICAD is involved with. ASSI will coordinate with the FICAD on the scope and timing of the remote audits but the goal will be to complete this work in 2018.

10. CONCLUSIONS

This Assessment has provided evidence that the standards of aviation safety regulation being applied in the areas designated, and the adequacy of the resources being employed on such regulation by the FICAD are appropriate and effective. Closure of actions identified during the visit will be managed through the continuous assessment process.

11. RECOMMENDATION FOR DESIGNATIONS

It is recommended that the FICAD retains its current designation status.

[FICAD designations: Personnel Licensing; Rules of the Air; Met; Charts; Aircraft Registration; ATS; SAR; Occurrence Reporting; Aerodromes; AIS; and DG.]

Appendix A - Terms of Reference

Air Safety Support International Assessment of the Falkland Islands Government Regulatory Services Civil Aviation Department 2017

As previously agreed, the Assessment for the Falkland Islands Government Regulatory Services Civil Aviation Department will take place on the dates of 30 January – 3 February 2017, inclusive. The outline guide for the assessment is as follows:

ASSI Assessment Team:

John Benyon	Chief Operating Officer
Marcus Doller	Assessment Manager/Personnel Licensing
Peter Patrickson	Aerodromes/ATS

Format of the Assessment:

As you are aware, the longer term aim of the assessment is to focus more on the internal processes of the OTAAs utilising QMS, internal audits and record systems. While I acknowledge that the CAD have invested a great deal of work into the QMS I think we should take some time to discuss how we can use that information moving forward alongside the processes in place to oversee the Falklands industry falling under the ASSI Designations.

During the assessment, we may seek to visit industry in the Falkland Islands. We would be grateful for your assistance in making appropriate arrangements if they are required but we will, of course, make it clear to anyone we do visit that our purpose is purely an assessment of the FIGRS and their working relationship with the Operator/Service Provider, not an audit of the Operator themselves. As John Benyon has not previously been to the Falkland Islands before - and it's been a while since the ASSI COO visited at all – it may be beneficial for him to meet with the organisations that you oversee – I guess mostly that would be FIGAS? Similarly, during the last visit we went up to Mount Pleasant and I am happy to repeat this (as no doubt their personnel have changed at least once since then) if you think this would be beneficial to your and our relationships with the RAF?

Focus areas for this assessment will include:

- QMS/Internal auditing process inc. audits conducted, tracking of findings/actions;
- Industry Audit planning;
- State Safety Plan (SSP) for the Falkland Islands and process to monitor SPIs;
- Staff & Contractor training & competence;
- Personnel Licensing;
- Aerodromes inc. certification of Stanley Airport and approach taken with Camp Strips;
- Air Traffic Services
- Oversight of carriage Dangerous Goods
- Meteorology
- Discussion on revised assessment reporting process;
- Capture of industry statistical data to contextualise the period of the assessment visit.

Appendix B –FICAD Organisation Chart

Falkland Islands Government Regulatory
Services/Civil Aviation Department
30 January 2017



Appendix C - Statistical Data collection [Falkland Islands]

Element	Number of/Description
Certified Aerodrome	1: Stanley Airport
Other Aerodromes	1: Mount Pleasant Airport (MoD) (31 x unlicensed camp airstrips)
Aircraft Movements (Stanley)	Daily, ad-hoc
Aircraft Movements (Other Airports)	MPA: LATAM once per week (Voyager Airbridge twice per week)
Air Traffic Service Units	2: Stanley Airport (FIS) & MPA (ATC)
ATS Navigation Aids	Stanley Airport: NDB DME MPA: TACAN, VOR, NDB DME, ILS
Aircraft Register:	
Domestic:	
• Commercial Air Transport	5 x BN2B-26 Islander
• Corporate (125)	4 x DHC6 Twin Otter 1 x DHC7 Dash-7
• Private	2 x Cessna 172 (Only 1 operational) 1 x Gyrocopter (Not operational)
Offshore:	
• Commercial Air Transport (under 83bis)	
• Corporate (125)	
• Private	
AOC Holders	Oversight by ASSI 1: FIGAS
Aircraft Size (Smallest/Largest Type)	On register: Cessna 172 – Dash-7
Airworthiness Organisational Approvals	Oversight by ASSI
• Part 39 Option 1	0
• Part 39 Option 2	3 (BAS, FIGAS, Voyager)
• Part 145 Option 1	4 (FIGAS, Voyager, Rocky Mountain, Isles of Scilly)
• Part 145 Option 2	0
Other Activities	

Provided by the FICAD & ASSI. Correct at 1 January 2017.