

出國報告 (出國類別：其它)

2013 年美國 FAA 與歐盟 EASA 國際航空安全合作年會

服務機關：交通部民用航空局

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派赴國家：法國

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計畫主辦機關：	交通部民用航空局					
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關鍵詞：	雙邊航空安全協定，安全管理系統					
報告書頁數：	40頁					
報告內容摘要：	<p>本報告說明美國FAA與歐盟EASA召開航空安全合作年會所研討之相關議題，本次會議主要為探討現階段的飛航安全議題，並為潛在或發展中值得關切的議題做準備，做為世界各國民航主管機關與航空產業分享並提供意見之平台。航空安全合作年會中FAA及EASA均以其簽署雙邊航空安全協定為基礎立場與各國民航主管交流，報告亦提及會議中EASA、FAA等主管機關研討之飛安監理發展重點等，以及各國民航局及與會業者所分享之飛安資訊。報告同時說明本次會議主題重點 - 安全管理系統(Safety Management System, SMS)推動及相關原則之引用，例如：風險辨識、風險緩解及風險管理等。</p>					
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壹、行程摘要

- 一、 101.6.9-10 台北 - 法國巴黎 (行程)
- 二、 101.6.11-14 2013 US/Europe International Aviation Safety Conference -主題會議及工作研討
- 三、 101.6.15 法國巴黎 - 台北 (行程)

貳、會議參與單位及議程

一、會議參與單位：

本次會議由歐洲航空安全署(European Aviation Safety Agency, EASA)執行長官 (Executive Director) Mr. Patrick GOUDOU 及美國聯邦航空總署 (Federal Aviation Administration, FAA) 主管飛航安全的副署長(Deputy Associate Administrator, Aviation Safety) Mr. John Hickey 共同主持，EASA 及 FAA 許多重要民航主管均出席。會議參加人員超過 300 位以上，來自全球各國，鄰近國家如日本、新加坡、印尼、馬來西亞均有派員參加。

二、議程摘要：

美國 FAA 與歐盟 EASA 是當今最重要的二個民航主管機關，二者為提升飛航安全各自都發展飛安監理制度，因各國都有其特殊需求，法規與標準難免有相異之處。若各國不同的規定越多，業者要達成各國要求所要付出的努力就越多，因此 FAA 與 EASA 每年共同舉辦航空安全會議，致力於尋求雙方共識、探討現階段之航空議題，並為逐漸浮現或發展中值得關切的議題做準備，以做為世界各國民航主管機關與航空產業分享並提供意見之平台。

今年會議在法國巴黎舉行，第一天為註冊，正式議程則安排三天，進行方式有口頭會談的討論，亦有簡報方式的主題演講，議程如後：



Registration on:

- **Day 0:** Tuesday, June 11th from 17:00 to 22:00
- **Day 1:** Wednesday, June 12th from 08:00 to 17:00
- **Day 2:** Thursday, June 13th from 08:00 to 17:00

Day 1 - Wednesday, June 12th

Opening and Keynote Speeches (10:00 – 11:00) – Room La Seine A+B

Time	Duration	Title
10:00 11:00	1h	Keynote speech 1: Patrick Goudou, Executive Director, EASA Keynote speech 2: Peggy Gilligan, Associate Administrator for Aviation Safety, FAA Keynote speech 3: Alexandre de Juniac, Chairman and CEO, Air France

Plenary Session A: (11:00 - 12:30) – Room La Seine A+B

Practical implementation of the Annexes of the EU-US and EU -Canada Bilateral Agreements: Update

The regulators and industry will discuss the progress made in implementing the Annexes as well as initiatives that are underway to improve the provisions of the Technical Implementation Procedures (TIP). This topic covers both certification and maintenance issues.

Time	Duration	Title
10:00 12:30	1.30h	Moderator: Patrick Goudou, Executive Director, EASA Presenters: <ul style="list-style-type: none">• Peggy Gilligan, Associate Administrator for Aviation Safety, FAA• Aaron McCrorie, Director, Standards Civil Aviation, TCCA• Claudio Passos, Director of Airworthiness, ANAC• Walter Desrosier, Vice President of Engineering and Maintenance, GAMA• Gilles Garouste, Chairman of the ASD Airworthiness Committee

Lunch Break (12:30 - 14:00)

Panel 1: (14:00 - 15:15) – Room La Seine A

Towards a Global and Integrated Aviation System

There are numerous new challenges coming from the integration of land, air and space systems. The distinction between the domains of ATM and aircraft avionics is becoming less clear as on-ground and on-board technologies merge. However, what is the appropriate regulatory and oversight framework in a such a transversal system? In this



environment which requires seamless system integration and interoperability can we keep global interoperability in check?

Time	Duration	Title
14:00 15:15	1.15h	<p>Moderator: Patrick Ky, Executive Director, SESAR-JU</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Peggy Gilligan, Associate Administrator for Aviation Safety, FAA • John Hamilton, Vice President, Regulatory Administration, Boeing • Anne Jany, VP, Head of Airworthiness Technical Directorate, Airbus

|| Panel 2: (14:00 - 15:15) – Room La Seine B

New technology: A challenge for regulators?

Safety is not a force that hinders technological progress, on the contrary: Safety is the source of technological innovation. However, as new technologies aim for higher efficiency and more reliability, they may also post a challenge to regulators to follow this rapid pace of technological change. As designers and manufacturers are inserting advanced technology into their products, are regulators well equipped to fulfil their role?

Time	Duration	Title
14:00 15:15	1.15h	<p>Moderator: Norbert Lohl, Certification Director, EASA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Dorenda Baker, Director, Aircraft Certification Service, FAA • Dave Turnbull, Director, National Aircraft Certification, TCCA • Randy Robertson, Corporate Fellow, Honeywell Aerospace

Coffee break (15:15 - 15:45)

|| Panel 3: (15:45 - 17:00) – Room La Seine A

Safety Management and Global Harmonisation

Given that 2013 is the year that ICAO Annex 19 has been adopted, the panel should explore, from an international, regional and national perspective progress on developing, implementing and sustaining safety programmes. Also to provide update of events/achievements since the 2012 FAA-EASA International Aviation Safety Conference. Address significant milestones, developments, successes, problems/obstacles and areas for future cooperation.



Time	Duration	Title
15:45 17:00	1.15h	<p>Moderator: John Vincent, Deputy Director for Strategic Safety & Head of Safety Analysis and Research, EASA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Ryan Hunninghaus, Head of Safety Risk Management, FOCA Switzerland, EASAC • Tony Fazio, Director, Office of Accident Investigation and Prevention, FAA • John Illson, Chief of the Organisation's Integrated Safety Management Section, ICAO • Florence Rouse, Civil Aviation Safety Director, DGAC France

|| Panel 4: (15:45 - 17:00) – Room La Seine B

Training: Creating today the expertise for tomorrow

Regardless of the state of an economy and the supply/demand characteristics of regional employment markets, there is a constant global supply shortage of qualified experts in various aviation domains. This panel discusses the issues of training, ensuring consistent quality, offering the right opportunities at the right level and staying connected to the needs of the industry and regulators.

Time	Duration	Title
15:45 17:00	1.15h	<p>Moderator: John Allen, Director, Flight Standards Service, FAA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Trevor Woods, Standardisation Director, EASA • George Novak, Assistant Vice President, AIA • Belinda Swain, Chief Airworthiness Engineer, Rolls-Royce • Gaoussou Konate, Deputy Regional Director, WACAF regional office, ICAO



Day 2 - Thursday, June 13th

|| Panel 5: (09:00-10:30) – Room La Seine A

New technologies in ATM and beyond: Safety assurance through Proof of Concept

Time	Duration	Title
09:00 10:30	1.30h	Moderator: Joelle Monso, ATM Airworthiness Regulation, Airbus Panellists: <ul style="list-style-type: none">• Frederic Copigneaux, Certification Deputy Director & Head of ATM / ANS Department, EASA• Abdoulaye N'Diaye, Secretary General, EUROCAE• Jose Calvo Fresno, Chief Regulatory Affairs, SESAR-JU• Juan Manuel Gallardo, Program Director of the Spanish Aviation State Agency, AESA

|| Panel 6: (09:00-10:30) – Room La Seine B

Safety Continuum: Regional flexibility vs Global Harmonization?

Currently safety regulations use various characteristics or parameters to distinguish safety requirements. For example, in Europe there is a clear regulatory distinction between 'complex aircraft' and 'non-complex aircraft', while in the US some operation types are recognized as distinctively different than others (e.g. fractional ownership). However technological progress and business innovation is challenging existing discriminators or parameters. Weight classification has been the parameter for 50 years but existing weight classification for helicopters is challenged. The panel discusses whether the answer to such problems is updating the current discriminators or the use of risk based parameters.

Time	Duration	Title
09:00 10:30	1.30h	Moderator: Alain Leroy, Head of Product Department, EASA Panellists: <ul style="list-style-type: none">• Dave Turnbull, Director, National Aircraft Certification Branch, TCCA• Dorenda Baker, Director, Aircraft Certification Service, FAA• Margaret Jenny, President, RTCA• Gilles Garrouste, Certification Deputy Vice-President, Dassault

Coffee break (10:30 - 11:00)



Industry forum

|| Panel 7: (11:00-12:30) – Room La Seine A

Performance Based Oversight

There is a need to intelligently allocate the intensity and frequency of oversight activity. This requires intelligence which means having and using information to understand what is being overseen. The introduction of safety management principles, like the State Safety Program or the SMS for organisations, imply changing the way oversight is conducted. Europe and other world regions are moving towards a performance based regulatory requirements.

Time	Duration	Title
11:00 12:30	1.30h	<p>Moderator: Thomas Mickler, Head of Standardisation Department, EASA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • John Clark, Oversight Programme Manager, SRG, UK CAA • Pekka Henttu, Director General, Compliance, Finland NAA • Jacqueline Booth, Chief Technical Program Evaluation & Coordination, TCCA • Tony Fazio, Director, Office of Accident Investigation and Prevention, FAA

|| Panel 8: (11:00-12:30) – Room La Seine B

Rulemaking Cooperation: towards a Regulatory Framework Based on Safety Oversight Data

Rulemaking for the future will need thoughtful deliberation given the successful reduction of the accident rate. New methods for supporting rulemaking will be explored and considered to assure the continued success of the accident and serious incident reduction. FAA and EASA have a longstanding relationship related to coordinated rulemaking activities. With the conclusion of the FAA/EU Bilateral- formalised rulemaking cooperation guidelines have been established. A summary of the cooperation guidelines, the working methods and the proposed joint work plan for the upcoming year will be discussed as well as the rulemaking prioritization methods for the future.

Time	Duration	Title
11:00 12:30	1.30h	<p>Moderator: Ric Peri, Vice President of Government and Industry Affairs, Aircraft Electronics Association</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Jules Kneepkens, Rulemaking Director, EASA • Lirio Liu, Director, Office of Rulemaking, FAA • Mark Millam, Managing Director for Safety, A4A • Nicole Girard, Director Policy and Regulatory Services Civil Aviation, TCCA • Ismael Mohamed Al Balooshi, Director of Aviation Safety department, GCAA



Lunch Break (12:30-14:00)

Panel 9: (14:00-15:30) – Room La Seine A

Global Collaboration on Safety: The example of work on ‘Loss of Control’

There are numerous examples of global collaboration on safety related issues. One of them is the work underway on issues related to Loss of Control in-flight. This is work initiated by the FAA and EASA, conducted under the umbrella of ICAO. This work serves as one more example of the benefits for pursuing a global collaboration strategy.

Time	Duration	Title
14:00 15:30	1.30h	<p>Moderator: John Allen, Director, Flight Standards Service, FAA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Jean Marc Cluzeau, Head of Flight Standards, EASA • Luc Berthier, Vice President Safety and Quality, Air France • Mike Varney, Senior Director Flight Crew Training Policy, Airbus • Terry McVenes, Boeing Commercial Airplanes Director, Systems Safety and Regulatory Affairs, Boeing

Panel 10: (14:00-15:30) – Room La Seine B

The New Normal: Strategies for Safety Success in Fiscally Challenging Times

Today’s fiscal challenges mark a long-term shift toward a level of austerity that requires new approaches to safety oversight. Resource levels will not permit us to do more with less. Assuring continued operational safety of existing liabilities – i.e., already certified operators, entities, and equipment – must take precedence, but we must also fulfill our obligations for setting new standards where necessary and supporting the economy certification of new operators and approval of new services. Regulators must thus leverage resources through force-multiplying strategies. These include SMS, which enables regulators to focus on areas of highest risk, and appropriate use of designees. Discussion of this topic will allow EASA and the FAA to learn from each other and to better support each other in this time of transition. The need for prioritization of actions.

Time	Duration	Title
14:00 15:30	1.30h	<p>Moderator: Patrick Goudou, Executive Director, EASA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Aaron McCrorie, Director, Standards Civil Aviation, TCCA • Peggy Gilligan, Associate Administrator for Aviation Safety, FAA • Kevin Humphreys, Director Safety Regulation, Irish Aviation Authority • Maciej Rodak, Representing CANSO, Vice-President, Polish Air Navigation Services Agency • John Hanlon, Secretary General, European Low Fares Airline Association



Coffee Break (15:30-16:00)

|| Panel 11: (16:00-17:30) – Room La Seine A

OSD: Operational Suitability Data

The EU is in the process of issuing new rules related to the production of MMELs and data for type rating training of air crew and maintenance crew, and to the use of this data by operators and training organisations. The approval of this aircraft type specific data will be included in the airworthiness certification process and will therefore affect designers of aircraft and modifications. EASA considers that the new rules will enhance safety by helping to close the gap between airworthiness and operations. The panel will discuss the implementation of the new rules and the international aspects.

Time	Duration	Title
16:00 17:30	1.30h	<p>Moderator: Pascal Medal, Head of Certification Experts Department, EASA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Jens Henning, Vice-President Operations, GAMA • Regine Vadrot, Head of Training & Operational Certification, Airbus • Louis Huchez, Falcon Operational Suitability Engineer, Dassault • Patrick Debuchy, Head of Regulation and international affairs department, Air France • Peter Corbeel, Initial Airworthiness Manager, EASA

|| Panel 12: (16:00-17:30) – Room La Seine B

Compliance Assurance

Aviation regulators have a wide range of tools available to perform the compliance and enforcement functions associated with the task of assuring continued operational safety (COS). Although enforcement is the most obvious tool, it is important to recognize that it may not be the most effective means of achieving regulatory compliance. More importantly, it may not be the best approach to achieving the principal task, promoting safety. An enforcement-only approach can miss opportunities to educate, and thus to obtain willing compliance; it undermines efforts to develop a strong safety culture; and dilutes the regulator’s ability to focus on areas of real risk. To be genuinely effective in our safety promotion function thus requires moving beyond the reflexive enforcement mentality. Discussion of this topic will allow EASA and the FAA to share information on the range of tools regulators can use to promote safety (e.g., remedial training, SMS).



Time	Duration	Title
16:00 17:30	1.30h	<p>Moderator: John Allen, Director, Flight Standards Service, FAA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Chris Baum, Manager, Engineering & Operations, ALPA • Michaela Verissimo, Acting Manager Technical Legal Advice Section, EASA • Terry Farquharson, Deputy Director of Aviation Safety, CASA, Australia • Aaron McCrorie, Director, Standards Civil Aviation, TCCA • Vincent de Vroey, General Manager Technical & Operations, AEA

End of Day 2

Day 3 - Friday, June 14th

|| Panel 13: (09:00-10:30) – Room La Seine A

Global production: The New Reality

Developing effective mechanisms for ensuring production oversight and continued operational safety of aircraft designed and manufactured across borders is becoming increasingly necessary, and, by nature requires close collaboration between civil aviation authorities and industry. As the industry model tends towards production of sub-assemblies or complete products across geographic borders, it poses certain challenges for regulators in fulfilling their respective roles as state of design and state of manufacture. Further challenges are posed by the limited resources that regulators are faced with as the industry grows into new labour markets and new states of design.

Time	Duration	Title
09:00 10:30	1.30h	<p>Moderator: Dorenda Baker, Director, Aircraft Certification Service, FAA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Peter Corbeel, Initial Airworthiness Manager, EASA • Antonio Victorazzo, Airworthiness and Safety Advisor, Embraer • Rick Trusis, Director Airworthiness & Certification, Gulfstream • Joe Bogosian, Senior Vice President, Certification, Safran

|| Panel 14: (09:00-10:30) – Room La Seine B

Sharing safety information: Accident investigation / Safety recommendations

Any discussion on global collaboration involves the topic of exchanging safety data. From a technical perspective exchanging data is no more complicated than sending an email. However, the difficulty is not in the technical subject of data exchange, but rather in the challenge of creating 'trust' which will enable the exchange of data. Trust that the



data will only be used for the intended purposes (i.e. aviation safety), trust that there will be no legal implications, trust that in case of an accident, safety data will not be used to prosecute those who have reported them.

Time	Duration	Title
09:00 10:30	1.30h	<p>Moderator: Fredrik Kampfe, Acting Manager of the General Legal Advice Sec./Deputy Chief Legal advisor, EASA</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Bernard Bourdon, Accident Investigation Section Manager, EASA • Daniel Mooney, Vice President, Aviation Safety & Engineering, Boeing • Patrick Hornby, Manager of Legal Service, ATSB, Australia • Luc Angerand , BEA • Dave Chapel, Director of Safety and Certification, GE • Tony Fazio, Director, Office of Accident Investigation and Prevention, FAA

Coffee Break (10:30-11:15)

Plenary Session B: (11:15-12:30) – Room La Seine A+B

Global Partnership: The Strategic Vision

Aviation safety knows no borders, therefore, maintaining the course of international collaborative progress requires the development of a global strategic vision. Some world regions have advanced aviation safety management systems and usually they are also the ones with a very high level of safety. How have these regions helped others in their strive to improve safety. What examples or case studies do we have of global collaboration between heterogeneous - in safety levels- regions. What are the initiatives between regions? This plenary session presents concrete activities already taking place around the world and communicates the aspiration for a closer, global partnership on aviation safety.

Time	Duration	Title
11:15 12:30	1.15h	<p>Moderator: David Learmount, Operations and Safety Editor, Flight International</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Patrick Goudou, Executive Director, EASA • Peggy Gilligan, Associate Administrator for Aviation Safety, FAA • Claudio Passos, Director of Airworthiness, ANAC • Gaoussou Konate, Deputy Regional Director, WACAF regional office, ICAO • Nicole Girard, Director Policy and Regulatory Services Civil Aviation, TCCA • Tay Tiang Guan, Deputy Director General, Singapore CAA



Closing (12:30-13:15) – Room La Seine A+B

Time	Duration	Title
12:30 13:15	45min	<ul style="list-style-type: none">• Closing speech - Patrick Goudou, Executive Director, EASA• Thank you note and welcome to the Paris Air Show (DGAC or GIFAS)• Closing speech - Peggy Gilligan, Associate Administrator for Aviation Safety, FAA

Lunch (13:15 – 14:30)

End of 2013 EASA / FAA International Aviation Safety conference

參、議程內容摘要說明

一、概述

美國 FAA 與歐盟 EASA 過去各自發展飛安監理制度，但隨著航空產業全球化的趨勢，彼此的航空體系也逐漸調和，例如：歐洲過去以授權組織進行法規符合及檢定作業，而美國則偏重以授權個人方式，但隨政府預算精簡及提昇飛安監理效率的考量下，美國也逐漸由授權個人方式，轉而以授權組織進行法規符合及檢定作業，即為一明顯彼此調和之案例。就航空產品之適航標準而言亦是如此，只是在技術面上而言，歐美彼此的適航標準差異並不會太大，但隨航空產品行銷全球，所隨之而來對於航空產品之認可作業需求，即使小幅度的差異，製造廠也需要同時滿足歐美適航標準之要求，無形中亦提高了航空產品開發成本。因此，航空業界便促請美國 FAA 與歐盟 EASA 前身的 JAA (Joint Aviation Authorities) 每年召開調和會議 (FAA/JAA Harmonization Conference)，邀集雙方主管機關人員、其他國家民航主管機關人員、以及業界人士共同研討飛安等議題，致力於尋求適航標準及航空監理等方面的共識。

JAA 轉型為 EASA 後，仍每年與 FAA 共同舉辦航空安全會議，除延續過去調和會議的共同努力外，主要為探討現階段的飛航安全議題，並為潛在或發展中值得關切的議題做準備，做為世界各國民航主管機關與航空產業分享並提供意見之平台。航空安全會議中 FAA 及 EASA 均以其簽署雙邊航空安全協定為基礎立場與各國民航主管交流，並於會議中報告 EASA、FAA 等主管機關之飛安監理發展重點等，與各國民航局及與會業者分享。今年的主題重點之一為安全管理系統 (Safety Management System, SMS) 推動及相關原則之引用，例如：風險辨識、風險緩解及風險管理等。

二、第一天會議：

(一)、全體出席的會議 A：美加及歐美雙邊適航協議執行現況

因應航空全球化產製的趨勢，雙邊協議是民航主管機關彼此合作的良好管道，且須建立在互信的基礎上，回顧目前歐美雙邊技術執行政序 (Technical Implementation Procedures, TIP) 實施現況，在技術標準件 (FAA TSO/ EASA ETSO) 認可機制、各機型最低裝備需求清單 (MEL) 之認可、技術執行政序 (TIP) 內容簡化及安全管理系統 (SMS) 等方面，還須更多的調和努力。同時對於雙邊的認可工作，更應側重在高風險的領域及重要的法

規項目上。適航標準經過多年調和已趨於一致，但對於適航標準的解釋及符合方法審查上，仍會出現些許不一致的情形。另外，對於 ICAO 所關注的區域性航空議題，也需要區域內各民航主管機關更多參與及合作。近來 SMS 的推動，使過去僅針對個別法規項目的符合性查核工作，逐漸轉變成對於整體安全系統的檢查確認。

本議題結論：在全球化的航空市場中，許多確認法規符合之驗證工作，大部分仰賴航空產品發證國民航主管機關能做好把關的工作，如此將有效減輕其他國家進行航空產品認可上的工作負擔，可將有限資源投注在其他高風險的飛安管理工作上，有助提昇全球航空體系的安全。

(二)、Panel 1：邁向全球化及整合性之航空運輸系統

目前 FAA 推行 NexGen 新一代的航管系統，與歐洲推行單一空域的 SESAR (Single European Sky ATM Research) 計畫，兩者間的調和所面臨最大挑戰是資料通訊的整合問題，包括飛機裝備、地面設施、機場之間的通訊標準相容性。FAA 在會上亦承諾將會盡最大的努力訂定時間表，但也表示在一定的限度內，允許彼此系統的些微差異，能使調和過程更加順利。另外，對於投資設備的成本評估亦是考量的因素。與會人士亦表示，現代化的飛機系統同時凸顯強化駕駛員訓練的重要性。

本議題之結論有 3 項：

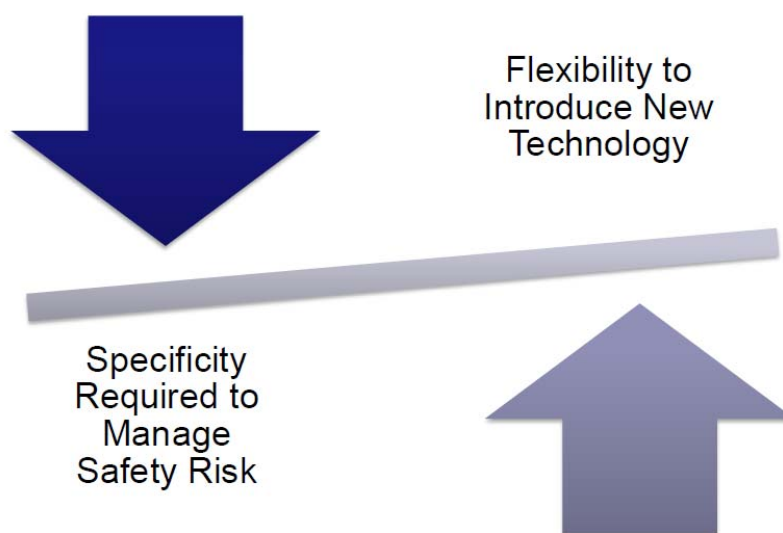
1. 進行彼此航空運輸系統差異性的調和，是整合的重要關鍵。
2. 整合的進程必須是循序漸進的，並可預期將會花上許多年的時間來完成。
3. 航空運輸系統的整合須考量各個面向，包含駕駛員的訓練。

(三)、Panel 2：新科技對法規之挑戰

安全並非科技發展之阻礙，相反的，安全是科技創新之根源。無論如何，新科技之目的是爲了提高效率及增加可靠度，新科技發展將使適航管理當局面對技術快速改變步調的挑戰，當設計及製造人引用新科技在其航空產品上時，適航管理當局是否有適當之規定來因應？

引言人 EASA Norbert Lohl 指出，適航管理當局在過去已經展現對新科技出現時，有意願及能力處理檢定之挑戰，在未來，對於更先進之技術，適航當局已準備好因應。

FAA Dorenda Baker 補充說明，適航當局必須在執行適當的風險管理前了解該項新科技，她說明檢定系統的設計是可以接受新的改變，她並說明以系統評估來管理風險的步驟，以及從系統及發展法規及標準的衝擊及風險，所有的考量必須是安全的利益相對於系統帶來之風險中取得平衡。



加拿大民航局 David Turnbull 承認新科技可以提升安全的障礙，他討論新的技術因其影響新的檢定平台及飛機改裝流程。適航當局與申請人必須合作以了解新的科技，特別是引用新科技改裝舊檢定基礎之舊飛機。他表示逐步增加檢定費用及擴充資源且當安全的利益視微乎其微時，必須有一個適當的平衡。

Honeywell 公司 Randy Robertson 表達他比較關心的是當一個適航當局專家在參與檢定案時被迫當成新科技的專家，而不是根據申請人之專業及經驗來管理檢定案。他擔心有些科技確實能提升飛安，但因為證明其符合規定之花費太多而無法實現。

本議題之結論有 2 項：

1. 非常需要在執行檢定前充分討論新科技，讓適航當局與參與檢定的申請人熟悉。
2. 申請人必須建立有力的案例，特別在改裝案時，以說明新科技的引用是被完整的評估過，並且說明新科技的性能及限制，不要等到適航當局自己發現。

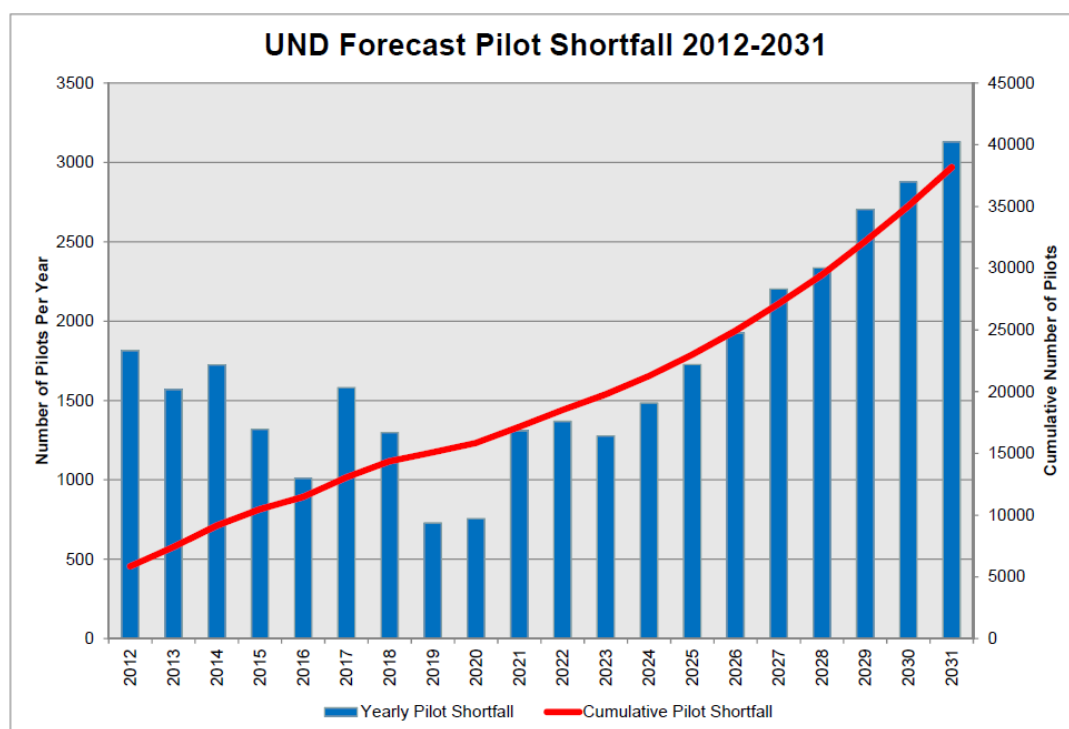
(四)、Panel 3：安全管理系統(SMS)之全球化推展

推展安全管理系統須考量到組織的規模，瑞士民航局指出，推展安全管理系統重點在相關安全管理原則的實踐，但是在實施的流程及 SMS 系統複雜度的要求可較有彈性。法國民航局表示，實施 SMS，主管機關與業者之間是一種伙伴關係，且必須建立互信基礎。FAA 則強調，安全管理系統的複雜度，其比例原則除了考量公司規模外，尚須考慮該公司業務所牽涉航空安全的風險程度。與會人士皆認為推動 SMS 需要足夠的時間，對於檢查員的訓練，除了理論方面之外，亦需包括適當的在職訓練，並彼此交流相關的推動經驗。

本議題之結論為：SMS 的推動，大幅改變了主管機關與業者之間的關係，兩者需要更多的溝通對話，及相互合作的態度。然而主管機關的安全監理及法規符合檢查仍是重要的職責。

(五)、Panel 4：訓練：為明日儲訓專家

根據統計及預測，合格之航空專業如駕駛員、維修人員、工程師、甚至是主管機關都面臨人員短缺乏問題，而我們如何去獲取這些專業人才？



University of North Dakota Pilot Supply Brief: 2013S

航空駕駛短缺之預測

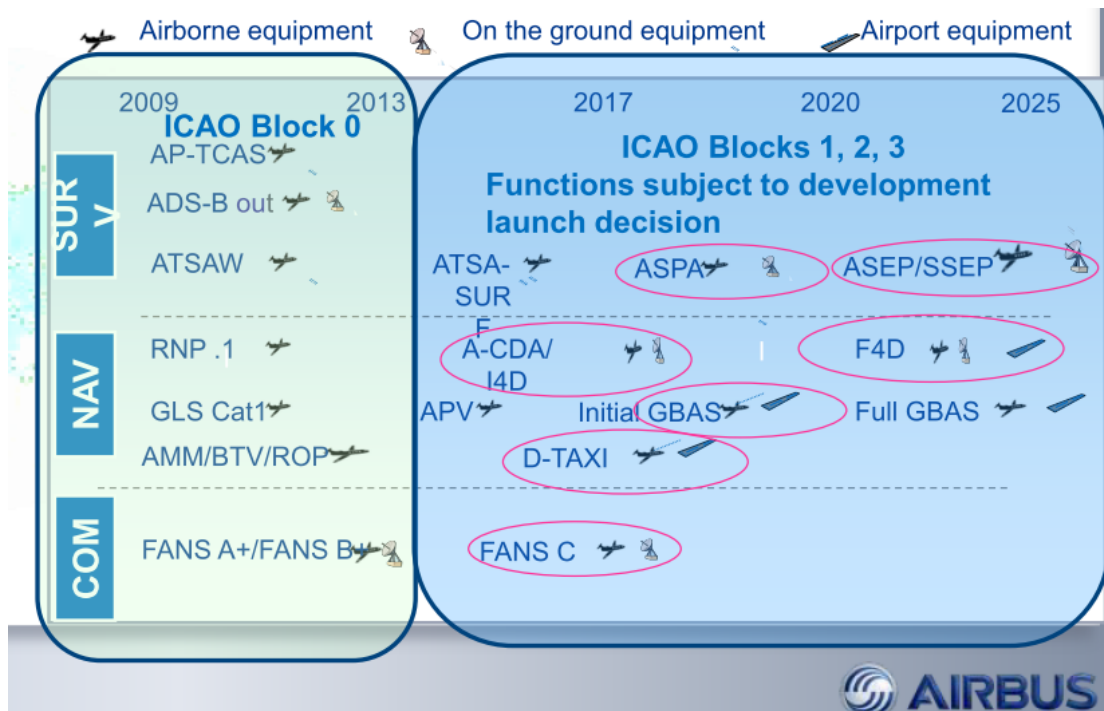
EASA Trevor Woods 報告 EASA 亦有航務檢查員人員數量及資格短缺之問題，EASA 已建立檢查員訓練小組，及合格檢查員人才庫，也就是在 EASA 體制下，EASA 成員國可向其他成員國借用航務檢查員（部分時間借用或整個聘用），英國勞斯萊斯 B. Swain 也說該公司現在招聘大學畢業學工程的人員都有問題，在英國好像年輕人對學工程都不感興趣。ICAO G. Konate 說該問題在非洲更為嚴重，大部分的家庭無法負擔小孩上技術教育學校，他建議應該有全球統一之標準以及合作關係以分擔教育費用。

本議題之結論為：官方及業界一起合作，以及行銷航空專業以吸引年輕人投入。

三、第二天會議：

(一)、Panel 5：航管系統之新科技發展 - 利用概念驗證(Proof of Concept)確保其安全性

Airbus 說明在導入新的航管系統新科技時，利用概念驗證(Proof of Concept)方式，確保新科技導入後的安全性，這些新的科技包括飛機裝備、地面設施及機場設備改良與更新。



所謂的概念驗證(Proof of Concept)方式，包括兩個面向：一為整合性驗證方法，另一則為新的導入程序。因為新科技包括空用及地面電子設備，因此須以整合性驗證方法，

確認系統之間的相容性。而新的導入程序則是先設計出有較高性能指標的新系統(例如：機場地面交通監督系統)，再利用原型飛機進行實際環境測試驗證，證明能達成所宣稱的性能指標，使更多航空公司有興趣導入，而能有更多的飛機加入實際環境測試驗證，最終再形成工業標準，進而全面實施此項新科技。

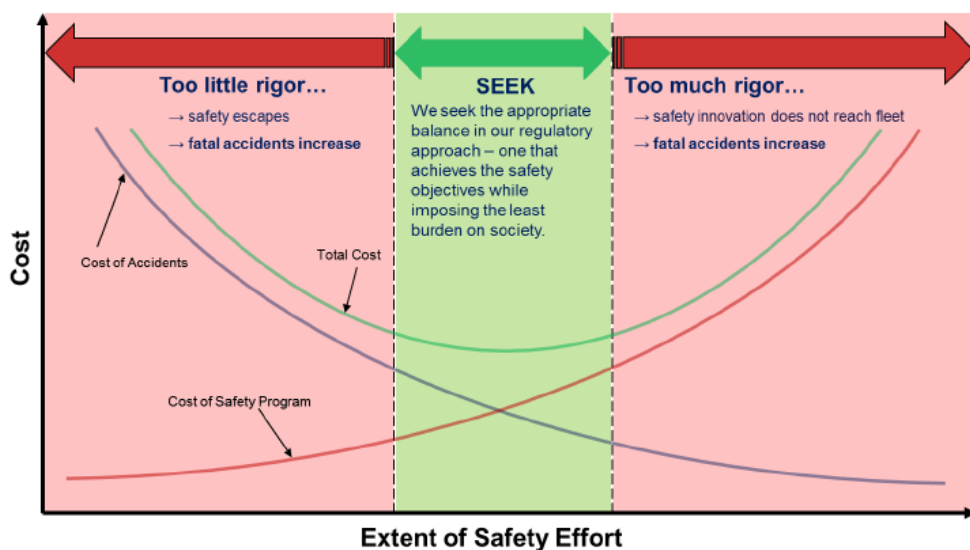
本議題之結論有 2 項：

1. 概念驗證(Proof of Concept)的推動，需要民航主管機關、系統廠商、訂定標準之各航空協會彼此緊密合作。
2. 概念驗證(Proof of Concept)是一項工具，協助完成新科技導入的安全性評估、驗證及標準化工作。

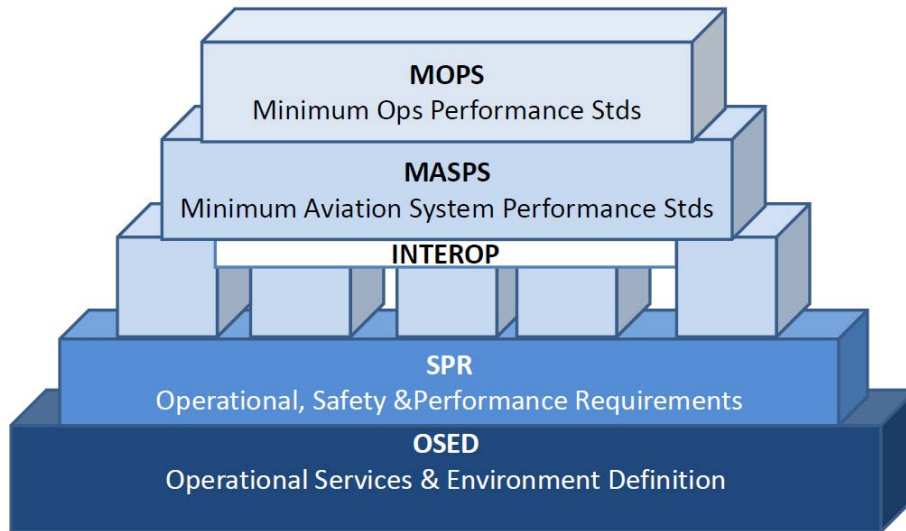
(二)、Panel 6：Safety Continuum：區域的彈性作為對應全球的整合

現行的航空安全法規是以各種特性及參數判定安全的要求，舉例而言，歐盟對於複雜性之飛機及非複雜性之飛機有著明確之規定，而在美國，有些操作之型態被認定與其他人不同，如飛機之區段所有權（fractional ownership）。

FAA Dorenda Bakeru 以達到下一層航空產品安全水準的主要觀念做簡報，他解釋目前法規是以傳統飛機的型態作為基礎，但必須導向以飛機設計之風險等級，等比例來訂立檢定法規之嚴格度。現行飛機之種類及操作並無一個完美的法規嚴格度符合水準。



RTCA Margaret Jenny 解釋該協會努力發展性能標準而非設計標準，他特別強調性能標準是最低性能要求，其目的是廣大的設計均能應用到飛機機隊。性能標準同時也是說明法規符合性之基礎。



加拿大民航局 Dave Turnbull 強調標準必須更有彈性，因為一些舊的規定在現在並不是簡單的可以符合，他認為 FAA FAR Part 23 小飛機適航標準之修定是一個正確的方向，希望該項修訂能延伸到直昇機的部分。同時，在特定標準為基礎的更多層次的符合性方法，及提供檢定類別中必須取得平衡。

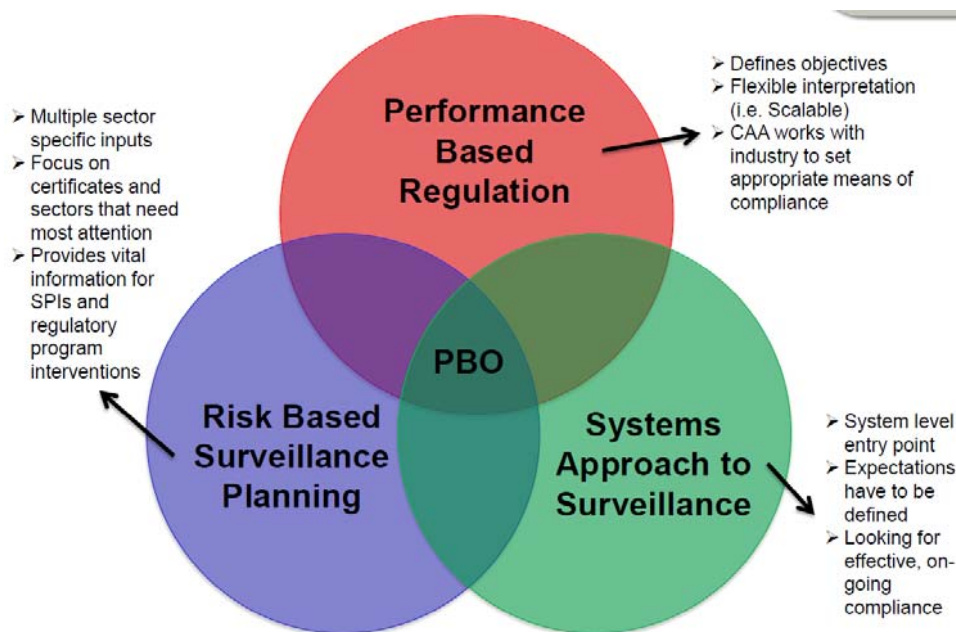
Dassault 公司 Gilles Garouste 表示，持續的飛航安全概念，可以協助將新的科技帶入市場，但他同時擔心如果適航航當局所採用之規定是唯一符合性方法時，將可能迫使申請人忽略產品之複雜性。

本議題有數項結論：

1. 申請人須熟悉小飛機修法之目的並引用該理念於他們的航空產品上。
2. 在完成全球性接受檢定時，同步檢定較連續式的檢定更有效率。
3. 在 RTCA 及 EUROCAE 更進一步發展標準時，必須協助全球核准特定之產品。

(三)、Panel 7：績效導向監理 Performance Based Oversight (PBO)

本議題由 EASA Thomas Mickler 帶領討論，民航主管機關需要聰明的來分配檢查工作的密度與頻率，這裡就需要智慧來獲得及使用資訊以了解被監理者。主管機關需要更有效率的方式以釋放監理之責任，而績效導向監理似乎就是一個很有效率之工具，但我們對該工具是否有共同之認知？我們目前的法規可以說是一種混血的架構，混雜符合性及績效導向監理，為努力達成該項目標，合作、合適的人員及資格是非常重要的。



FAA 較喜歡先行取得相關資料，以進行評估風險績效監理，而澳洲認為要清楚的定義績效導向監理是不可能的，他們認為自己因為擁有具經驗之檢查員，許多監理之基礎都已完備，他們知道如何去減少監理之範圍及次數。

大家的期待及目標是希望導入績效導向監理，不會造成業者及主管機關的負擔。績效導向監理未來之挑戰是檢查員之訓練，以及相關規定融入當地之情況。

加拿大認為績效導向監理及風險績效監理，透過彈性及博學的檢查員是互補的，加拿大有機制以定義績效，並計畫一個風險導向監理，績效看起來像是業者如何成功地管理風險的結果。

本議題有數項結論：

1. 需要定義相關專門用語

2. 全球性的整合及合作
3. 主管機關與業者間之對話
4. 管理變革

(四)、Panel 8：法規制訂的相互合作

美國航空公司協會(Airlines for America, A4A)表示目前美國航空公司積極利用安全數據以分析潛在風險，由過去的被動式工具「航空安資訊與分享網站(Aviation Safety Information and Sharing, ASIAS)」，逐漸轉換成以「航空安全先期分析小組(Aviation Team Looking Ahead at Safety, ATLAS)」為主之主動式分析方法，從過去單純分享飛安事件分析資訊，變成預先辨識潛在高風險項目，進而實施一連串改進手段，以杜絕可能的飛安問題。目前則更進一步推展預測式方法，採用 ASIAS 免責報告系統，以期預知潛在的飛安缺失。



美國 ASIAS 成員

阿拉伯聯合大公國民航局(GCAA)則表示，其法規體系由原來採用加拿大民航局體系，目前將轉換為歐盟法規體系，並逐漸在其飛安監理系統導入資訊導向(data-driven)的

稽核方法，同時呼籲區域內的國家進行飛安資訊分享，並建言在制訂法規前應就最佳實務形成共識，而非在事後才調和彼此法規的差異。

加拿大民航局則表示目前與 FAA、EASA 及 ICAO 保持密切合作，且其推展 SMS 則早在 2000 年即開始，目前其安全政策之形成流程，為辨識風險、分析風險、評估風險，最後根據風險等級制定對應的安全政策。

FAA 則指出法規制訂，須依據正確的資訊，並且利用 SMS 原則，過濾法規制訂的優先次序，以期有效減緩重大潛在風險問題。EASA 則利用「法規前期影響評估 (Pre-Regulatory Impact Assessment, Pre-RIA)」方法，在法規制訂需求形成之前，先期進行風險評估，訂出修法的優先次序，此點與 FAA 的邏輯相同。此外，FAA 與 EASA 也在會中，就未來雙方法規制訂之合作簽署備忘錄，雙方將共同組成監理委員會 (EU/US Bilateral Oversight Board, BOB)，並每二年將相關法規制訂議題及成果提報該委員會，以期消弭彼此法規的差異，並強化法規制訂之合作。目前 FAA 與 EASA 先期的法規制訂合作計畫包括：無人飛行載具、小飛機適航標準 (FAR/CS-23) 修訂、飛航失控 (Loss of Control, LOC) 之避免及改正訓練、增益及夜視系統 (Enhanced and Night Vision Systems) 新科技之應用與驗證。

本議題有 3 項結論：

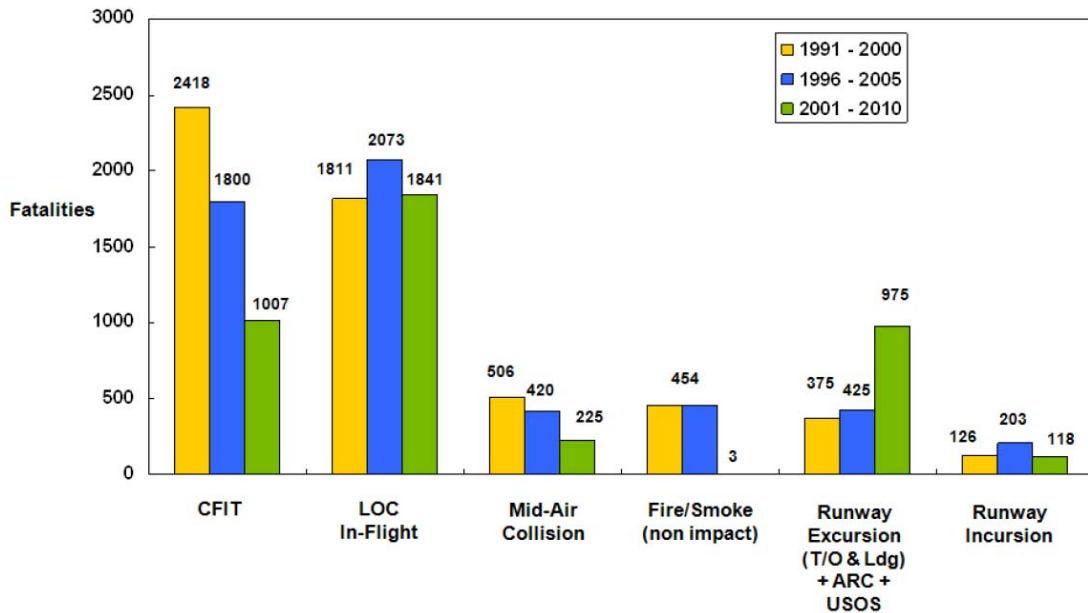
1. 法規制訂須引用 SMS 的概念，並從多個面向蒐集相關資訊。
2. 法規制訂僅是減緩飛安風險一項工具，但不一定是最佳工具。
3. 採用 FAA 或 EASA 法規，對於歐美以外的國家而言，可省略許多評估法規制訂需求的成本。

(五)、Panel 9：安全議題全球性之合作：以“飛行中失去控制”之工作為例

統計之資料顯示，以及大家都認知飛行中失去控制是一個主要的飛安議題，許多討論都會帶到該議題，其中最重要的可能是 FAA 跟一些國際夥伴之 Advisory and Rulemaking Committees (ARC)，EASA 強調法規及檢定程序的整合已經有一個很長的時間，在民航主管機關間已形成一個合作之文化，我們需要國際民航組織 ICAO 在國際層級上扮演一個重要角色。法航表示自動駕駛減少了很多手動駕駛所需之技巧，但程序的

數量卻顯著的增加，需要不同方法來訓練，由於訓練手動操作已較為不重要，法航認為訓練好的決斷能力更為重要。

空中巴士認為能力導向之訓練，比重複性程序之訓練更能增進駕駛員技能；如何認知訓練課程之限制，必須針對駕駛員對某些習慣之反映進行相關肇因分析。



全球商用噴射機隊失事原因分析

本議題有數項結論：

1. 法規必須是規定式或績效導向？EASA 表示，過去我們是用新規定來反應意外事件的模式，無論如何，當正確的引用國家安全計畫（SSP）及安全管理系統來反應意外，可能會有不同結果。
2. 研究 SMS 如何能夠被採用於汲取教訓，以及確認哪些數據必須被監測，需要大家共同分享資訊。
3. 察覺哪些是駕駛員缺少的技能，增加特定之訓練課程以增加信心度，訓練必須專注於駕駛員可能操作的項目，同時在現行訓練中增加手動駕駛之課程。
4. 檢查是民航主管規定之項目，對其他事項不可留太多空間。ICAO 必須採用新的方法讓檢查更有彈性。
5. 航空公司可否給駕駛員手動駕駛更大之空間？值得進一步討論。

(六)、Panel 10 財政困難年代的安全提昇策略

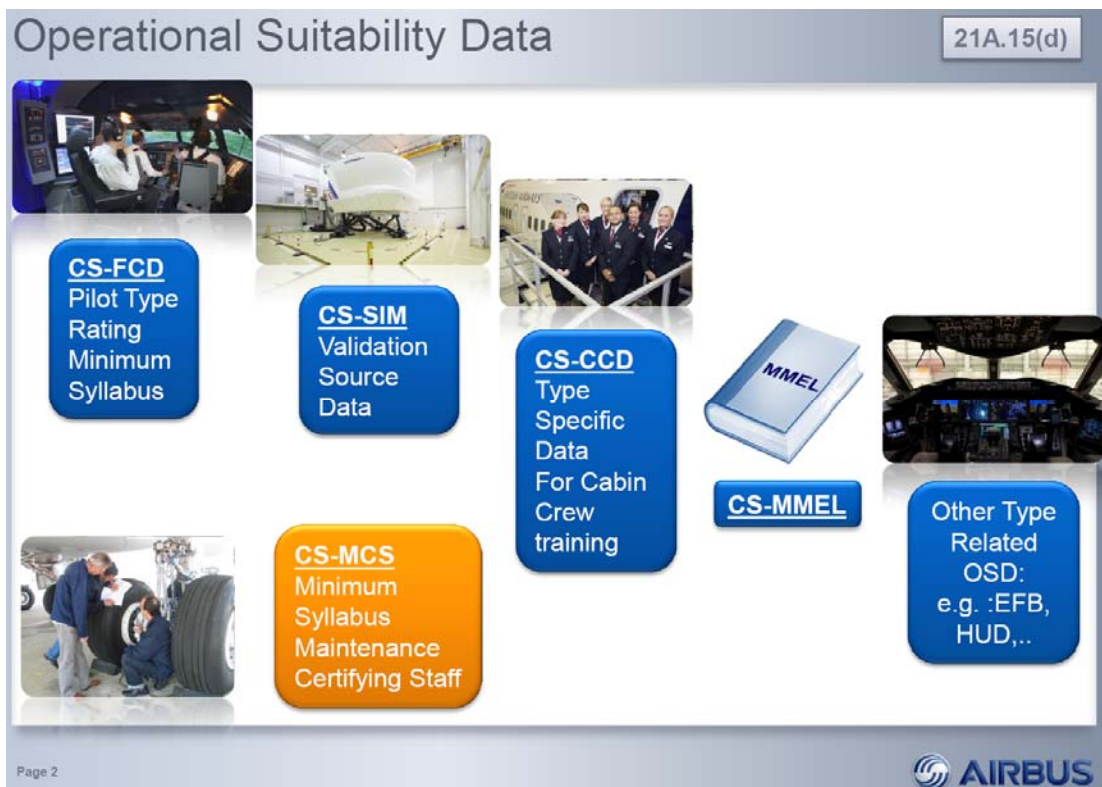
FAA John Hickey 指出在財政困難已是常態的年代，必須將資源應用在消弭全球性的飛安潛在風險項目上，並彼此交換飛安資訊，透過雙邊協議、委員會、工作小組、專案計畫的合作管道，以及與 ICAO 或區域內各民航主管機關的溝通聯絡，以發揮最大的綜效。而 SMS 對於民航主管機關及業者而言，是達成此一目的最佳的使用工具。此外，委託及認可第三者稽核，亦能有效分擔民航主管機關的工作負荷，但委託僅代表業務上的分擔，並不是責任的推卸。新加坡民航局亦提醒，相關驗證及檢查工作在委託後，民航主管機關仍需保持一定的執行能力，才能妥善監督被委託者的工作品質，確保飛安標準不致於降低。

EASA 指出資訊保護法規在歐洲各國仍有差異，加上各國民情的不同，都是飛安資訊全球化需克服的問題。

本議題之結論為：民航主管機關及業界皆同意目前處於財政困難年代，必需構思相關策略以避免影響飛安，而檢定委託業務、SMS 及資訊共享是處理此問題之有效策略之一。

(七)、Panel 11 操作適用性資料(Operational Suitability Data, OSD)

EASA 將於 2014 年要求飛機製造廠於各飛機型別首次營運前，提供航空公司可安全營運之操作適用性資料(OSD)，藉以橋接飛機之適航層面及操作層面。OSD 包括：駕駛員訓練課程大綱、模擬機數據資料、機械員訓練課程大綱、客艙組員訓練所需飛機型別資料、主最低裝備需求清單(MMEL)、其他相關操作文件。OSD 法規並不強制規定特定的訓練計畫，而是規定訓練要項。OSD 之訓練要求亦是 EASA Part 66 機械員訓練要求項目。



本議題有數項結論：

1. OSD 已是航空業界現行既有之資料，此次歐盟僅是透過法制作業，使其具有強制性。
2. OSD 之施行將需要各民航主管機關對於 OSD 導入程序之調和，以及相關 OSD 資料之認可。
3. 對於 OSD 資料之後續更新管理，目前仍是具挑戰性的議題。

(八)、Panel 12 符合性之保證 (Compliance Assurance)

民航法規有許多的工具可協同確認持續操作安全 (Continued operational Safety, COS)，並可以用來執行符合性及強制執行的工作，雖然強制執行很明顯是的工具，但必須能體會這並非達到法規之符合性的最有效工具，更重要的是可能不是最有效的方式去達到原來之目標，也就是提昇飛安。當強制執行變成唯一方式，可能失去教育的機會、失去自願性符合、失去發展強壯的飛安文化，以及主管機關專注於真正有風險工作範圍之能力。

現今主管機關所面臨的處境是責任增加、預算減少、變動加劇，因此如何使用強制

執行這項工具益形重要，主管機關須從傳統強制執行變革到符合性保證。這裡並不是要主管機關與業者間變成朋友，而是從夥伴關係、責任性來確保飛安，強制執行應該是對於不肯符合規定業者之最後手段。強制執行應只是用於不符合案件之肇因分析，主管機關應廣泛使用飛安斡旋的工具，以及採用積極的方式使業者符合規定。

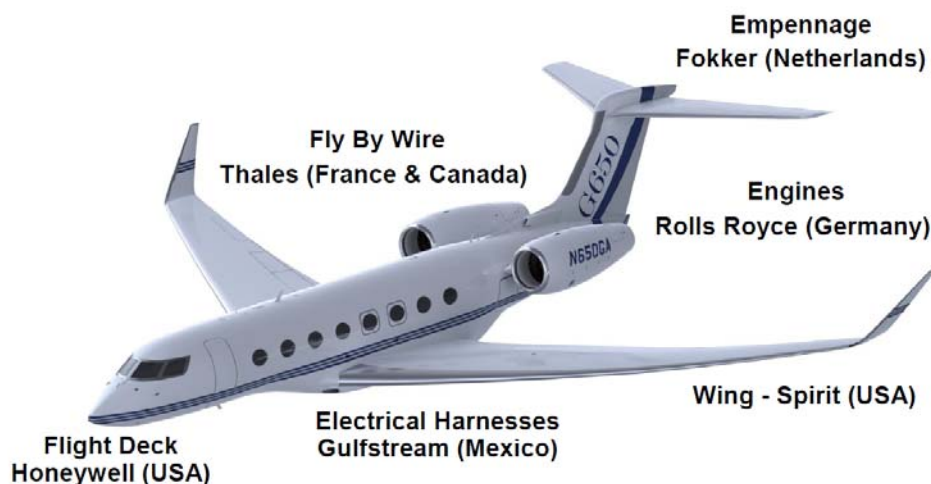
「主觀」可能是一個問題，我們如何面對？更多的指引以及經驗是需要的，監理系統必須體認一體適用的強制執行方式，在 SMS 機制裡是不適用的。

另外司法系統是否願意接受 SMS 監理體制下符合性與強制性之改變？民航體系必須教育政客及檢察官了解新系統。

四、第三天會議：

(一)、Panel 13 全球性產製：新的事實(Global Production : The New Reality)

發展有效的機制，以確保跨國設計及產製之飛機的製造監理及持續操作安全，是越來越需要，同時需要民航主管機關與業者的緊密合作。當業者朝向跨國次組裝或整機組裝時，主管機關面臨不同角色，如航空器設計國或製造國主管機關之挑戰。



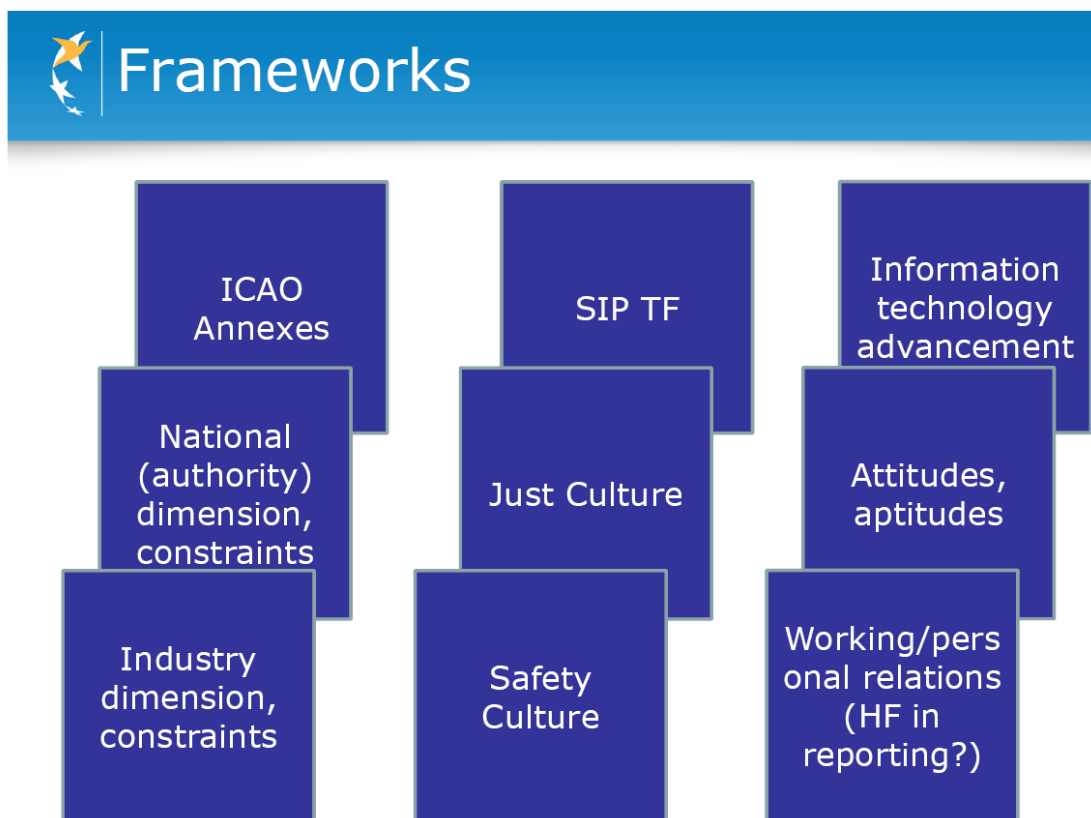
全球產製之例子(Gulfstream G650)

EASA Peter Corbeel 說明最大的目標是當地核准而全球接受。其實，全球產製並不是新的概念，而是供應鏈變的更複雜，挑戰面是如何維持製造許可持有人及其供應商間清楚的角色及責任。

主管機關建議業者要簽多國產製協議時，應先行向其民航主管機關說明，以澄清角色與責任，新的 ICAO 標準可能調和此項議題，以增加全球之接受度，雙邊協議應該更能適應多國生意之模式，而且飛安必須能被確保，縱然政治因素也被牽扯其中。

(二)、Panel 14 失事調查及安全建議之飛安資訊分享

飛安資訊分享的重點，在於是否對於資訊的公開及使用具有彼此信賴感，以及如何維持資訊之完整性。FAA 指出，資訊公開前，與司法部門的研商有助於資訊分享的成功。與會人員亦表示目前充斥著各式各樣的飛安資訊，如何蒐尋有助於辨識飛安潛在風險的資訊，成爲一個重要課題。目前 ICAO 已針對飛安資訊保護成立一個工作小組(Safety Information Protection Task Force, SIP TF)，進行相關議題之研究。另外，與會人員亦希望資訊保護能有一合理之限度，以避免影響新技術的發展及 SMS 之推動。



飛安資訊分享架構圖

本議題有 2 項結論：

1. 飛安資料分享是 SMS 成功推動的重要關鍵，因此需要建立一個資訊分享的管道及流程架構，使得分享者與使用者之間具有一個彼此信賴的基礎。

2. 使用飛安相關資訊時，須注意其來源及完整性，以期能正確辨識潛在的風險。

(三)、全體出席的會議 B：全球關係：策略觀點

確保國境內飛安之監理是重要的，但全球飛安同時也是重要。在歐洲有許多的工作是支援低度發展區域及其民航主管機關。今日良好的飛安紀錄因為合作關係而成爲可能，但這也僅限於當地，僅限於該國民航主管機關與業者，或者是該區域而已。區域安全議題在拉丁美洲自 1990 起就非常之活躍，如跑道安全及飛行中失去控制之議題，因為該議題是該區域意外事件前 3 名。



飛安提昇在非洲民航運輸成長亦是一個極大之挑戰，RASP 目前正努力降低前 3 大失事及意外事件之 50%。國際夥伴可以分享議題並從中學習，顧問指導其他國家可能也是一個不錯之方法。亞洲國家同時也有幾個議題在進行，這些組織正發展區域成長安全之方式，以及提出可以應用在不同亞洲國家之模式。

本議題之結論爲：信任是最高指導原則，合作關係是提升飛安之鑰匙；但由於預算縮減及科技進步，監理方法的必須有所改變。

肆、綜合建議：

- 一、 此次飛安年會主要雖為美國與歐洲國家之法規協調會議，但也提供其他國家取得飛安訊息及彼此溝通的平台，我國因外交處境困難，一般外交管道無法接觸，所以能有此平台得以接觸其他國家之民航主管以及相同專業之人員，可實質交換分享飛安資訊及可能面臨之問題，在層次上也可強化航空安全雙邊協議之伙伴關係。本次會議完成後，明年 2014 年輪由 FAA 舉辦，故我國應持續派代表參加，以建立國際之友好關係。
- 二、 **SMS** 是本次會議多項討論的議題重點，對於民航局主管機關的飛安監理，以及業界飛航安全之提昇，**SMS** 已是公認的最佳工具，但是在航空體系的深化程度仍有待強化。對於業者 **SMS** 系統建置複雜度之要求，亦可視業者之規模，以及該公司業務所牽涉航空安全的風險程度，進行彈性調整。另外，有關績效導向監理(**PBO**)，亦是目前各國推展 **SSP** 的重點項目，會中各國的 **SSP** 推展案例，都可做為我國飛安監理制度發展的參考。
- 三、 有關飛安監理人員及從業人員的缺乏，從此次會議可以得知是各國普遍面臨的問題，我國就此問題，亦須妥為因應，以免造成人才斷層的危機，另外有關訓練之規劃及經費之取得，亦是飛安人才培育的重要資源。

伍、附件：與會人員名單



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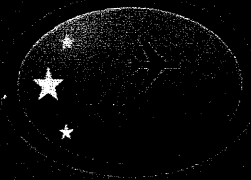


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Mr.	Jean-Marc	CLUZEAU	EASA	Head of Flight Standards	Germany
Mr.	Frederic	COPIGNEAUX	EASA	Certification Deputy Director & Head of ATM / ANS Department	Germany
Mr.	Peter	CORBEEL	EASA	Initial Airworthiness Manager	Germany

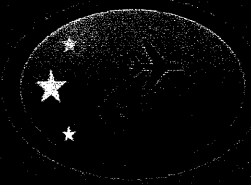


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Mr.	Patrick	GOUDOU	EASA	Executive Director	Germany
Ms.	Maria	GUTIERREZ	EASA	Communications Graduate Trainee	Germany
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Mr.	Georges	SCHMITZ	EMPIC GmbH	Deputy Head of Software Development	Germany

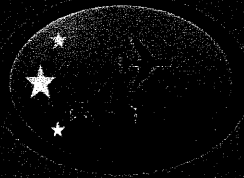


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Mr.	Marc	SKREIKES	European Parliament	Commission des Transports et du Tourisme (TRAN Committee)	Belgium
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Mr.	Aqeel	AL ZAROUNI	General Civil Aviation Authority	Safety	United Arab Emirates
Mr.	Saeed Ur	RAHMAN	General Civil Aviation Authority	Safety Risk Management	United Arab Emirates

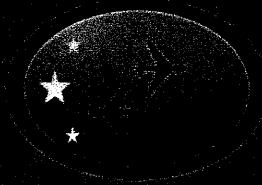


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Dr.	Dagmar	ELTEN	Lufthansa Technik	Quality Manager, Design Organisation	Germany



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Mr.	Hugues	RICCA	OSAC	Chief Operations Officer	France
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TITLE	FIRST NAME	NAME	ORGANISATION	FUNCTION	COUNTRY
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Mr.	Ganis	KRISTANTO	PT. GMF AeroAsia	V.P. Quality Assurance & Safety	Indonesia
Mr.	Irfansyah	NASUTION	PT. GMF AeroAsia	V.P. Engineering Services	Indonesia
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Mr.	Steve	BRUNE	Rockwell Collins	Manager of Aircraft Certification	United States
Mr.	Joe	HARVEY	Rockwell Collins	FAA Coordinator	United States
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Mr.	Kaman	LUDOVIC	Rockwell Collins France	System Engineer – Certification Support	France
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Ms.	Belinda	SWAIN	Rolls-Royce Plc	Chief Airworthiness Engineer	United Kingdom
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Mr.	Magnus	GINNING	SAAB AB	Technical Support Manager	Sweden
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Mr.	Shaban	SHKRELI	Zurich Airport	Senior Project Leader	Switzerland