



ICAO

International Civil Aviation Organization  
North American, Central American and Caribbean Office

WORKING PAPER

NACC/DCA/10 — WP/05  
10/06/22

**Tenth North American, Central American and Caribbean Directors of Civil Aviation Meeting  
(NACC/DCA/10)**

Martinique, France, 21 to 23 June 2022

**Agenda Item 5: NAM/CAR Regional Safety/Air Navigation Implementation  
5.2 Safety Implementation Matters**

**SAFETY IMPLEMENTATION MATTERS**

(Presented by the Secretariat)

**EXECUTIVE SUMMARY**

This WP is presented to show the progress and actions taken by the ICAO NACC Regional Office (RO) on safety implementation projects and initiatives (State Safety Programme (SSP) implementation and the improvement of the National Continuous Monitoring Coordinators (NCMCs) functions, the support provided to the NCMCs to promote the improvement of the safety oversight within the CAR States, among others).

<b>Action:</b>	Is shown in Section 3.
<i>Strategic Objectives:</i>	<ul style="list-style-type: none"><li>• Safety</li></ul>
<i>References:</i>	<ul style="list-style-type: none"><li>• Doc 10004 - Global Aviation Safety Plan (GASP)</li><li>• Doc 9859 – Safety Management Manual</li><li>• Doc 9734 – Safety Oversight Manual</li><li>• NACC/DCA/7/6 IMPLEMENTATION OF THE NACC SSP STRATEGY</li><li>• Safety Oversight Improvement (SOS) Implementation Project</li><li>• Regulatory Framework Comparison Project</li></ul>

**1. Introduction**

1.1 As part of the technical assistance activities performed by the ICAO NACC RO under the “No Country Left Behind” (NCLB) strategy to support and improve the effective implementation of the NAM/CAR States’ Safety Oversight Systems (SOS), the ICAO NACC RO conducts a number of initiatives and projects in safety oversight matters, such as:

- a) State Safety Programme (SSP) implementation project, including SSP Points of Contact (PoCs) Working Groups (WP) and National Aviation Safety Plan (NASP) implementation project (**Appendix A** refers)
- b) National Continuous Monitoring Coordinators working Groups
- c) Regulatory framework comparison project, and
- d) The Safety Oversight System (SOS) Improvement Project (**Appendix B** refers)
- e) Project to Develop Guidance to Support ANS Safety Oversight

1.2 Each one of them supports specific ICAO requirements (Annex 19, GASP, Doc 9734, among others); nonetheless, the pandemic slowed down all those initiatives and projects, but not fully stopped them. The ICAO NACC RO held virtual meetings in all the initiatives and projects, keeping operational safety continuity.

## 2. ICAO NACC safety initiatives progress

2.1 SSP implementation Project, including SSP PoCs, Working Groups and NASP implementation project.

2.1.1 The NACC RO has conducted coordination meetings with the SSP PoCs to conform the Working Groups (WG) and share safety information. During the last virtual meeting held on 4 November 2021, The Terms of Reference (ToRs) for the WGs and the assemble of one WG for English speaking States and another for Spanish speaking States were agreed by the Meeting. The nomination of the rapporteurs for each WG is in progress following the established ToRs.

2.1.2 Taking into consideration the difficulties experienced by the States in the implementation of the SSP, during the Thirty sixth RASG-PA Executive Steering Committee (RASG-PA ESC/36) Meeting, it was agreed to foster the implementation of the SSP for the CAR States. In response to that, the ICAO NACC RO has established an additional set of actions to promote the implementation of the SSP in the region, with the support of Canada as a champion State, and the RASG PA, as follows:

- Phase 1. The NACC RO will coordinate the evaluation of the progress in the implementation of the SSP in the CAR States by tiers (in accordance with the SSP foundation in the Integrated Safety Trend (Analysis) and Reporting System (iStars). Subject Matter Experts (SMEs) from Canada and ICAO HQ will conduct an evaluation on each State, to have an updated status of the progress achieved and identify the remaining gaps in the implementation of the SSP (virtual and with an estimated time of 4 days) starting with States on tier one and so on.
- Phase 2. Based on the evaluations of the SMEs, the NACC RO will coordinate onsite support missions for the States on tier 1 (Cuba, Dominican Republic, El Salvador, and Nicaragua) to provide guidance and an action plan for the completion of the SSP implementation. (3 days each mission, per state)

Phase 3. For tiers 2 and 3, the SMEs will prepare and deliver Ad hoc workshops covering the needs and gaps found during the evaluations. The workshops will be conducted by the NACC RO and will be tailored for each tier (one for tier 2 and one for tier 3).

Note: These actions will take advantage of the SSP WGs to support those States below the 60% in accordance with the SSP foundation of iStars.

2.1.3 Recognizing the need to prepare the NASP in the CAR States and taking into account that the NASP is a fundamental component for the support of the Regional Aviation Safety Plan (RASP) of the NAM/CAR Regions and the SSP of their State, the NACC RO is also conducting the *National Aviation Safety Plan (NASP) Implementation Project*, this project will be supported by the champion States, Federal Aviation Administration (FAA) CAP project and the ICAO Project RLA/09/801 – Multi-Regional Civil Aviation Assistance Programme (MCAAP). The planned activities are:

- Provide CAR States with “the ICAO National Aviation Safety Plan” (which is a self-paced virtual training course developed by the ICAO Global Aviation Training (GAT) with an estimated duration of 6 hours) to 2 PoCs per State;
- A two-day workshop aimed at assisting the States with a technical review of the NASP preparation guide and the necessary methodologies for its development. Said workshop to be held at ICAO NACC RO in Mexico City, by the end of August, with the support of two SMEs;
- Onsite technical assistance mission, one per State, to be carried out by one of the SMEs;
- Virtual assistance and follow-up sessions as required, to be carried out by the SMEs subject to their availability.

2.2 National Continuous Monitoring Coordinators Working Groups.

2.2.1 The NACC RO has supported the activities of the NCMCs during the pandemic and conducted virtual annual meetings and workshops. During the National Continuous Monitoring Coordinators Fourth Meeting, important decisions were taken and agreed upon, such as:

- ToRs update
- The establishment of timeframes for the completion of the self-assessment of the State and the rest of the functions and responsibilities of the NCMCs in accordance with the Doc 9734 to improve the effectiveness of the SOS in our region.
- The establishment of separate WGs for Spanish and English speaking States, under the coordination of the NACC RO. The respective rapporteurs are in the process of election in accordance with the new ToRs.
- The NACC RO to provide support on the implementation of the self-assessment to Dominican Republic, ECCAA, Haiti and Mexico.

## 2.3 Regulatory Framework Comparison Project

2.3.1 The project started with the evaluation using the various “base” regulations of 145 Approved Maintenance Organizations (AMOs) used within the region which are mainly the FAA MCARS, South American Regulations, Latin American Regulations (LARS), Central American Regulations, ECAR/ European Aviation Safety Agency (EASA) Regulations to ease the formulation of bilateral/multilateral agreements among States. The project will cover a range of regulations such as Maintenance Organizations, (spearhead), foreign operator approval, commercial air operators, etc.

2.3.2 The project is supported by SMEs from FAA, EASA, International Air Transport Association (IATA), and champion States. The working meetings have had the participation of 80 to 90% of the States’ PoCs of our region.

The objective of the Project is to provide the CAR Region States with a framework to assist them in recognizing and identifying where the States regulations are the same, different but equivalent, or are fundamentally different. This will allow States to enter into bilateral or multilateral agreements on recognizing or accepting each other’s regulations as if they were fully harmonized.

2.3.3 Even though this phase of the project (the comparison of the AMOs regulations) is almost completed (80%), the work meetings have been paused due to changes requested by some States in the methodology of presenting the documents to be compared and to enhance the comparison process. It is expected to finish this regulation comparison by the end of 2022 and continue with the foreign operator approval regulations in the first quarter of 2023.

## 2.4 The Safety Oversight System (SOS) Improvement Project

2.4.1 The proposal of the ICAO NACC RO is to measure the Effective Implementation (EI) of ICAO Standard and Recommended Practices (SARPs) in those States that have not received a full Universal Safety Oversight Audit Programme (USOAP) in the last 6 years or have had a negative International Aviation Safety Assessment (IASA) or EASA audit.

2.4.2 In addition, the NACC RO is conducting a sampling (10 to 30%) of the self-assessment of our States that are currently conducting such a self-assessment, the results of the sampling are been used as part of the criteria for the election of the States to be furthered measured and to establish the current status of the SOS of authorities.

2.4.3 To achieve this, Groups of Experts headed by the ICAO NACC safety implementation Regional Officers are being created; these groups are composed of experts from the Central American Air Safety Agency (ACSA) and experts from the NACC States. These experts, if they have not already completed it, will receive additional training in the safety oversight area such as Government Safety inspector (GSI), IASA audit methodology, USOAP, and EASA-SAFA. The prioritization of the training is based on meeting the pre-established profile (experience requirements for Airworthiness (AIR), Operations (OPS), and Personnel licensing and training (PEL) inspectors). On the other hand, the Civil Aviation Authorities (CAA) inspectors that do not meet the experience or other such requirements/pre-requisites will be considered for attending the training but would not be certified.

2.4.4 Up to this moment 42 inspectors from the region are been scheduled to receive the following online GSI courses:

- ICAO Endorsed Government Safety Inspector -Personnel Licensing (GSI PEL)
- ICAO Government Safety Inspector Operations - Air Cargo Certification Course (GSI-AC)
- ICAO Government Safety Inspector Operations - Air Operator Certification Course (GSI OPS)

2.4.5 From the candidates submitted by the CAR States to participate in the project, 32 Experts (AIR, OPS and PEL) have been selected to receive:

- The online IASA audit methodology training with the in-kind support of FAA, in addition
- EASA/SAFA training, which is in the final coordination of its deployment with the support of AIRBUS (expected in the last quarter of 2022)
- The IATA international auditor training is still in coordination process
- The ICAO CBT which is also expected to be deployed in the last quarter of 2022

2.4.6 The NACC RO has conducted samplings of the state self-assessment in at least three CAR States as part of this project.

2.5 Project to Develop Guidance to Support ANS Safety Oversight

2.5.1 In order to address identified challenges for States in the CAR Region to establish an effective organizational structure with functions related to safety oversight of ANS providers and the lack of clear guidance to develop process and procedures to perform ANS inspections, the Multi-Regional Civil Aviation Assistance Programme (MCAAP) approved a project to develop guidance to support ANS Safety Oversight.

2.5.2 The main objective is to draft a regional template to support the development of an ANS inspector manual and training programme. The guidance material prepared under this project will support CAR Region States to establish an organizational structure with functions related to the safety oversight of ANS providers, including general and specific functions, job descriptions, annual planning and the methodology for determining staffing needs to carry out all safety oversight-related tasks, in order to assist ANS inspectors in carrying out their safety oversight functions in a standardized and effective manner in the following areas:

- Air Traffic Management (ATM);
- Procedures for Air Navigation Services — Aircraft Operations (PANS-OPS);
- Aeronautical Information Services (AIS/AIM);
- Aeronautical Charts (CHART);
- Communications, Navigation and Surveillance (CNS);
- Aeronautical Meteorology (MET);
- Search and Rescue (SAR); and
- Safety Management Systems.

2.5.3 Additionally, the guidance includes material for defining the competencies of Civil Aviation Safety Inspectors to develop minimum qualification and experience, and detailed training programmes for inspectors in the aforementioned areas. The project is completed and pending for final editorial review and publication.

### **3. Suggested Actions**

3.1 The Meeting is invited to:

- a) participate in and support the safety implementation projects and initiatives of the NACC RO; and
- b) Directors General are invited to support the PoCs of their States that are participating and collaborating with the NACC RO.

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**APPENDIX A**  
**IMPLEMENTATION STRATEGY OF THE STATE SAFETY PROGRAMME (SSP)**

**1. Introduction**

1.1 During the Eighth Meeting of Directors of Civil Aviation of North America, Central America and the Caribbean (NACC/DCA/8), the Secretariat presented the ICAO NAM/CAR States Regional Safety Report and also the Implementation Strategy of the State Operational Security Program (SSP) for 2018-2023, following Conclusion NACC/DCA/07/6 NACC SSP IMPLEMENTATION STRATEGY.

1.2 As part of this project, between 2019 and 2020, a verification process was initiated for the documentation corresponding to the Protocol Questions (PQ) included in the gap analysis of the Dominican Republic and Nicaragua, which were volunteer States in this stage of the project. . As a result of said verification, the work program for each State was prepared and the corresponding follow-up and advice was provided for its fulfillment, however, due to the pandemic and the change in the priorities of the States, it was not possible to continue the activities. subsequent verifications to the other States and both the technical support and the efforts of the States were reduced or placed at a lower level of priority.

1.3 According to the conclusion NACC/DCA/7/6 IMPLEMENTATION OF THE NACC SSP STRATEGY developed to assist States, the NACC Regional Office continues to provide support to CAR Region States in performing the SSP gap analysis and in the implementation of said program in compliance with the provisions of annex 19 of the ICAO.

With the advancement of the standardization process in air operations, the ICAO NACC Regional Office is resuming the follow-up of those States that, according to their score, according to the "SSP Foundation", are positioned at a compliance percentage of 95% compliance. or more, with the help of champion states and the Central American Aviation Safety Agency (ACSA).

*Identified Problem:*

Difficulty of the States of the CAR Region in the implementation of the SSP due to the lack of qualified personnel or technical support, the pandemic and the change of internal priorities of the States.

*Project objectives:*

The objective of the project is to promote the development of the SSP document and its implementation in the region, helping Member States to comply with the requirements for the implementation of State Safety Programs (SSP) as established in the GASP through of:

1. Support obtaining the capacities and tools to develop the SSP document and its implementation by the States of the CAR Region.
2. Develop a workshop for the development of the SSP and synergies for mutual collaboration between States.
3. Provide the States that require it with technical support and accompaniment by the SME of champion States, ACSA and the ICAO headquarters.



1.6 Said support may be on site and follow-up via video-conferences (virtual), the estimated time for on-site support is 3 weeks in a period of three consecutive months, with virtual follow-up and possible verification by the Office. NACC Region.

*SME of the Champion States.*

1.7 SMEs from champion States such as Costa Rica and the Dominican Republic will be used with support and coordination from the NACC regional office and ICAO headquarters.

*Workshop.*

1.8 The workshops will consist of a technical review of the gap analysis questions, risk detection, risk analysis tools, data collection and analysis system, establishment of a work plan, among others. States will be invited to submit the progress made in their corresponding SSP to be used during the workshop.

*On-site technical support.*

On-site technical support will be coordinated through the ICAO NACC office and will be based on the establishment of the current state of development of the SSP of the eligible States, advice and the preparation of Ad hoc work plans for each State. This evaluation and advice must be carried out within a period of 3 weeks spread over a period of 3 months.

*Virtual support*

The SMEs will be able to follow up on the agreed work plans via virtual sessions according to availability and in coordination with the ICAO NACC Regional Office.

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**APPENDIX B**  
**SAFETY OVERSIGHT SYSTEM (SOS) IMPROVEMENT PROJECT**

1. Introduction

1.1 During the last Missions of Assistance to the NACC States and due to the experience obtained as part of the activities of the Universal Safety Oversight Audit Programme (USOAP) within the NAM/CAR Regions, a lack of sustainability in the ability of the States to provide a Safety Oversight acceptable level was identified. The States do not follow up or implement the lessons learned during the audits and the ICAO NACC Regional Office recognizes part of the responsibility for these problems.

1.2 Although States are audited by ICAO, several NACC States are being audited by international entities and organizations such as the European Aviation Safety Agency (EASA) and the United States Federal Aviation Administration (FAA) with unsatisfactory results due to lack of preparation by the States, and on the other hand, limited supervision of the office ICAO NACC Regional. Most NACC States rely heavily on tourism for the sustainability and growth of their economies and in turn, to meet the United Nations Sustainable Development Goals. This is especially true, and to the detriment, for our Small Island Developing States (SIDS) of the Caribbean, but it also applies to the Central American States. While there is only one world standard (ICAO), for International Aviation, the fact is that there are 193 member States, each with its own methodology to comply with those ICAO standards.

1.3 There are different methodologies to validate compliance with ICAO Standards and Recommended Practices (SARPs), while most States rely on the results of ICAO audits, some states have individual mandates from their governing bodies to perform their own validations of such compliance, often, to the detriment of our States, this has led to various audit systems to which our States are subject beyond USOAP (if they wish to operate in the United States or Europe and vice versa), such as the FAA, International Aviation Safety Assessment (IASA) programme and the European EASA supervision programme. All of these programmes focus primarily on ICAO Annexes 1, 6, and 8.

*Identified Problem:*

1.4 NACC States difficulty to establish and maintain a sustainable and effective Operational Surveillance System (Safety Oversight).

*Project Objectives:*

1. Ensure that NACC Member States have the tools to develop the capacity to maintain an adequate level of Safety Oversight (sustainability).
2. Support the establishment of a comprehensive SOS System that guarantees the worldwide confidence and validation of the NACC States SOS, regardless of the entity or the review methodology used.
3. Develop a cross-reference document of the different checklists for USOAP, IASA and EASA audits.

4. Encourage states to enter into functions and assume responsibility for providing a safe, efficient and compliant aviation system with international standards as ICAO Member States.
5. Provide states that have a limited budget and resources, an opportunity to overcome the challenge of establishing sustainable Safety Oversight System (SOS) under ICAO

*Main Objective.*

1.5 The objective of the project is to increase the capacity and level of Safety Oversight within the States and establish a solid and permanent monitoring system as part of the Systemic Assistance Programme (SAP) (specifically the SAP Sustainability Phase). The scope of the project is for all NACC States.

*Scope.*

1.6 The proposal of the ICAO NACC Regional Office is to measure the Effective Implementation (EI) of ICAO SARPs in those States that have not received a full USOAP audit in the last 6 years or have had a negative IASA or EASA audit. In addition, the NACC office will conduct a sampling (10 to 30%) of the self-assessment of our NACC States that are currently conducting such a self-assessment. The results of the sampling will be used as part of the criteria for the election of the states to be further and to establish the current status of the safety oversight system of authorities. To achieve this, Groups of Experts headed by the ICAO NACC safety implementation Officers are being created; these groups are composed by experts from the Central American Air Safety Agency (ACSA) and experts from the NACC States. These experts, if they have not already completed it, will receive additional training in the safety oversight area such as Government Safety inspector (GSI), USOAP, and EASA-SAFA. Experts will be prioritized for training based on meeting the established profile (basic experience requirements for Airworthiness (AIR), Operations (OPS) and Personnel Licensing (PEL) Inspectors). Current Civil Aviation Authorities (CAA) inspectors that do not meet the experience, or other such requirements/pre-requisites will be considered for attending the training but would not be certified, if such experience is part of the prerequisite for training is not met).

1.7 As indicated above, the Groups of Experts will receive training in the auditing methodologies of IASA FAA, IATA, USOAP, and EASA, in order to offer the States the highest level of capacity of its inspectors to evaluate and support the sustainability of the State's safety oversight system. One of the goals of this project is to ensure that all States have sufficiently qualified and trained personnel to ensure that the State will demonstrate compliance with ICAO SARPs regardless of auditing authority or methodology. Another goal is to develop a cadre of qualified inspector resources that can be shared between States for building, sustaining, and supporting each other in sustaining their ICAO-compliant systems. The NACC Regional Office will continue to work with States as part of SAP and promote continuity of the SOS project.

1.8 Based on events such as State`s needs to prepare for an upcoming audit (USOAP, IASA, EASA, etc), negative results of an audit, or negative indicators during a States self-assessment, the NACC Regional Office will initiate assistance to States and coordination of these trained/qualified cadre of experts to provide needed support.

1.9 As an additional advantage of the project, the use of experts provided by the States of the Region themselves will constitute a seedbed for technical personnel to gain experience and a high level of knowledge in ICAO provisions, which will allow raising the technical level in the region and at the same time expand the state`s capacity to self-evaluate their own systems and cooperate with each other.

*Expected outcome*

1.10 Through the implementation of this strategy the NACC Regional Office expects the Member States:

- Have an updated/real perspective of their own SOS status,
- Gain the knowledge and skills to establish a sustainable SOS and
- The capacity to share that knowledge and trained Safety oversight experts with other states within the region in order to standardize the sustainability of the SOS

*Activation of the Group of Experts and Cost Coverage*

1.11 The project will be led by the NACC Safety implementation Rgional Officers and made up of experts from the States and Regional Safety Oversight Organizations (RSOOs) of the region such as ACSA in Central America and Caribbean Aviation Security and Safety Oversight System (CASSOS) in the Caribbean Community (CARICOM) States of the CAR Region. More than one group of experts may be established depending on the number of staff that States can provide and their compliance with established experience and knowledge requirements. Once the group is formed, it will have to carry out (virtual) evaluations on compliance with the ICAO provisions of the NACC States. Subsequently, they will follow up and advice on the solution to the nonconformities found according to a proposed work plan, which must be agreed upon between the NACC Regional Office and the State after the evaluation.

Given that there are varying scenarios and possibilities regarding cost coverage, such as;

- In-kind support provided by the Champion States,
- Donor Institutions` contributions,
- Assisted State`s own ability to cover costs,
- Non government Organizations (NGOs) contributions to the assistance project,
- ICAO SAFE Funds Programme,
- Cost coverage will be determined specific to each assistance based on these and other factors that may be considered.

*Evaluation and Monitoring.*

1.12 The evaluation and monitoring of the missions and their results will be carried out by the NACC safety implementation Regional Officers. The resulting Work Programme from the verifications carried out will be included in the Annual Action Plans of the States according to the SAP.

**PHASES OF THE PROJECT**

Phases	Description of Activities	Approximate Dates	Responsible
1	<p><b>Establishment of Expert Group:</b></p> <ul style="list-style-type: none"> <li>• States and RSOO (ACSA/CASSOS) staff previously proposed by the agency in compliance with the qualifications proposed below.</li> <li>• The States must propose their candidates to be part of the group of experts (preferably at least 2 experts per area OPS, AIR, and PEL initially).</li> <li>• The CVs of the proposed staff must be sent by email in PDF format to the ICAO NACC Regional Office for evaluation and acceptance.</li> <li>• The minimum qualifications of the candidates are the following:               <ul style="list-style-type: none"> <li>a) At least 5 years of experience as inspectors, with participation in airline certification processes and maintenance workshops.</li> <li>b) Participation in approval of special operations.</li> <li>c) Knowledge of the ICAO Annexes and Documents.</li> <li>d) Desirable that they are qualified as USOAP auditors.</li> <li>e) Industry experience in accordance with ICAO.</li> </ul> </li> </ul>	January 2022	States
2	<p><b>Training:</b></p> <p>The personnel selected so that according to the group of experts, they must be trained in the different audit methodologies such as IASA, USOAP, IATA, and EASA. For this purpose, support will be sought from the entities mentioned above to bring instructors to the region, for which you can count on the facilities of the Central American Institute for Aeronautical Training (ICCAE), Dominican Institute of Civil Aviation (IDAC), and the ICAO NACC Regional Office, among others.</p>	FIRST SEMESTER 2022	ICAO, ACSA, FAA, EASA, IATA.

3	<p><b>Development of a Master Document (cross-reference) of the different types of audits:</b></p> <p>Based on the checklists established by IASA, USOAP, IATA, and EASA, a master document will be developed that will be used as a basis for the improvement of the audit techniques of the expert group and a better understanding of them by the States</p>	Third quarter 2022	Group of Experts, ICAO
4	<p><b>Establishment of the expert group:</b> Based on staff proposed by the States and RSOOs.</p> <p><b>Establishment of an Operational evaluation programme:</b></p> <p>Based on events such as State`s need to prepare for an upcoming audit (USOAP, IASA, EASA, etc), negative results of an audit, or negative indicators during a States self-assessment the NACC Regional Office will initiate assistance to States and coordination of these trained /qualified cadre of experts to provide needed support. Currently, at least 6 States are undergoing full self-assessments.</p>	December 2021	Group of Experts, ICAO
5	Operational evaluation Missions according to the Work Programme (virtual).	Last quarter 2022	Group of Experts, ICAO

### COSTS PER TRAINING PHASE

location	number of trainees	COURSE TO BE DELIVERED				COURSE DURATION	DSA	DSA X COURSE	FLIGHT TICKETS	TOTAL AMOUNT FOR FLIGHT TICKETS	TOTAL COST OF THE TRAINING
		FAA	IATA	ICAO	EASA						
MEXICO ICAO /DAC REPUBLICA DOMINICANA	20			ONLINE	X	6	\$ 352.00	\$ 42,240.00	\$ 1,700.00	\$ 34,000.00	\$ 76,240.00
IDAC REPUBLICA DOMINICANA	20	X		ONLINE		6	\$ 235.00	\$ 28,200.00	\$ 1,700.00	\$ 34,000.00	\$ 62,200.00
MIA/USA	20		X	ONLINE		11	\$ 326.00	\$ 71,720.00	\$ 1,700.00	\$ 34,000.00	\$ 105,720.00
\$ 244,160.00											