ICAO Universal Safety Oversight Audit Programme

AUDIT SUMMARY REPORT

OF THE

CIVIL AVIATION ADMINISTRATION

OF

REPUBLIC OF MOLDOVA

(Chisinau, 4 to 11 May 2001)

INTERNATIONAL CIVIL AVIATION ORGANIZATION
1. BACKGROUND

1.1 The Civil Aviation Administration (CAA) of the Republic of Moldova was audited from 4 to 11 May 2001 by an ICAO safety oversight audit team in accordance with the Memorandum of Understanding (MOU) agreed on 7 December 2000 between the Republic of Moldova and ICAO. The audit was carried out pursuant to Assembly Resolution A32-11, with the objective of ascertaining the safety oversight capability of the CAA of the Republic of Moldova and to ensure that it is in conformity with ICAO Standards and Recommended Practices (SARPs), as contained in Annexes 1, 6 and 8 to the Convention on International Civil Aviation (Chicago Convention) and related provisions in other Annexes, guidance material and relevant safety-related practices in general use in the aviation industry.

1.2 On 25 July 2001, the Republic of Moldova submitted an action plan addressing all the findings and recommendations contained in the audit interim report and also containing comments and clarifications of some of the items contained in the audit interim report. The action plan submitted was reviewed by the Safety Oversight Audit (SOA) Section and was generally found to be satisfactory. The comments and clarifications provided were, as appropriate, taken into consideration in the preparation of this report.

2. CIVIL AVIATION ACTIVITIES IN REPUBLIC OF MOLDOVA

At the time of the audit, civil aviation activities in the Republic of Moldova included:

a) number of technical staff employed by the organization at Headquarters 46
b) number of active pilot licences 288
c) number of active flight crew licences other than pilot licences 320
d) number of active licences other than flight crew licences 479
e) number of commercial air transport operators 15
f) number of air operator certificates (AOCs) issued 15
g) number of aircraft operations inspectors 6
h) number of aircraft registered in the Republic of Moldova 204
i) number of Certificates of Airworthiness (C of As) issued 157
3. **SUMMARY OF FINDINGS**

3.1 **General statement**

3.1.1 Since its independence, the Republic of Moldova has made substantial advances in the development of laws and regulations concerning civil aviation activities. The Republic of Moldova has adopted the Civil Aviation Regulations (RACs) and has also adopted various parts of the Joint Aviation Requirements (JARs). When neither of these legal instruments covers a particular subject, the Republic of Moldova refers to the Commonwealth of Independent States (CIS) Interstate Aviation Commission (MAK) for regulatory requirements. However, these various legal instruments are often inconsistent and in some cases contradictory. In addition, the Republic of Moldova has not notified ICAO of differences between its national regulations and the SARPs contained in Annexes 1, 6 and 8, and has not developed a system designed to allow its laws and regulations to keep pace with new amendments to the SARPs in a thorough and timely manner.

3.1.2 The Republic of Moldova has made significant progress in the development of the CAA as an organization responsible for safety oversight. CAA staff have considerable qualifications and work experience. However, the CAA does not have an adequate initial and recurrent training programme established for inspectors and technical staff covering training in the areas of flight operations, airworthiness, and personnel licensing activities. In addition, there is no established system for maintaining the training records of the CAA staff.

3.1.3 The basic regulatory system for personnel licensing has been established and is generally satisfactory. The Republic of Moldova has adopted JAR-FCL 1, 2 and 3, JAR-66 and JAR-147, and has adopted requirements from the former Union of Soviet Socialist Republics (USSR) for those licences not addressed in the JARs. However, there are inconsistencies between these legal sources. In addition, the CAA has not developed guidance material to cover all personnel licensing activities for all types of licences, and has not established requirements for the maintenance of file records. The CAA has not listed significant differences to ICAO SARPs in the Aeronautical Information Publication (AIP), and has not published the procedures and examination requirements relating to the conversion and validation of foreign licences and ratings.

3.1.4 In the area of flight operations, an adequate Flight Operations Division has been developed and is sufficiently staffed with qualified technical personnel. However, the CAA has not developed a surveillance programme for regular inspections of all of the air operator’s certificates (AOC) holders by CAA operations inspectors, including the monitoring of cabin crew training programmes and the delegated company personnel who conduct examinations. The CAA does not have clear procedures for operations inspectors to follow when a deficiency is discovered during the course of an inspection, as the current procedures only address the suspension or revocation of a certificate, but not the remedy of deficiencies or follow-up actions. The CAA has approved some AOC holders’ operations manuals with maximum flight times in excess of the limitations stated in the national regulations. In addition, the regulations do not require recency of experience for a co-pilot, as specified in Annex 6, Part I.
3.1.5 A comprehensive and adequately-managed Airworthiness Division has been established within the CAA. However, the airworthiness staff are not provided with guidance material, including procedures for the issuance of noise certificates, Certificates of Airworthiness, foreign Airworthiness Directives (ADs), or the approval of modifications and repairs. Also, there are no procedures for the validation of foreign approved maintenance organizations (AMOs), the approval of specialized activities or the review of maintenance contracts. The technical library for the airworthiness staff is well maintained but it contains a limited category of maintenance publications, especially for the types of aircraft of the former USSR that are currently in use in the Republic of Moldova.

3.2 Primary aviation legislation and civil aviation regulations in Republic of Moldova

3.2.1 Abstract of findings

3.2.1.1 The primary aviation legislation in the Republic of Moldova is the Civil Aviation Law Act of 1997 (the “Act”), promulgated by Parliament. The Act establishes the Civil Aviation Administration (CAA) and provides for the appointment of a Director General. It states that the CAA, headed by the Director General, has the jurisdiction to make administrative decisions, and issue rules, regulations and instructions in the field of civil aviation.

3.2.1.2 Since its independence, the Republic of Moldova has adopted the Civil Aviation Regulations (RACs) and various parts of the Joint Aviation Requirements (JARs). When neither of these legal instruments covers a particular subject, the State refers to the Commonwealth of Independent States (CIS) Interstate Aviation Commission (MAK) for regulatory requirements. However, these legal instruments are often inconsistent and in some cases, contradictory. In general, the RACs add supplementary information to support the JAR implementation process.

3.2.1.3 The regulations are promulgated at the level of the Director General of the CAA. The amendment process is defined in RAC-11 — General Procedures on Preparation and Issuance of Civil Aviation Requirements. The Director General also has the authority to issue Orders, as granted by the Act, Article 4, paragraph 3.

3.2.1.4 The Republic of Moldova has not notified ICAO of differences between its national regulations and the SARPs relating to personnel licensing, aircraft operations and airworthiness of aircraft, as set forth in Annexes 1, 6 and 8. In addition, the State has not developed a system to ensure that its laws and regulations keep pace with new amendments to the SARPs in a thorough and timely manner. There are no procedures for identifying differences between the State’s adopted regulations and ICAO SARPs, or for notifying ICAO of differences.

3.2.1.5 The CAA, the State prosecutor and the courts are responsible for regulatory enforcement. Guidelines exist in the Flight Operations Division for major regulatory violations, but there are no procedures for inspectors to follow when discrepancies are discovered. The Administrative Code and the Penal Code concern infringements of flight safety and prescribe monetary penalties and terms of imprisonment. Examples of enforcement actions within the last two years include the grounding of aircraft and the temporary suspension of certificates.
3.2.1.6 CAA inspectors have the right to access installations and documents and are issued identification credentials. Articles 6 and 18 (3) of the Act grant, in general terms, the CAA’s right to detain aircraft for just cause.

3.2.1.7 The State has ratified Article 83 bis of the Chicago Convention, and has incorporated its provisions into the Act.

3.2.2 Corrective action proposed/implemented by Republic of Moldova

3.2.2.1 The CAA advised in its action plan that it will thoroughly review the RACs, JARs and MAK regulations by 30 September 2001 and make the necessary amendments by 30 November 2001 in order to eliminate all inconsistencies and contradictions between these sources and also to ensure that the amendments comply with Annexes 1, 6 and 8.

3.2.2.2 The CAA indicated that RAC-11 — General Procedures on Preparation and Issuance of Civil Aviation Requirements will be modified by 30 October 2001 to ensure that national regulations keep pace with changes to the SARPs in a timely manner. At the same time, the CAA will also notify ICAO of differences between its national regulations and the SARPs and publish these differences in the national AIP by 30 October 2001.

3.3 Civil aviation organization system in Republic of Moldova

3.3.1 Abstract of findings

3.3.1.1 Responsibilities and functions of the CAA are defined in the Government Decree on Establishing the Civil Aviation Administration, No. 1057 of 19 October 1998, as published in O.M. No. 96/997.

3.3.1.2 The CAA, headed by the Director General, consists of the Airworthiness Division, the Flight Operation Division, the Airports and Air Navigation Services Department, the Aviation Security Section, the Aviation Medicine Section, and the Aeronautical Personnel Licensing Division, which are headed by the Senior Deputy Director General. The International Relations Division, the Economics Division, the Accounting Section, the Legal Office and the Secretariat are five additional units headed by the Deputy Director General.

3.3.1.3 The Director General, the Senior Deputy Director General and the Deputy Director General are appointed by the Government in accordance with the Act, Article 4, paragraph 2 and Government Decree No. 1057. The Director General reports directly to the Prime Minister.

3.3.1.4 The responsibility for safety oversight of civil aviation activities is primarily assigned to the Airworthiness Division, the Flight Operations Division, and the Aeronautical Personnel Licensing Division. An Order was issued on 27 April 2001 by the Director General listing the names and titles of twenty-two approved CAA inspectors, along with a sample of an inspector’s identification card confirming the right to inspect any civil aviation operational area in accordance with the aviation regulations in force.
Apart from the CAA, the Moldovan Air Traffic Services Authority (MOLDATSA) has been established as the entity responsible for air traffic management and control. The Aeromedical Centre has also been established to perform medical assessments and is monitored and supervised by the CAA.

The total number of personnel employed by the CAA is forty-six. For operations, airworthiness and personnel licensing responsibilities, there are fourteen technical staff, which is sufficient for the level of activity in the State. The technical staff include pilots, flight engineers, flight navigators, and maintenance engineers, thirteen of whom hold university aeronautical engineering degrees. A CAA librarian is responsible for maintaining current ICAO documentation and other technical publications.

Basic requirements and procedures for Government service posts are established by the Civil Service Act, O.M. No. 61/681 of 2 November 1995. The Director General of the CAA is authorized to establish additional requirements regarding professional qualifications and experience for applicants to CAA technical staff posts. The CAA Attestation Commission, consisting of seven to nine members, was formed to assess applicants, interview candidates and select new employees. A probationary period of three to six months allows for assessment of job performance. In general, the CAA offers comparable salaries and does not have difficulty recruiting and retaining technical staff.

The CAA is a self-financed organization, as authorized by Government Decree, No. 1057. The Director General publishes a list of approved administrative charges and fees for the services provided by the CAA in the Official Monitor.

Only ad hoc training is provided to the technical staff of the CAA since there is no formal initial and recurrent training programme for inspectors and technical staff in the areas of flight operations, airworthiness and personnel licensing. In addition, there is no established system for maintaining the training records of the CAA staff.

Certain CAA tasks are delegated to outside individuals whose names appear on a list of personnel approved to perform tasks on behalf of the CAA. The list is published in an Order issued by the Director General and includes both designated examiners who conduct a variety of examinations for personnel licences, as well as approved company personnel who conduct competency checks. In addition, the names of designated medical examiners performing medical assessments are listed.

Corrective action proposed/implemented by Republic of Moldova

With respect to the recommendation that a formal training programme for inspectors and technical staff be developed in the areas of flight operations, airworthiness and personnel licensing, the CAA advised that, by 30 December 2001, it will elaborate on its training requirements, including initial and recurrent training for inspectors and technical staff. It will also develop procedures to maintain the training records of CAA staff.

The basic regulatory system for personnel licensing is mainly based on the various JARs that have been adopted into national law. The CAA has adopted JAR-FCL 1, 2 and 3, JAR-66 and JAR-147...
personnel licensing requirements. In addition, the CAA also uses requirements of the former USSR for licences not covered by the JARs. Most of the former USSR regulations have not been amended and do not fully conform with Annex 1 SARPs. Differences exist including some that may have an impact on the international recognition of licences issued by the Republic of Moldova.

3.4.1.2 The JAR-based personnel licensing system is supported by RAC-APL 1 and RAC-APL 3, issued by the CAA to support and standardize the JAR-FCL implementation process. However, these RACs do not cover all aspects of the personnel licensing system. In addition, there are some inconsistencies between the RACs and other national licensing legal sources. Regulations and requirements originating from the former USSR are not supported by adequate guidelines and procedures.

3.4.1.3 The duties and responsibilities of the staff of the Aeronautical Personnel Licensing Division and the Aviation Medicine Section are adequately described in the regulations and CAA documents. However, exchange of information and coordination of work with other CAA divisions are lacking. The Division is adequately equipped with computers, Internet, telephones, facsimile machines, and photocopiers.

3.4.1.4 The Aeronautical Personnel Licensing Division has three staff members including the Head of the Division. All have extensive civil aviation experience but they have not received formal CAA training in personnel licensing activities.

3.4.1.5 The Division mainly performs administrative tasks such as the handling of applications, formal approvals of training programmes and the maintenance of licensing records. All examinations are monitored by the High Qualification Commission, designated by the Director General of the CAA. The names of prospective candidates to be added to the list of designated examiners are reviewed by the High Qualification Commission which makes recommendations to the Director General for approval. The list includes both designated examiners, who conduct a variety of examinations for personnel licences, and designated medical examiners.

3.4.1.6 The Division is also responsible for maintaining personnel licensing records; however, the records do not contain all the necessary documents and the progressive history of applicants and licence holders.

3.4.1.7 The Republic of Moldova issues a variety of licences identified in Annex 1, except for the glider pilot, free balloon pilot, flight operations officer/flight dispatcher and the aeronautical station operator licence. The State also issues licences for cabin crew and personnel supporting aircraft operations and ground handling. The CAA has established, by the Director General’s Order No. 148 on 19 November 1999, the complete list of aviation personnel licences that may be issued by the Republic of Moldova. However, the CAA also issues other licences that are not listed in this Order.

3.4.1.8 Specific procedures not developed by the CAA include, but are not limited to, the following subjects:

a) personnel licensing office work organization and coordination with other CAA departments;

b) qualifications, duties, privileges and responsibilities assigned to all personnel licensing staff;
c) processing of applications for licences;

d) licence issuance and renewal;

e) foreign licence validation or conversion into a national licence;

f) approval of foreign training centres; and

g) verification of the quality of training received prior to the granting of licences and ratings.

3.4.1.9 The CAA is supported by the Aeromedical Centre, which is supervised by the Head of the Aviation Medicine Section in the CAA. Class 1 Medical Assessments are only provided by the Aeromedical Centre, while Class 2 Medical Assessments are issued by the designated medical examiners.

3.4.1.10 The CAA has certified four organizations to conduct aviation training for private pilot certification and type ratings on aircraft currently operated in the Republic of Moldova, excluding any JAR or US Federal Aviation Regulations (FAR)-certified aircraft. Although training for the commercial pilot licence (CPL) and airline transport pilot licence (ATPL) is received abroad, the CAA has not developed and implemented a comprehensive system and procedures for the certification, supervision, and continuing surveillance of foreign aviation training centres that provide training to Moldovan nationals.

3.4.2 Corrective action proposed/implemented by Republic of Moldova

3.4.2.1 The CAA advised that, by 30 November 2001, it will develop and implement a comprehensive set of personnel licensing regulations and requirements to address licences not covered by the JARs that are in conformance with Annex 1 SARPs. These regulations will be distributed to all licensing inspectors by 15 December 2001 and then disseminated to the general public after that date.

3.4.2.2 With respect to the need to develop comprehensive and cohesive personnel licensing guidance material, specifically procedures on: personnel licensing work organization and coordination with other CAA departments; definition of the qualifications, duties, privileges and responsibilities of personnel licensing staff; processing of application for licences; issuance and renewal of licences; validation and conversion of foreign licences; approval of foreign training centres; and verification of the quality of training received prior to granting of licences and ratings, the CAA indicated that it will develop the required procedures and incorporate them into the appropriate RACs by 30 November 2001 and then distribute them to all licensing inspectors by 15 December 2001. It will also develop a comprehensive Personnel Licensing Division Manual starting 1 November 2001.

3.4.2.3 By 1 September 2001, the CAA will include the Flight Operator Licence in the list of aviation personnel licences that are issued by the Republic of Moldova under the Director General’s Order No. 148 of 19 November 1999.

3.4.2.4 The CAA indicated that the procedures and examination requirements for the conversion and validation of foreign licences and ratings, as well as specific national requirements for the validation of airline pilot licences will be published in the national AIP by 1 December 2001. The differences between the national personnel licensing regulations and Annex 1 SARPs will also be published by this date.
3.4.2.5 The CAA advised that a system to maintain the files of applicants and licence holders will be developed and included in the Personnel Licensing Division Manual by 1 October 2001. Furthermore, all missing documents will be added to existing files by 31 December 2001.

3.5 Aircraft operations certification and supervision in Republic of Moldova

3.5.1 Abstract of findings

3.5.1.1 RAC-AOC — Air Operator Certification and RAC-AOA — Air Operator Authorization detail the requirements for air operator certification and authorization. The requirement for an operations manual is stated in RAC-AOC, Section 0135, and detailed in JAR-OPS, Subpart P. RAC-AOC, Section 0045, requires an air operator to provide the CAA with a copy of the operations manual and its amendments for review and approval.

3.5.1.2 Minimum equipment lists (MELs) require approval by CAA Order No. 49 of 15 April 1999, issued by the Director General. Cabin crew training programmes require approval by the CAA in accordance with Government Decision No. 1057 of 19 October 1998. Aircraft lease agreements are permitted by the RAC-LS.

3.5.1.3 The Regulation of Flight Times and Rest Times of 7 April 1994 establishes maximum flight crew flight times of 70 hours per month and 700 hours per year. However, the CAA has approved two AOC holders’ operations manuals with maximum flight times of 90 hours per month and 900 hours per year.

3.5.1.4 In addition, the regulations do not require a co-pilot to perform at least three take-offs and landings on the same type of aeroplane or approved flight simulator within the preceding 90 days to maintain recency of experience, as prescribed in Annex 6, Part I.

3.5.1.5 The responsibilities for both aircraft certification and continuing supervision and surveillance are assigned to the CAA’s Flight Operations Division. This Division is staffed with operations inspectors for flight operations, operator certification, maintenance supervision, and dangerous goods. These four inspectors report to the Head of the Flight Operations Division who maintains flight currency and performs flight operations inspections. The Head of the Division reports to the Senior Deputy Director General. The recently approved CAA Manual for the Management of the Flight Operations Division adequately defines the organization and the assignments of this Division.

3.5.1.6 Within the Division, the Operations Inspector (Operator Certification) is assigned to coordinate air operator certification activities. This inspector maintains currency as a flight navigator and flies approximately once a week on the TU-134 and has received JAR-OPS training. The Operations Inspector (Maintenance Supervision), who has an engineering background, provides technical assistance during the pre-certification process, and has received training on JAR-OPS, JAR-66, JAR-145, and JAR-147.

3.5.1.7 Three inspectors are assigned to perform flight operations inspections with the CAA’s Senior Deputy Director General, who maintains flight currency and has received training on JAR-OPS, JAR-FCL, JAR-66, JAR-145, and JAR-21. The four inspectors, the Head of the Division, and the Senior Deputy Director General perform ground operations inspections. The staff assigned to flight operations inspections fly part-time for a Moldovan airline through agreements between the airlines and the CAA. Two inspectors have been assigned to cabin safety inspections, and one inspector has been assigned to accident investigation.
3.5.1.8 The requirements for the flight operations inspectors are outlined in the CAA Manual of Procedures of the Flight Operations Division, Chapter 1, and include 5,000 hours of flight time, at least five years of work experience, possession of pilot, medical, and flight instructor certificates, experience in flight training and previous work in a management position.

3.5.1.9 Operations inspectors have received ad hoc training, and a draft Flight Operations Division Inspectors Training Plan has been proposed. However, there is currently no comprehensive and standardized training programme for operations inspectors, including initial training, recurrent training and record keeping.

3.5.1.10 Information concerning the application for an AOC is contained in RAC-AOC, Chapter 2. A sample of an AOC application form is presented in RAC-AOC, Annex 2. JAR-OPS 1 is used as a basis for additional requirements. An application is processed by the CAA within a ninety-day period.

3.5.1.11 The CAA Manual for the Management of the Flight Operations Division, Chapter 3, Article 2, describes the process for the issuance of an AOC. The CAA Manual of Procedures of the Flight Operations Division, Chapter 2, outlines the certification guidelines, and Annex 8 to this manual provides inspector procedures.

3.5.1.12 The contents of an AOC issued by the Republic of Moldova conform with ICAO Standards, and operations specifications are issued in conjunction with the AOC. AOCs are generally issued with an expiry date of one year, although the RAC-AOC allows up to two years. The AOC is signed by the Director General of the CAA.

3.5.1.13 The number of air operators holding AOCs issued by the Republic of Moldova is fifteen, three of which offer scheduled operations. In addition, two operators have been issued air operator authorizations and primarily perform agricultural work, and search and rescue operations. The majority of the aircraft approved for operations by an AOC holder in the Republic of Moldova are aeroplanes manufactured in the former USSR.

3.5.1.14 The recently approved Manual of Procedures of Operations Management, Chapters 4 through 8, provides written guidelines and checklists for use by operations inspectors and technical staff in the performance of their duties. Chapter 3 defines the procedures for surveillance activities.

3.5.1.15 The Division uses the services of delegated company personnel for the conduct of examinations on behalf of the CAA. These individuals are named in Order No 41/GEN, of 19 April 2001, issued by the Director General. However, there are no routine observations by CAA operations inspectors of these delegated company personnel in order to ensure standardization and quality control of examination procedures.

3.5.1.16 The CAA has developed a Flight Operations Division Inspection Plan which primarily covers inspections for the renewal of AOCs. It has also developed a schedule of inspections of air operators using aircraft outside the Republic of Moldova. However, the CAA has not developed a comprehensive surveillance programme for regular, periodic inspections of all AOC holders by CAA operations inspectors. The types and frequency of inspections do not follow the guidelines described in ICAO Doc 8335, paragraph 9.6.33. There is no periodic monitoring of cabin crew training programmes that have been approved by the CAA.
3.5.1.17 The CAA Manual of Procedures of the Flight Operations Division, Chapter 6 defines the procedures for notification of a suspension or revocation of an AOC, with an initial suspension of six months. However, this manual only addresses procedures for suspension or revocation, but not the remedy of deficiencies or follow-up actions. The CAA does not have clear procedures for operations inspectors to follow when a deficiency is discovered during the course of an inspection, as described in ICAO Doc 9734, paragraph 3.9. These procedures should be multi-level, with a wide range of actions depending upon the potential safety impact and circumstances.

3.5.2 Corrective action proposed/implemented by Republic of Moldova

3.5.2.1 The CAA indicated that it will ensure, by September 2001, that a surveillance work programme for regular, periodic operations inspections of all AOC holders is in place, including observations of delegated company personnel who conduct examinations and periodic monitoring of cabin crew training programmes. The Manual of Procedures for the Flight Operations Division of April will be harmonized with ICAO Doc 8335, paragraph 9.6.33.

3.5.2.2 The CAA advised that it will develop and approve written guidance material by 1 November 2001 which clearly details the procedures to be followed by operations inspectors in cases where a deficiency is discovered in the course of an inspection, as described in ICAO Doc 9734, paragraph 3.9.

3.5.2.3 With respect to the need to review all regulations, documents and operations manuals that specify maximum flight time limits, the CAA noted that operations manuals will be reviewed by 15 June 2001, and regulations specifying maximum flight time limits will be developed by 31 December 2001.

3.5.2.4 Regarding the recommendation that the regulation be amended to prohibit air operators from assigning co-pilots who have not performed three take-offs and landings within the preceding 90 days except when flying on the same type of aeroplane or approved flight simulators, the CAA indicated that it will develop an Operational Directive addressing this issue by 31 August 2001 and will also develop related amendments to the RAC-AOC by 31 December 2001.

3.6 Airworthiness of aircraft in Republic of Moldova

3.6.1 Abstract of findings

3.6.1.1 Articles 5, 7 and 8 of the Act are primarily dedicated to airworthiness matters, including the registration of aircraft and the issuance of Certificates of Airworthiness (C of As). The Act is complemented by regulations, such as the RAC-AW, and by orders and information circulars. The regulations regarding aircraft registration markings are addressed in RAC-47. Regulations regarding the issuance and renewal of a C of A are covered in RAC-AW, Sections 0025 and 0030. Aircraft modifications are covered in Order No. 6/1999. The approval of maintenance organizations is covered in Regulation No. 61 of June 1998.

3.6.1.2 The State has adopted airworthiness codes, such as AR 23, 29, 33, 35, 36, 145 and 183, from the Interstate Aviation Commission (MAK). In addition, the Republic of Moldova has adopted various parts of the JARs which establish design codes derived from the requirements of the JAA. However, the various instruments are often inconsistent and, in some cases, contradictory and not always in conformance with Annex 8.
3.6.1.3 The Airworthiness Division consists of six persons, including the Head of the Division (an avionics and airworthiness inspector), four airworthiness inspectors, and an engineer in an administrative position assigned to manage airworthiness documentation and aircraft registration. The Director General has approved a High Qualification Commission, delegating authority to named individuals to perform airworthiness functions on behalf of the CAA.

3.6.1.4 The delegation of authority to airworthiness inspectors and the right of access to aviation facilities and registered aircraft have been granted, and inspectors are equipped with identification credentials. All airworthiness inspectors are qualified for their positions; however, no formal initial, recurrent or specialized training, including inspector training, has been provided by the CAA. Airworthiness inspectors have only received training on an ad hoc basis.

3.6.1.5 The offices are adequately equipped and the staff has access to the necessary technical maintenance publications. However, only a limited category of maintenance publications is available for the types of aircraft manufactured in the former USSR that are operated in the Republic of Moldova. Furthermore, the CAA has not developed necessary guidance material, written procedures, or checklists for airworthiness inspectors to use in the performance of their duties.

3.6.1.6 Application for the issuance of an individual C of A is addressed in RAC-AW Section 0025, and must be made on a specific form and accompanied by essential elements, such as the technical status of the aircraft, flight hours, maintenance status, and a general statement on modifications. When the application form is received, the CAA establishes a working group that consists of three to five airworthiness personnel and, if necessary, persons from the High Qualification Commission.

3.6.1.7 A C of A is issued for a maximum of two years. For aircraft operating outside the Republic of Moldova, the expiry period is one year. The renewal process is also covered in the regulations and follows the same process as for the original issuance of the C of A, except that a flight test is not required. Although the C of A issuance and renewal process is addressed in the regulations, no formal CAA guidance procedures have been developed.

3.6.1.8 A maintenance programme must be approved by the CAA and based on a maintenance review board or the manufacturer’s recommendations. Currently, the CAA does not accept maintenance programme escalation. Also, the CAA does not approve reliability programmes or similar systems. The maintenance programme includes a continuing structural integrity programme. Maintenance contracts are approved by the CAA; however, there are no procedures for reviewing a proposed contract.

3.6.1.9 A formal application for the approval of a modification or repair must be submitted to the CAA by the aircraft operator. The modification and repair must be approved by the State of Design. Regulations on this subject exist, but no formal procedures or checklists have been developed for use by CAA staff.

3.6.1.10 Aircraft must be weighed for mass and balance determinations for initial issuance of a C of A, after painting or any modifications. The weighing must be conducted at an AMO.

3.6.1.11 The CAA issues ADs for the Moldovan-registered aircraft primarily based upon foreign ADs. Foreign ADs are assessed and issued directly with a CAA cover letter adopting the AD. However, for aircraft certified under JAR or US FAR requirements, not all the foreign ADs have been issued in the
Republic of Moldova, giving the CAA little possibility of ensuring that operators have complied or continue to comply with the specifications in the ADs.

3.6.1.12 ADs issued based on the State’s own experience are sent to the State of Design; however, no formal procedures for this task have been developed. AD compliance is checked during the C of A renewal process.

3.6.1.13 Regulations have been promulgated for the issuance of flight permits and C of As for export, and this process is supervised by the CAA airworthiness and operations technical staff.

3.6.1.14 An air operator is required to submit a maintenance control manual to the CAA for approval. RAC-AOC, Section 0075, adopts JAR-OPS, Subpart M, and the Operations Inspector (Maintenance Supervision), assigned to the Flight Operations Division, maintains supervision, reviews manuals, and provides technical expertise. The Airworthiness Division will support the approval process with additional inspectors on request. However, the CAA has not provided procedures for the review of a maintenance contract or a maintenance control manual.

3.6.1.15 The Airworthiness Division has a formal surveillance programme and a system for addressing deficiencies found during an inspection.

3.6.1.16 Regulations for approving an AMO are covered in Regulation No. 61, which contains parts of JAR-145. As of January 2002, RAC-145, Order No. 2/GEN will be legally in force to approve an AMO, but procedures for AMO approval have not yet been developed. After receiving an AMO application form and supporting documents, the CAA forms a Commission consisting of five airworthiness inspectors. After reviewing and approving the documentation, the CAA staff inspect the organization, and, if satisfactory, an authorization with a one-year expiry date will be issued. Checklists are used for these issuance and renewal processes. However, the CAA has not provided guidance to AMOs concerning the minimum qualification requirements for personnel in maintenance management positions in order to ensure that qualified personnel are employed.

3.6.1.17 The CAA approves the use of a foreign AMO based on validation of the AMO; however, no procedures are in place for this approval process.

3.6.1.18 The CAA has established a formal surveillance programme of airworthiness inspections for the surveillance and supervision of AMOs. The AMOs are visited once a year for one or two days by a team of up to five airworthiness inspectors. However, no procedures have been developed for these inspections.

3.6.1.19 The Republic of Moldova does not manufacture aircraft or aircraft components. Engineering functions are assigned to the Airworthiness Division.

3.6.2 Corrective action proposed/implemented by Republic of Moldova

3.6.2.1 With respect to the need for written guidance material for use by airworthiness inspectors to cover areas such as noise certification, modifications and repairs, issuance and renewal of C of As, approval of MELs, specific ADs issued by Moldova, validation of foreign AMOs, the approval of specialized activities, the approval and oversight of reliability programmes, and the review of maintenance contracts, the CAA indicated that it will develop, by 30 November 2001, an Airworthiness Handbook containing
procedures and checklists addressing these issues and based on similar procedures from the US FAA, the Civil Aviation Safety Authority (CASA) of Australia, Transport Canada and the UK CAA.

3.6.2.2 The CAA noted that the need to ensure that operators are complying with the ADs for all types of aircraft used in Moldova will be addressed in the Airworthiness Handbook by 30 November 2001. At present, all ADs include a written notification stressing that the ADs are mandatory and that air operators are responsible for ensuring their compliance and follow-up actions.

3.6.2.3 To ensure that AOC holders and AMOs have qualified personnel in maintenance management positions, the CAA will issue the appropriate guidance, including written procedures for initial and recurrent training of maintenance management personnel, in the Airworthiness Handbook by 30 November 2001.

3.6.2.4 The CAA advised that additional technical and airworthiness publications relating to former USSR-manufactured aircraft will be added to its Airworthiness Technical Library by 15 November 2001.

4. COMMENTS

As indicated above, the Republic of Moldova submitted an action plan on 25 July 2001, addressing all the findings and recommendations that were forwarded, including comments and feedback on the interim report sent on 7 August 2001. The Republic of Moldova is encouraged to keep ICAO regularly informed with regard to the implementation of the proposed action plan and the progress made in accordance with the schedule established.

5. STATUS OF IMPLEMENTATION AND DIFFERENCES FROM THE ICAO SARPs

Differences identified during the audit are found in Appendices A and B to this summary report and differences vis-à-vis Standards will be included in the relevant Annex Supplement in line with Article 17 of the MOU signed between Republic of Moldova and ICAO.
### APPENDIX A

**STATUS OF IMPLEMENTATION AND LIST OF DIFFERENCES FROM THE ICAO STANDARDS**

(ANNEX 1 — PERSONNEL LICENSING)

<table>
<thead>
<tr>
<th>ICAO Standard reference</th>
<th>Republic of Moldova’s regulation reference</th>
<th>Differences between the national regulations of the Republic of Moldova and ICAO Standards</th>
</tr>
</thead>
</table>
| 1.2, Note 2            |                                            | Depending on the level of theoretical training, practical skills and working experience, the Moldovan civil aviation specialists are issued with licences with the corresponding grade being given:  
— Flight navigators (Grades 3, 2 and 1)  
— Flight engineers (flight mechanics) (Grades 3, 2 and 1)  
— Air traffic controllers (Grades 3, 2 and 1)  
— Engineers (technicians) (Grades 3, 2 and 1)  
Grade 1 is the highest. In addition, licences are issued to flight attendants and flight operators. |
| 1.2.5.2                |                                            | A Class 2 Medical Certificate shall remain valid 60 months before the 30th birthday. |
| 2.1.9.2                |                                            | When acting as a co-pilot, the holder of a pilot licence is entitled to be credited with all the co-pilot time towards the total flight time required for a higher grade of pilot licence. |
| 2.1.10                 |                                            | The holder of a pilot licence who has attained age 60 shall not act as a pilot of an aircraft engaged in commercial air transport operations except:  
— as a member of multi-pilot crew and provided that such holder is the only pilot in the flight crew who has attained age 60. |
| 2.2                    |                                            | A student pilot shall be at least 16 years of age before the first solo flight. |
| 2.3.1.3.1              |                                            | An applicant for private pilot licence (PPL) shall have completed at least 45 hours flight time as pilot of an aeroplane. |
| 2.5.1.3                |                                            | Holders of a flight engineer licence will be credited with 50 per cent of flight engineer time up to a maximum credit of 250 hours. |
| 1.2.8                  |                                            | Not implemented. |
| 2.1.1.3.1              |                                            | Not implemented. |
### STATUS OF IMPLEMENTATION AND LIST OF DIFFERENCES FROM THE ICAO STANDARDS

(ANNEX 6 — OPERATION OF AIRCRAFT)
(PART I — International Commercial Air Transport — Aeroplanes)

<table>
<thead>
<tr>
<th>ICAO Standard reference</th>
<th>Republic of Moldova’s regulation reference</th>
<th>Differences between the national regulations of the Republic of Moldova and ICAO Standards</th>
</tr>
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<tr>
<td>4.2.9</td>
<td></td>
<td>Records are maintained for 24 months.</td>
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</table>

The following paragraphs are not implemented in Annex 6, Part I:

4.2.1.3, 4.2.1.4, 4.2.1.6, 4.2.10.2, 6.1.2, 6.3.11, 6.15.6, 6.20, 8.1.4, 8.6, 8.7.5.1, 8.7.5.3, 9.4.1, 9.4.2 and 12.4.
STATUS OF IMPLEMENTATION AND LIST OF DIFFERENCES FROM THE ICAO STANDARDS

(ANNEX 8 — AIRWORTHINESS OF AIRCRAFT)

<table>
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<tr>
<th>ICAO Standard reference</th>
<th>Republic of Moldova’s regulation reference</th>
<th>Differences between the national regulations of the Republic of Moldova and ICAO Standards</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>The following paragraphs are not implemented in Annex 8, Part II:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>4.2.3 and 4.2.4.</td>
</tr>
</tbody>
</table>
APPENDIX B

STATUS OF IMPLEMENTATION AND LIST OF DIFFERENCES FROM THE ICAO RECOMMENDED PRACTICES

(ANNEX 6 — OPERATION OF AIRCRAFT)
(PART I — International Commercial Air Transport — Aeroplanes)

Note. — The Chicago Convention requires that a Contracting State file differences existing between its regulations and ICAO Annex Standards. However, due to the specific mandate given to ICAO for the implementation of the ICAO Universal Safety Oversight Audit Programme, it is necessary to include differences existing between the national regulations and ICAO Annex Recommended Practices including Annex definitions, to encourage implementation and for inclusion in the summary report.

<table>
<thead>
<tr>
<th>ICAO Rec. Practice reference</th>
<th>Republic of Moldova’s regulation reference</th>
<th>Differences between the national regulations of the Republic of Moldova and ICAO Recommended Practices</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>The following paragraphs are not implemented in Annex 6, Part I:</td>
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<td></td>
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<td>6.15.2 and 6.15.7.</td>
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