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Doc 10134

Manual on Civil Aviation Cabin Safety Inspectors

First Edition, 2020



Approved by and published under the authority of the Secretary General

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AMENDMENTS

Amendments are announced in the supplements to the *Products and Services Catalogue*; the Catalogue and its supplements are available on the ICAO website at www.icao.int. The space below is provided to keep a record of such amendments.

RECORD OF AMENDMENTS AND CORRIGENDA

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FOREWORD

A cabin safety inspector (CSI) is a qualified person authorized by the State to carry out safety oversight activities. The CSI serves as the primary resource, cabin safety discipline subject matter expert, and advisor to the civil aviation authority (CAA) in all cabin safety-related areas, including, but not limited to, passenger handling, cabin safety procedures, cabin crew member training programmes, and cabin crew duty and rest policies.

The standardization of CSI qualifications, responsibilities, tasks, competencies and training further enhances the operational and training environment for cabin crew members while encouraging greater harmonization at the global level.

This manual provides recommendations for the selection, appointment, training and role of a State's dedicated CSI. It also establishes guidelines on the development of qualifications, responsibilities, tasks and competencies of CSIs, and on the implementation of CSI training programmes to guide CSIs in carrying out their duties. Qualified and competent CSIs enable the State to provide operators and training organizations with the highest possible national and international safety standards, enabling compliance with, and the consistent application of, regulations during aircraft operations and crew training.

Cabin safety-related requirements and oversight contribute to the overall safe operation of aircraft and the protection of the travelling public in the event of emergency situations. CSIs' oversight of these aspects is an important aviation activity at the State level.

This manual describes the State's obligations regarding oversight, emphasizing the role of civil aviation safety inspectors, their recruitment, the changing regulatory environment in which they work, and how a competency-based approach to training and assessment can prepare CSIs for their future responsibilities. Although reference is made to CSI in this manual, States may elect to give another title to this role.

The content of this manual was developed with input from experts from civil aviation authorities, operators, aircraft manufacturers, training organizations and international organizations, and thereafter submitted for extensive peer review to consider comments from the expert community. ICAO gratefully acknowledges the contributions of the ICAO Cabin Safety Group and individual experts who provided support, advice and input for this manual.

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GLOSSARY

LIST OF ACRONYMS

ADDIE	Analyse, design, develop, implement and evaluate
CAA	Civil aviation authority
CAP	Corrective action plan
CBTA	Competency-based training and assessment
CCOM	Cabin crew operations manual
CE	Critical elements
C-EFB	Cabin electronic flight bag
COA	Corrective action plan
CSI	Cabin safety inspector
IATA	International Air Transport Association
IFALPA	International Federation of Air Line Pilots' Associations
ISD	Instructional systems design
OB	Observable behaviours
OHS	Occupational health and safety
OJT	On-the-job training
QA	Quality assurance
QMS	Quality management system
RSOO	Regional safety oversight organization
SOP	Standard operating procedure
SMS	Safety management system
SPI	Safety performance indicator
SPT	Safety performance target
SSP	State safety programme

DEFINITIONS

Adapted competency model. A group of competencies with their associated description and performance criteria adapted from an ICAO competency framework that an organization uses to develop competency-based training and assessment for a given role.

Approved training organization — cabin crew. An organization approved by a Contracting State in accordance with the national regulations to perform cabin crew training and which operates under the supervision of that State.

Approved training — cabin crew. Training conducted under special curricula and supervision approved by a Member State that, where applicable, is conducted within an approved training organization.

Assessment. The determination by an instructor, assessor or evaluator as to whether a candidate meets a required competency standard under given conditions, by collecting evidence from observable behaviours. Assessment takes place during instruction and evaluation.

Audit. A systematic, independent and documented process for obtaining evidence and evaluating it objectively to determine the extent to which requirements and audit criteria are fulfilled.

Cabin crew member. A crew member who performs, in the interest of safety of passengers, duties assigned by the operator or the pilot-in-command of the aircraft, but who shall not act as a flight crew member.

Cabin safety inspector. A qualified person authorized by the State to carry out safety oversight of the cabin safety-related aspects of civil air transport operations.

Civil aviation authority (CAA). The governmental entity or entities, however titled, that are directly responsible for the regulation of all aspects of civil air transport, technical (i.e. air navigation and aviation safety) and economic (i.e. the commercial aspects of air transport).

Classroom training. In-person, instructor-led training, which may include group exercises and interactive instructional sessions.

Competency. A dimension of human performance that is used to reliably predict successful performance on the job. A competency is manifested and observed through behaviours that mobilize the relevant knowledge, skills and attitudes to carry out activities or tasks under specified conditions.

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 standard. A level of performance that is defined as acceptable when assessing whether or not competency has been achieved.

Conditions. Anything that may qualify a specific environment in which performance will be demonstrated.

Computer-based training. Training involving instructional aids, such as computers and tablets. Computer-based training may encompass the use of a data storage medium (such as CD-ROM or flash drive), as well as web-based training (commonly referred to as e-learning), distance learning and digital learning (such as virtual learning and gamification).

Human factors principles. Principles which apply to aeronautical design, certification, training, operations and maintenance and which seek safe interface between the human and other system components by proper consideration to human performance.

ICAO competency framework. A competency framework, developed by ICAO, is a selected group of competencies for a given aviation discipline. Each competency has an associated description and observable behaviours.

Inspection. An examination of specific activities, products or services of an aviation licence, certificate, approval or authorization holder (or applicant) performed by civil aviation inspectors to confirm compliance with requirements for the licence, certificate, approval or authorization already issued (or being issued) by the State.

Inspector. A qualified person authorized by the State to carry out oversight activities for civil aviation.

Instructional systems design (ISD). A formal process for designing training which includes analysis, design and production, and evaluation.

Observable behaviour (OB). A single role-related behaviour that can be observed and may or may not be measurable.

Operations manual. A manual containing procedures, instructions and guidance for use by operational personnel in the execution of their duties.

Operator. The person, organization or enterprise engaged in or offering to engage in the operation of an aircraft, aerodrome or associated aviation activity.

Performance criteria. Statements used to assess whether the required levels of performance have been achieved for a competency. A performance criterion consists of an observable behaviour, condition(s) and a competency standard.

Safety management system (SMS). A systematic approach to managing safety, including the necessary organizational structures, accountabilities, policies and procedures.

Safety oversight. A function performed by a State to ensure that individuals and organizations performing an aviation activity comply with safety-related national laws and regulations.

State safety programme (SSP). An integrated set of regulations and activities aimed at improving safety.

Surveillance. The activities through which the State proactively verifies through inspections, audits and other activities that aviation licence, certificate, authorization or approval holders continue to meet the established requirements and function at the level of competency and safety required by the State.

Chapter 1

INTRODUCTION

1.1 BACKGROUND

1.1.1 ICAO requires that all States employ and train individuals for the purpose of conducting safety oversight of the cabin safety-related aspects of civil air transport operations. These specialists utilize their experience, knowledge and skills when carrying out tasks, such as: certifying an air operator, reviewing safety and emergency procedures, overseeing training programmes for cabin crew members and conducting en-route inspections. This enables a higher standard of safety to exist within the cabin environment and overall in aircraft operations within the State. However, States commonly face a lack of, or insufficient, qualified technical personnel to conduct safety oversight. As a result, they may not have a designated cabin safety inspector (CSI).

1.1.2 In some States, flight operations inspectors may assume the role of a CSI, along with overseeing flight crew members and aircraft operations. The State should apply a methodology to determine its CSI staffing needs, taking into account the size and complexity of aviation activities in that jurisdiction. An individual assigned as a CSI should meet specific minimum qualifications relating to experience, knowledge, skills, abilities, fitness to perform tasks, and other aspects, to fulfil their role in terms of safety oversight. The CSI serves as the primary resource, cabin safety discipline subject matter expert and advisor to the civil aviation authority (CAA) in all cabin safety-related areas, including but not limited to, passenger management, cabin safety procedures, cabin crew member training programmes, and cabin crew duty and rest policies.

1.1.3 The role, qualifications, tasks and competencies of the CSI should be clearly defined to ensure that States meet their safety oversight responsibilities. ICAO's drive for international harmonization of aviation practices and procedures calls for the development of a standardized approach to the selection and appointment of personnel responsible for safety oversight pertaining to cabin safety. The standardization of CSI qualifications, responsibilities, tasks, competencies and training further enhances the operational and training environment for cabin crew members, while encouraging greater harmonization at the global level.

1.2 PURPOSE

1.2.1 This manual provides recommendations for the selection, appointment and role of a State's dedicated CSI. Its purpose is to provide guidelines on the development of qualifications, responsibilities, tasks and competencies of CSIs and the implementation of CSI training programmes to guide CSIs in carrying out their duties. Qualified and competent CSIs enable the State to provide operators and training organizations with the highest possible national and international safety standards, enabling compliance during aircraft operations and crew training.

1.2.2 This document has been designed to emphasize the responsibilities, functions and duties of States for safety oversight, specific to cabin safety-related aspects of civil air transport operations, and to provide information and guidance to government decision makers on the establishment and management of effective and sustainable State safety oversight of cabin safety activities.

1.2.3 This document should be used in conjunction with other ICAO documents listed in this manual, which emphasize the need for qualified and competent inspectors to conduct safety oversight within the State.

1.3 SCOPE

1.3.1 This manual applies to individuals who have been appointed as CSIs by the State and those who are responsible for the safety oversight programme required by the State.

1.3.2 The content of this manual is presented as guidance material. The approach outlined is considered an acceptable means, but not the sole means, to establish national requirements or guidance materials on the recruitment and qualification of CSIs. States should consult specific requirements in their national regulations and align them to the content of this manual, to the extent possible.

1.3.3 In this manual, the term “State” refers to the authority that is signatory to the *Convention on International Civil Aviation* (the “Chicago Convention”, Doc 7300) and which normally establishes a CAA and other aviation-related authorities.

Chapter 2

SAFETY OVERSIGHT AND THE CABIN SAFETY INSPECTOR

2.1 STATE SAFETY OVERSIGHT RESPONSIBILITY

2.1.1 Safety oversight is a function performed by the State to ensure that individuals and organizations performing an aviation activity comply with safety-related national laws and regulations.

2.1.2 The lack of, or insufficient, State safety oversight is a common problem for States. It is one of the reasons why States are unable to comply fully with national and international requirements for civil aviation safety. A State's responsibility for safety oversight is the foundation upon which a safe global air transport system is built. States that experience difficulties in carrying out safety oversight functions can impact the state of international civil aviation.

2.1.3 Safety oversight is a means for the State to ensure the effective implementation of safety-related Standards and Recommended Practices (SARPs) and associated procedures contained in the Annexes to the Chicago Convention and related ICAO documents. The State has overall safety oversight responsibilities, which emphasize its commitment to safety with respect to its aviation activity.

2.1.4 Safety oversight ensures that the national aviation industry complies with the applicable safety-related legal framework to provide a level of safety equal to, or better than, that defined by the SARPs.

2.2 CRITICAL ELEMENTS OF THE STATE SAFETY OVERSIGHT SYSTEM

2.2.1 To establish and implement an effective and sustainable State safety oversight system, the State must implement eight critical elements (CEs). The eight CEs of a safety oversight system are presented in Figure 2-1. The effective implementation of the CEs is an indication of the State's capability for safety oversight.

2.2.2 The eight CEs are interconnected and complement each other. The State must establish CE-1 through CE-5 prior to the implementation of CE-6 through CE-8 in order to provide effective safety oversight and safety management. The CEs constitute the foundation of a State safety programme (SSP).

2.2.3 The State should work to continually improve its effective implementation of the eight CEs of the State safety oversight system in all relevant areas, as appropriate to its aviation system complexity.

Note.— Guidance on State safety oversight, including the eight critical elements, is contained in the Safety Oversight Manual, Part A — The Establishment and Management of a State Safety Oversight System (Doc 9734).

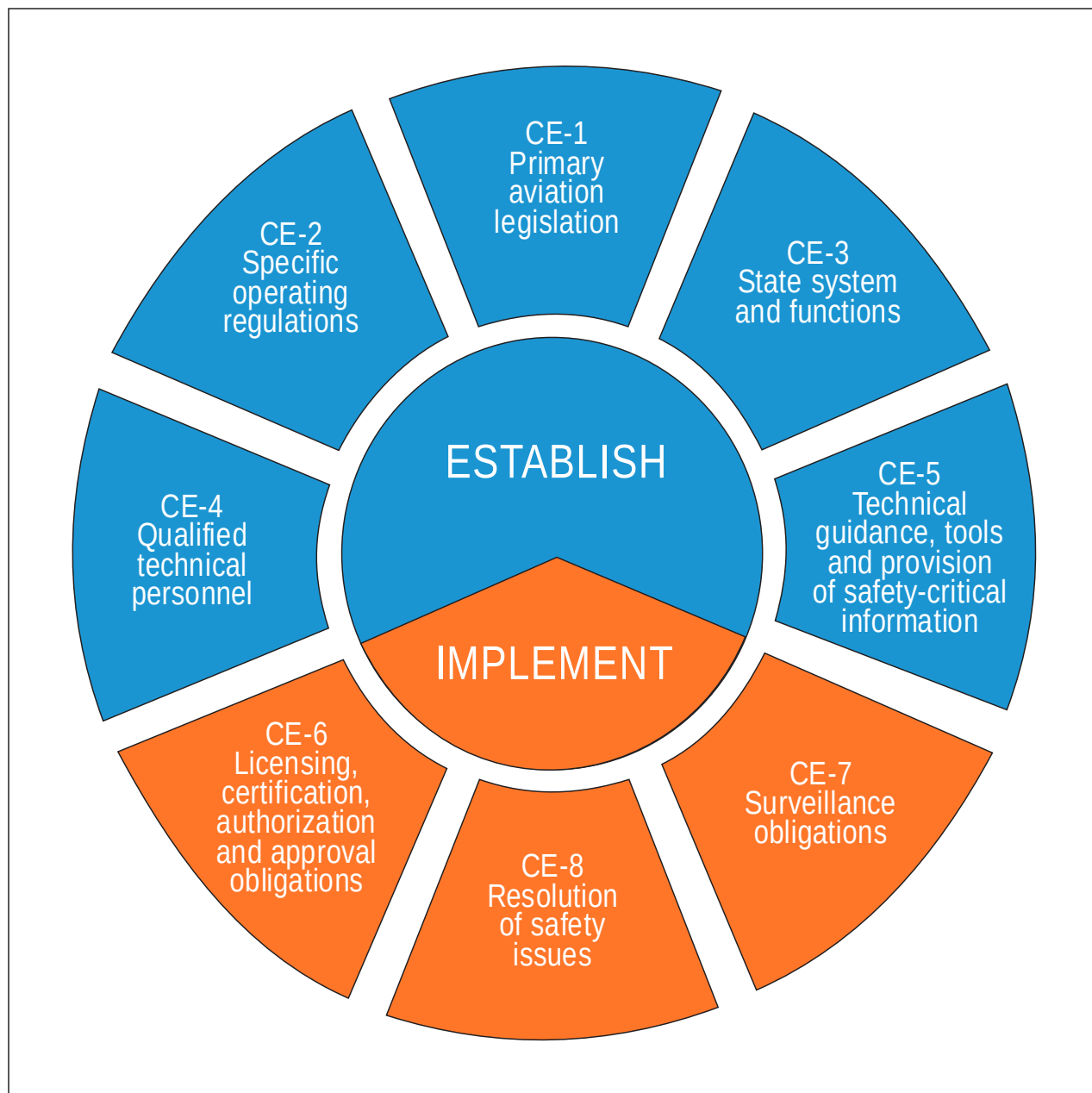


Figure 2-1. Critical elements of a State safety oversight system

2.3 THE NEED FOR DEDICATED CABIN SAFETY INSPECTORS

2.3.1 CE-3, “State system and functions” calls for the establishment of relevant authorities or government agencies, as appropriate, supported by sufficient and qualified personnel and provided with adequate financial resources for the management of safety. The State authorities or agencies, such as the CAA, must have stated safety functions and objectives to fulfil their safety management responsibility.

2.3.2 For the State to fulfil its obligations as outlined in the Chicago Convention, the national legislation should provide for an appropriately organized, funded and empowered civil aviation system, structured to effectively fulfil the tasks that it is expected to undertake. In practice, it is necessary that the State establish an appropriate and practical organization and employ the needed personnel, including technical personnel and support staff, to carry out its safety oversight functions and duties. The State has to ensure effective and independent safety oversight by the CAA in its role as the regulator (Doc 9734, Part A refers).

2.3.3 To effectively fulfil its responsibilities, the State civil aviation system needs to be properly organized and staffed with qualified personnel capable of accomplishing the required wide range of technical duties involved in safety oversight. As part of the CAA staffing requirements, the State should employ one or more persons in the role of CSI. A CSI is a qualified person authorized by the State to carry out safety oversight and surveillance of the cabin safety-related aspects of civil air transport operations.

2.3.4 Cabin safety-related aspects must be regulated and overseen because cabin safety contributes to the prevention of accidents and incidents, the protection of aircraft occupants and the increase of survivability in the event of an emergency. Dedicated CSIs are needed to oversee the cabin safety aspects of aviation activities at the State level. CSIs are also needed to ensure the most effective oversight methods are implemented, with respect to specific cabin safety requirements and expectations, to contribute to the overall safe operation of aircraft and the protection of the travelling public.

2.3.5 As stated in Annex 19 — *Safety Management*, the State should take the necessary measures, including appropriate remuneration and conditions of service, to ensure that qualified personnel performing safety oversight functions are recruited and retained. Doc 9734, Part A further indicates that civil aviation safety inspectors should enjoy remuneration and conditions of service consistent with their education, technical knowledge and experience comparable to the industry staff whose activities they will inspect and supervise. The CAA needs to consider the staffing necessary to cover all the expertise required to fulfil its responsibilities.

2.3.6 In a State where the size of the aviation industry is relatively small and the level of complexity relatively low, the State may be able to fulfil its responsibilities in a cost-effective manner through arrangements with other States (either directly or using available ICAO tools) or a regional safety oversight organization (RSOO). In such instances, technical personnel from other States or RSOOs should include qualified and competent CSIs to oversee the cabin safety-related aspects of operations.

2.3.7 CE-4, “Qualified technical personnel” calls for the establishment of minimum qualification requirements for the technical personnel performing safety-related functions and the provision of appropriate initial and recurrent training to maintain and enhance their competence at the desired level. These requirements extend to CSIs. The State must also implement a system for the maintenance of training records for technical personnel. A sufficiently qualified and trained CSI plays an important role in maintaining a safe operation of aircraft. Detailed guidance on CSI qualifications and training is presented in Chapters 3 and 5, respectively.

2.3.8 The State should also provide appropriate facilities, comprehensive and up-to-date technical guidance material and procedures, safety-critical information, tools and equipment, and transportation means, as applicable, to the CSIs to enable them to perform their safety oversight functions effectively and in accordance with established procedures in a standardized manner.

2.4 ROLE OF THE CABIN SAFETY INSPECTOR

2.4.1 The CSI carries out all the duties related to cabin safety within the CAA. The CSI ensures the national Cabin Safety Programme is managed and implemented in accordance with national regulatory requirements and standards. The CSI is responsible to ensure the effective safety oversight by the State of all cabin safety-related aspects of civil air transport operations.

2.4.2 The role of the CSI includes, but is not limited to: developing and maintaining regulations, standards, guidance, policy and inspection criteria on issues relating to safety and emergency equipment on board passenger carrying aircraft, passenger safety-related operational procedures, design of tool kits based on incident, accident and surveillance data analyses, cabin crew training and cabin crew manuals.

2.4.3 The role of the CSI should be specifically defined and determined by the State, in accordance with national requirements. Chapter 3 presents recommended responsibilities and tasks for a CSI.

2.5 CAA STRUCTURE AND THE CSI

2.5.1 Generally, the CAA will have different sections or departments to oversee specific aspects of an operator, or other service provider. These may include, but are not limited to, the following:

- a) flight operations;
- b) airworthiness;
- c) personnel licensing;
- d) aviation security and facilitation;
- e) dangerous goods; and
- f) rule-making.

2.5.2 The CSI may form part of the Flight Operations (or Flight Standards) Section of the CAA, as their primary role involves the operation of aircraft, as per Annex 6 — *Operation of Aircraft*, Part I — *International Commercial Air Transport — Aeroplanes*. In such instances, the CSI may work in conjunction with the flight operations inspectors, who oversee flight crew members and aircraft operations; or independently to oversee all cabin safety-related aspects of civil air transport operations, including cabin crew members and cabin crew training.

2.5.3 In States that license cabin crew members, the CSI may form part of the Personnel Licensing Section, or similar. In such instances, the CSI would work in conjunction with, or independently from, other personnel licensing inspectors (such as those assigned to oversee pilot or air traffic controller licences). They may administer examinations managed by the CAA (e.g. for the issuance of cabin crew member licences) or conduct approvals and surveillance of approved training organizations for cabin crew, and designated cabin crew evaluators, if applicable.

2.5.4 Regardless of the organizational structure adopted by the CAA, the role of the CSI and their place within this structure should be clearly defined and documented as the subject matter expert for all cabin safety-related aspects of civil air transport operations.

Chapter 3

CABIN SAFETY INSPECTOR QUALIFICATIONS, RESPONSIBILITIES AND TASKS

3.1 CSI QUALIFICATIONS

3.1.1 At present, there are no international Standards for the initial qualifications of CSIs. However, it is important that specific minimum qualifications relating to experience, knowledge, skills, abilities, fitness to perform tasks, and other aspects are met, so that CSIs can fulfil their role in terms of safety oversight.

3.1.2 A set of minimum qualifications enables CSI trainees to successfully complete the training programme upon hiring and increases their ability to perform the required tasks once they are in the field. CSIs must be able to conduct cabin en-route inspections that may be physically challenging, exercise good judgement, manage problematic situations and communicate effectively with flight crew members, cabin crew members, aerodrome staff and other personnel.

3.1.3 The State should develop minimum qualifications for their CSI(s). These qualifications should be in accordance with national requirements, where applicable.

3.1.4 Recommended qualifications of the CSI should include, but are not limited to, the following:

a) recent experience:

- 1) in civil air transport operations;
- 2) a minimum of five years of experience as a cabin crew member; and
- 3) as an instructor and/or evaluator of cabin crew safety and emergency procedures training; or
- 4) in the development of safety and emergency procedures, training programmes, instructional techniques and supervision;

b) knowledge of:

- 1) civil aviation regulations, advisory circulars and policy letters regarding the regulatory requirements pertinent to cabin crew and passenger safety issues;
- 2) cabin crew safety and emergency procedures;
- 3) safety and emergency equipment;
- 4) operator policies and standard operating procedures (SOPs);
- 5) cabin crew training programmes, instructional techniques and training media; and
- 6) aircraft cabin configurations and aircraft systems relevant to cabin crew tasks;

- c) ability to:
 - 1) interpret and apply operator certification procedures, policies, and regulations with regard to cabin safety;
 - 2) provide clear and concise information consistent with the targeted audience;
 - 3) evaluate programmes, analyse data, assess risks, identify trends and evaluate risk mitigation strategies;
 - 4) apply civil aviation regulations, advisory circulars and policy letters regarding cabin safety issues;
 - 5) prepare, review and comment on documentation for inclusion in cabin safety standards, policies and programmes;
 - 6) collate, organize, write, edit and review detailed and comprehensive reports;
 - 7) initiate special projects, studies, and assessments concerning aviation safety;
 - 8) prepare, review and advance cabin safety issues to promote aviation safety;
 - 9) effectively motivate, challenge and direct others, adapt leadership style to a variety of situations, and manage a team;
 - 10) work effectively alone or as part of a team environment;
 - 11) organize work, set priorities, determine resource requirements and determine short-term and long-term goals and strategies to achieve them;
 - 12) develop and deliver presentations and conduct training; and
 - 13) communicate effectively, both orally and in writing, including the preparation of reports;
- d) proficiency in using word processing software and other computer programmes necessary to perform the tasks of a CSI;
- e) general fitness to meet the physical demands associated with the possible rigours of field work and to be able to perform the tasks of a CSI;
- f) not have any physical condition that would cause them to be a hazard to themselves or others that would interfere with their ability to fly as passengers in a variety of aircraft; and
- g) meet the specific requirements of medical fitness, if applicable.

3.2 CSI RESPONSIBILITIES

3.2.1 CSIs can be assigned one or more of the responsibilities noted in this section. Some States may assign a portion of the responsibilities (e.g. approval of the operator's training programme) to a specific inspector, with a specialty inspector title. In such instances, the State would employ several CSIs with specific responsibilities. This may be the case in States with a large aviation industry and several operators. Alternately, the State may assign all the CSI responsibilities to a single inspector, depending on the size and complexity of that aviation authority. The content of this section can be adapted to any of these approaches and/or national contexts.

3.2.2 The CSI's responsibilities should include, but are not limited to, the following:

- a) participate in air operator certification, including evaluating the operator's emergency evacuation and ditching demonstrations, where applicable;
- b) review and approve the operator's cabin safety and emergency equipment in coordination with flight operations or airworthiness inspectors, if applicable;
- c) review and approve the operator's safety and emergency procedures and documentation (e.g. cabin crew operations manual) in coordination with flight operations inspectors, if applicable;
- d) review, approve, and inspect all cabin crew member training programmes, including training facilities and training equipment, and monitor that the approved training courses are maintained in accordance with the established standards;
- e) conduct surveillance (inspections, audits, monitoring) of all passenger-carrying civil air transport operations, including cabin en-route inspections and provide reports and recommendations as necessary;
- f) provide technical support regarding cabin safety, passenger handling and cabin crew member-related issues for assigned operators;
- g) conduct technical and operational research of cabin safety requirements, analyse regulations from foreign regulatory authorities, and provide recommendations;
- h) ensure that assigned operators comply with applicable regulations, policies and guidance by conducting inspections, audits, evaluations, including reports, recommendations, follow-up on corrective action plans and enforcement actions, as necessary;
- i) support the investigations of aircraft incidents and accidents;
- j) provide cabin safety advice, support and recommendations on the handling of functional, cross-functional, high profile, sensitive and complex issues or problems emanating from within and outside the State;
- k) develop and provide cabin safety courses and workshops to inspectors, managers and industry representatives;
- l) represent cabin safety on national and international cabin safety advisory committees and working groups to promote safety practices, awareness, and global harmonization; and
- m) work in partnership with operators and other stakeholders, such as safety representatives from worker organizations, on safety action programmes (e.g. safety information sharing, safety action teams).

3.3 CSI TASKS

3.3.1 The CSI's responsibilities can be broken down into a series of tasks and sub-tasks. The appendix to this chapter provides detailed guidance for the development of a task list for CSIs. These tasks can be used to develop a training programme for CSIs upon their hiring.

3.3.2 Each task has a series of competencies, as presented in Chapter 5. The full list of CSI competencies is presented in the appendix to Chapter 4. CSIs should demonstrate these competencies while performing the tasks.

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