



ASSEMBLY — 40TH SESSION

TECHNICAL COMMISSION

Agenda Item 29: Aviation Safety and Air Navigation Regional Implementation Coordination Mechanisms

PROPOSED CONTINENTAL STRATEGY AND ACTION FOR THE ESTABLISHMENT OF REGIONAL AIRCRAFT ACCIDENT AND INCIDENT INVESTIGATION ORGANIZATIONS

(Presented by the 54 Contracting States², Members of the African Civil Aviation Commission (AFCAC))

EXECUTIVE SUMMARY

This working paper presents a proposal for the establishment of regional aircraft accident and incident investigation organizations (RAIOs) of African States within the framework of accident and incident investigation (AIG) regional cooperation mechanism in accordance with Annex 13 — *Aircraft Accident and Incident Investigation* of the Chicago Convention and Common African Civil Aviation Policy (AFCAP).

Action: The Assembly is invited to:

- a) note the information contained in the paper;
- b) request ICAO to support African States in the establishment of RAIOs within the framework of a regional and continental cooperation mechanism;
- c) request ICAO to support AFCAC in taking charge of developing action plan, mobilizing resources and coordinating member States to establish the RAIOs; and
- d) request ICAO to continue addressing the challenges emanating from accident and incident investigation through the Africa-Indian Ocean (AFI)-Plan and other relevant initiatives.

<i>Strategic Objectives:</i>	This working paper relates to ICAO Safety Strategic Objectives.
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<i>References:</i>	Annex 13 — <i>Aircraft Accident and Incident Investigation</i> Doc 10004, <i>Global Aviation Safety Plan</i> Doc 9962, <i>Manual on Accident and Incident Investigation Policies and Procedures</i> Doc 9946, <i>Manual on Regional Accident and Incident Investigation Organization</i> Doc 9756, <i>Manual of Aircraft Accident and Incident Investigation, Part I — Organization and Planning</i> A39-14: Regional cooperation and assistance to resolve safety deficiencies, establishing priorities and setting measurable targets Common African Civil Aviation Policy (AFCAP)
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¹ English and French versions provided by AFCAC.

² Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cabo Verde, Cameroon, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe.

1. INTRODUCTION

1.1 A number of ICAO Member States have challenges in conducting accident and incident investigation due to insufficient financial, technical and/or qualified human resources. ICAO facilitates assistance through the cooperative development of operational safety and continuing airworthiness programmes (COSCAPs) and supports RAIOs, through which groups of States can collaborate and share resources to improve their Investigation capabilities. RAIOs play an important role in providing assistance to contracting States in fulfilling their responsibilities pertaining to accident and incident investigation.

1.2 On 22 February 2010, the ICAO Council adopted Amendment 13 to Annex 13 — *Aircraft Accident and Incident Investigation* Standards and Recommended Practices, which is the inclusion of the possibility to delegate investigations to regional accident investigation organizations.

1.3 Currently, there are five RAIOs which are already established and operational in different regions around the world. Africa has only one RAIO (i.e., BAGAIA), which is not sufficient to the African States, as it covers only 7 out of 54 States in the Continent. It is believed that, the establishment of RAIOs can provide economies of scale by pooling and sharing of the required resources which would allow States with insufficient resources to undertake effective and efficient investigations, thus fulfilling their obligations under Article 26 of the Chicago Convention.

1.4 Such kind of collaboration for the establishment of RAIO among African States will enhance standardization of accident and incident investigations, improve effectiveness and efficiency, and optimize the use of resources.

1.5 According to the latest results obtained within the framework of the activities of the ICAO Universal Safety Oversight Audit Programme (USOAP), one of the audit areas with the lowest effective implementation (EI) regarding the safety oversight capability of African States continues to be the area of AIG.

1.6 The RAIO has a significant role for the establishment and implementation of harmonized AIG regulations that will facilitate the investigation process; enhance the safety oversight capability of States and compliance with Annex 13, other related Annexes, and AIG protocol questions (PQs) requirements under the continuous monitoring approach (CMA) of the USOAP.

2. DISCUSSION

2.1 Among the most important means of improving safety is to objectively determine the causes of aviation accidents so that appropriate action can be taken to prevent similar events from re-occurring. Article 26 of the Chicago Convention requires a State in which an aviation accident occurs (involving death or serious injury, or involving a serious technical defect in the aircraft or air navigation facilities) to investigate the event.

2.2 Many States, particularly in Africa, do not have the resources necessary to investigate the full range of aircraft accidents and incidents and to carry out thorough analyses of the data received. For such States, the establishment of a RAIO, with a pool of qualified investigators and sufficient resources, is a solution to achieving the effective implementation of an investigation and prevention system. Therefore, establishing such an investigation organization will ensure accuracy and credibility in the investigatory process and its findings.

2.3 The intent of this paper is to bring together all parties that have a stake in the establishment and management of RAIOS, in order to promote the approach of regional cooperation among members of regional economic communities at continental level for the purpose of accident and incident investigation in the regions as mandated by the Assembly Resolution A39-14.

2.4 According to the latest ICAO's twenty-year horizon forecast (using 2015 baseline), global passenger traffic will grow at 4.3 per cent annually from 2015 to 2035 Africa is the third fastest growing region in the world in terms of international traffic with an annual average growth rate of 6.1 per cent compared to the global average of 5.8. Therefore, it is paramount to establish a mechanism to mitigate the expected accident that may happen as a result of the increasing number of traffic volume. Hence, the need for the establishment of a RAIOS should get due attention by all Contracting States.

2.5 Furthermore, the 2018 annual average accident rate alone (Accident/Incident Data Reporting (ADREP), July 2019), Africa's average accident rate per million departures was 5.27 compared to the global average accident rate of 1.75 for the same year. This needs serious consideration and demands African States to work closely to address the issue.

3. CONCLUSIONS

3.1 Strong political commitment is necessary for the establishment of the regional accident and incident investigation organisations. To fulfil their obligations stemming from the ICAO provisions, and to meet the challenges faced, States need a regional investigation body that:

- a) is independent;
- b) has unhampered access to the evidence;
- c) has adequate financial, human and operational resources including the necessary facilities; and
- d) possesses a high degree of professional competence, integrity, and expertise.

3.2 This approach, which is consistent with the goals of the ICAO *Global Aviation Safety Plan* (GASP, Doc 10004), is also an opportunity to work in a collaborative environment and to allow African States to improve their AIG EI level, which is currently below 50 per cent.

3.3 Therefore, establishing RAIOS is pragmatic and realisable approach with the ultimate goal of creating continental bodies which has the following advantages:

- a) eliminate duplication of efforts (e.g. the use of common data reading and analysis facility);
- b) achieve economies of scale;
- c) allow investigators in the region gain experience quicker;
- d) help achieve independence of investigations; and
- e) improve EI in the AIG audit area.