



International Civil Aviation Organization

Regional Aviation Safety Group - Middle East

Fifth Meeting (RASG-MID/5)
(Doha, Qatar, 22-24 May 2016)

Agenda Item 3: Regional Performance Framework for Safety

OUTCOME OF THE MID SAFETY SUPPORT TEAM (MID-SST)

(Presented by MID-SST Rapporteur)

SUMMARY

This paper provides a progress report on the Safety Enhancement Initiatives assigned to the Safety Support Team (SST).

Action by the meeting is at paragraph 3.

REFERENCES

- MID SST/2 Final Report
- RSC/4 Final Report

1. INTRODUCTION

1.1 As a pillar in the implementation of the Global Aviation Safety Plan (GASP), three Safety Enhancement Initiatives (SEIs) were endorsed by the Third meeting of the Middle East Regional Aviation Safety Group (RASG-MID/3) that was held in Kuwait during the period 27-29 January 2014.

1.2 A Safety Support Team (SST) was formed to support the implementation of the endorsed SEIs and provide feedback to the Regional Steering Committee (RSC) and RASG-MID.

1.3 The MID-SST/2 meeting was held in Cairo, Egypt, 27 – 29 October 2015.

2. DISCUSSION

2.1 The three SEIs are as follows:

- a) Improve status of implementation of State Safety Programme (SSPs) in the MID Region;
- b) Strengthening of States' Safety Oversight capabilities through the establishment of Regional/Sub-regional Safety Oversight Organizations(s) (RSOO); and
- c) Improve Regional cooperation for the provision of Accident & Incident Investigation.

2.2 The RSC/4 meeting (Cairo, Egypt, 15-17 December, 2015) reviewed the outcome of the MID-SST/2 meeting. Considering the nature of the safety issues addressed by the Team, the RSC/4 meeting endorsed the revised version of the TORs of the MID-SST, at **Appendix A**, which reflects the new way of doing business, with a focus on targeted assistance, sharing of expertise,

experience, and best practices, in order to agree on recommended actions and provide assistance related to the implementation of the SEIs. Accordingly, the meeting is invited to agree to the following Draft Decision:

Why	To update the SST TORs and keep pace with the developments
What	Updated TORs
Who	RASG-MID
When	May 2016

DRAFT DECISION 5/XX: SST REVISED TERMS OF REFERENCE (TORs)

That, the Terms of Reference of the SST be revised as at Appendix 3X.

2.3 With respect to the first SEI “improve of status of Implementation of SSP in MID Region”, the meeting may wish to note that the following DIPs have been completed:

- 1) (MID-SST/01) related to the establishment of an RSOO to support the SSP implementation in the Region, since the MENA RSOO is in the establishment process;
- 2) (MID-SST/02) related to SMS guidance material; and
- 3) (MID-SST/03) related to SSP/SMS Workshop.

2.4 It was agreed that in order to monitor the progress of the SSP implementation and keep ICAO informed on the process, States should continuously update the Gap Analysis on iSTARS. It was highlighted that the Gap Analysis could be shared by selecting this option on iSTARS. Accordingly, the meeting urged States to update the Gap Analysis on iSTARS on a regular basis and encouraged them to use the option which allows the sharing of their Gap Analysis.

2.5 The RSC/4 meeting agreed that SMS implementation is one of the aerodrome certification challenges and that the subject should be addressed under the framework of the MID-SST in coordination with the RGS WG. It was noted that Saudi Arabia is coordinating with Egypt to provide feedback on the action plan related to enhancement of SMS implementation at MID International Aerodromes.

2.6 With regards to the second SEI “Strengthening of States' Safety Oversight Capabilities” it was agreed that States should share their information including current status, main obstacles, needs and work programme to complete PQs and CAPs, technical assistance received, comments on the CMA-OLF, and any other information to be presented by the National Continuous Monitoring Coordinators (NCMCs).

2.7 In this regard, the meeting may wish to note that the MID-SST/3 meeting will be held in Abu Dhabi, UAE, 10-13 October 2016 and will include in its agenda a 1-day NCMCs meeting.

2.8 It is to be underlined that the progress of updating the CAPs to address identified findings from the USOAP-CMA is low, which affects the improvement of EI.

2.9 With respect to the third SEI "Regional Cooperation for the Provision of Accident & Incident investigation”, it was agreed that the Strategy for the establishment of Regional Accident and Incident Investigation Organization(s) (RAIO(s)), needs to be revised in order to reach a mature level of regional cooperation before considering any feasibility study on the establishment of RAIO(s).

2.10 In this regard, the RSC/4 meeting reviewed a revised version of the Strategy prepared by UAE in coordination with Bahrain, Saudi Arabia and Sudan and agreed, through Draft Conclusion 4/9, to invite States to review the revised Strategy and provide feedback/comments to the ICAO MID Regional Office by 15 March 2016. As a follow-up action, the ICAO MID Regional Office issued State Letter Ref: ME 4/1 - 16/026 dated 26 January 2016. Few comments have been received. The revised version of the Strategy is at **Appendix B**. Considering that the Strategy was initially developed during the joint ACAC/ICAO Seminar held in Rabat in 2012, and in order to further fine tune it, taking into account States' needs and plans, it is proposed that an ACAC/ICAO joint Workshop be organized in 2017 to address issues related to Accident and Incident Investigation, with a special focus on Regional Cooperation. One of the main deliverables of this Workshop should be the revised Strategy for the establishment of a Middle East RAIO. Accordingly, the meeting is invited to agree on the following Draft Conclusion:

Why	To further discuss with States all issues related to AIG and in particular the Regional Cooperation for the Provision of Accident & Incident Investigation; and agree on a revised Strategy, taking into account States' needs and plans.
What	Organize a joint ACAC/ICAO AIG Workshop
Who	ACAC/ICAO
When	2017

DRAFT CONCLUSION 5/XX: ACAC/ICAO AIG WORKSHOP

That,

- a) *a joint ACAC/ICAO AIG Workshop be organized in 2017;*
- b) *the Strategy for the establishment of a Middle East RAIO be finalized by the Workshop, for final endorsement by RASG-MID and the ACAC Executive Council; and*
- c) *States are encouraged to attend and support the Workshop.*

2.11 Other activities by SST:

- a) Outcomes of the Safety Management Workshop (Kuwait, 25 -27 May 2015): The safety culture is one of the biggest challenges for the SSP/SMS implementation and accordingly supported the near-term recommendations provided by the Workshop to enhance safety culture and promote reporting at national level.
- b) Outcome of the Interregional English Language Proficiency Workshop (9-11 November 2015): the MID SST was apprised of the outcome of the Interregional English Language Proficiency Workshop, which was jointly organized by the ICAO APAC, EUR/NAT and MID Regional Offices and gratefully hosted by Kuwait.
- c) Agreed that the MID-SST take into consideration the outcomes of the above-mentioned workshops in its future work programme and recommend necessary follow-up actions.
- d) MID Region Safety Database: RASG-MID/4 meeting tasked the MID-SST to conduct a study on the need and feasibility of establishing a MID Region /sub-

regional Safety Database. The MID-SST2 and RSC/4 meetings agreed that the subject should be considered by the MENA RSOO, when established, taking into consideration the issue of confidentiality and protection of safety information through the de-identification of the source of safety data, which represent a barrier for an effective reporting system.

- e) The Air Accident Investigation Sector of UAE hosted a two days Human factors in Accident Investigation training in Abu Dhabi (1-2 November 2015), conducted by an expert in Human Factors from the NTSB. 7 States participated in the training.
- f) Workshops on Aviation Insurance and Human Factors held in Dubai on 3 November, 2015. 92 participants from 10 States and various entities attended.
- g) The 2015 MENASASI (Middle East & North Africa Society of Air safety investigators) Seminar was held at the Intercontinental Hotel Festival City in Dubai, United Arab Emirates (4-5 November). 120 participants attended the Seminar. The next MENASASI Seminar is scheduled to take place in Rabat, Morocco, 20-21 September 2016.
- h) Saudi Arabia AIB hosted investigation management course, 3-7 April, 2016 in Jeddah. The course attended by ACAC and MID States was conducted by expert accident investigation instructors. The course covered investigation preparedness, organisation and planning management, family assistance, bio hazards and report writing.
- i) The Middle East Airlines of Lebanon hosted the 50th ISASI Reach out Workshop on *Continuing Airworthiness, Flight Operations and Aircraft Accident Investigation* from 15 to 19 February 2016. The reach out was held at the Middle East Airlines Training Center in Beirut, Lebanon. The accident investigation presentations covered the international requirements in aircraft accident investigation (ICAO Annex 13); the organization of an accident investigation agency; planning and organization for investigation; the role of an airline in a major accident investigation; material factors; examples of test and research in investigations; occurrence reporting and incident investigation; crashworthiness and survivability; and investigation case studies and exercises.

3. ACTION BY THE MEETING

3.1 The meeting is invited to:

- a) endorse the Draft Decision in para. 2.2 and Draft Conclusion in para. 2.10;
- b) urge States to update the Gap Analysis on iSTARS on a regular basis and encourage them to use the option which allows the sharing of their Gap Analysis;
- c) urge States to take necessary measures to update their Corrective Action Plans (CAPs) to address identified findings from the USOAP-CMA;
- d) urge States to support the MID-SST/3 meeting (Abu Dhabi, UAE, 10-13 October 2016) and ensure the participation of the NCMCs; and
- e) urge States and stakeholders to support the MID-SST activities.

APPENDIX A

**MID SAFETY SUPPORT TEAM
(MID-SST)**

TERMS OF REFERENCE

A) PURPOSE OF THE MID-SST

The MID-SST is established to support the RASG-MID Steering Committee (RSC) in the development and monitoring the implementation of Safety Enhancement Initiatives (SEIs) related to identified safety issues not directly linked to the agreed Focus Areas (FAs).

In order to meet its Terms of Reference, the MID-SST shall:

- 1) develop SEIs related to safety matters, such as:
 - a) State Safety Programs (SSP) and Safety Management Systems (SMS) implementation;
 - b) Safety Oversight;
 - c) English Language Proficiency (ELP); and
 - d) Accident and Incident Investigation (AIG).
- 2) identify associated difficulties and deficiencies related to implementation of each SEI and propose mitigation measures;
- 3) share expertise and experience and provide recommended actions for each SEI, in a prioritized manner based on best practices;
- 4) monitor the status of achieving related safety objectives and targets included in the MID Region Safety Strategy;
- 5) monitor the implementation of the Global Aviation Safety Plan (GASP) at the regional level and provide feedback to the RSC; and
- 6) propose input to the RSC for the development of the RASG-M ID annual work programme.

B) COMPOSITION

The MID-SST is composed of Members designated by the MID States and Partners.

C) ROLES AND RESPONSIBILITIES

- MID-SST Rapporteur – Coordinate MID-SST activities and provide overall guidance and leadership;
- ICAO – Support; and
- Partners – Provide technical expertise and collaborate in the development of material as requested by the MID-SST Rapporteur.

APPENDIX B

STRATEGY FOR THE ENHANCEMENT OF REGIONAL COOPERATION ON AIR ACCIDENT INVESTIGATION FOR THE ACAC AND ICAO MID MEMBER STATES

Whereas it is incumbent on the State in which an accident occurs to institute an inquiry into the circumstances of the accident in conformity with Article 26 of the Convention;

Whereas Assembly Resolution A36-10, inter-alia:

- urges Contracting States to undertake every effort to enhance accident prevention measures, particularly in the areas of personnel training, information feedback and analysis and to implement voluntary and non-punitive reporting systems, so as to meet the new challenges in managing flight safety, posed by the anticipated growth and complexity of civil aviation;
- urges Contracting States to cooperate with ICAO and other States in a position to do so, in the development and implementation of accident prevention measures designed to integrate skills and resources to achieve a consistently high level of safety throughout civil aviation;

Whereas, owing to the growing sophistication and complexity of modern aircraft, the conduct of an accident investigation requires participation by experts from many specialized technical and operational fields and access to specially equipped facilities for investigation;

Whereas many Contracting States do not have such specialized technical and operational expertise and appropriate facilities;

Whereas the costs of salvage and investigation of major aircraft accidents may place a heavy financial burden on the resources of the State where the accident occurred;

Whereas Assembly Resolution A37-15 (Appendix U), recommends that Contracting States cooperate in the investigation of major aircraft accidents or accidents in which the investigation requires highly specialized experts and facilities;

Whereas, the ICAO Universal Safety Oversight Audit Programme (USOAP) audit findings indicate that a number of States have not been able to implement an effective accident and incident investigation system for their aviation activities;

Recognizing that the USOAP findings have been associated, in general, with a lack of resources (both human and financial), lack of appropriate legislation and regulations, lack of an organization for the investigation of accidents and incidents, lack of a training system for investigators, lack of equipment to conduct investigations and lack of policies, procedures and guidelines for accident and incident investigations;

Recognizing that combined with the expected increase in air transport operations, the relatively unchanged trend in the accident rate over the past several years might lead to an increase in the number of accidents per year;

Recognizing that there are many challenges to effective accident prevention, and that more effective identification and correction of aviation hazards and system deficiencies are required in order to complement regulatory efforts in further reducing the number of worldwide accidents and to improve the accident rate;

Recognizing that a regional investigation system can provide economies of scale by allowing for the sharing of required resources, and that by working together States of a region or sub-region can have a more persuasive voice on the world stage and can help secure a more favorable climate aimed at a safer international air transportation system;

Acknowledging that during the last AIG Divisional Meeting (2008) several States highlighted that, in regions where individual States do not have investigation capability, implementing a regional accident and incident investigation organization (RAIO) would ensure the effectiveness of investigations, reinforce compliance with the provisions of Annex 13, and contribute to the enhancement of aviation safety;

The later surveys and meetings indicated that going for establishing a full RAIO in the near future is a difficult objective to be achieved due to the diversity in the capabilities of the various States, but this shall not ever prevent the States to establish a kind of bilateral and multilateral cooperation that aims to enhance the capabilities of an individual State.

The Strategy for regional cooperation for the purpose of enhancing States' capabilities for accident and incidents investigation is detailed below:

- 1) States are urged to develop and further strengthen regional/sub-regional cooperation for accidents and incidents investigation;
- 2) States are encouraged to establish or strengthen dialogue with established regional investigation-related bodies/mechanisms;
- 3) The implementation of regional/sub-regional cooperation for AIG activities, is in accordance with the following :

Phase A: Data collection

Step 1: Each State should determine its investigation-related competencies and share this information with other involved States, including:

- Premises – offices, work-spaces, wreckage storage and examination areas;
- Investigators – qualifications, experience, specialized skills;

Examples of the specialized skills are:

- Metallurgy;
- Flight recorders;
- Fluid analysis
- Aviation pathology
- Human factors
- Fire and explosions
- Underwater recovery

- Equipment – flight recorder readout and analysis facilities; field investigation equipment; engineering and scientific capabilities, wreckage and systems examination and analysis (e.g. metallurgy, electronics, composites);
- Other organizations and facilities that have competencies to assist the State in its investigations, such as, research institutions, commercial companies and subject-matter experts.

Phase B: Following actions

Step 2: Establish a list of investigators, equipment and other local and outside organizations that States might utilize in investigations;

Step 3: Organize and host meetings, seminars/workshops to address issues associated with AIG activities aiming, among others, to improve regional coordination. An update on the cooperation progress shall be presented during each of these activities;

Step 4: Consider establishing a common training programme for the member States' investigators, taking into consideration the ICAO Circ 298, Training Guidelines for Aircraft Accident Investigators.

The common training will cover the following levels of training:

- Induction;
- Basic;
- Advanced;
- Specialized; and
- Recurrent
- The On-the-Job (OJT)

Step 5: Consider entering into bilateral and multilateral cooperation agreements among States regarding support in investigations. The most practicable mechanism of these agreements is signing memoranda of understanding.

The suggested cooperation areas are as follows:

- Sharing information;
- Sharing training;
- Sharing equipment;
- Sharing new investigation technologies;
- Sharing expertise;
- Participation with observer status in each other's investigations;
- Exchange investigation procedures; and
- Sharing knowledge.

- 4) A questionnaire will be prepared and circulated to the MID States for exploring the capabilities each individual State;

- 5) The progress of the implementation of the phased approach should be reported to the appropriate RASG; and
- 6) States should agree on the implementation of the programme, including the decision related to the possible establishment of RAIO(s).

- END -

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