



WORKING PAPER

**SPECIAL AFRICA-INDIAN OCEAN (AFI)
REGIONAL AIR NAVIGATION (RAN) MEETING**

Durban, South Africa, 24 to 29 November 2008

**Agenda Item 5: Development of a set of comprehensive work programmes in the safety field
(Safety Committee)**

**NEED FOR THE ALIGNMENT AND DEVELOPMENT OF CURRENT AVIATION
SAFETY INITIATIVES; DEVELOPMENT AND IMPLEMENTATION OF A
REGIONAL SAFETY REPORTING TOOL**

(Presented by South Africa)

SUMMARY

This paper presents a proposal for the development and implementation of a regional safety reporting tool in an attempt to address the need for safety reporting in terms of the State Safety Programme and the Safety Management System requirements for States and for Service Providers within States. The paper seeks the in-principle approval of this proposal and for the establishment of a working group to plan this initiative and to drive its implementation. It is envisaged that a regional reporting tool will ensure better alignment of safety initiatives within the region through the identification of regional safety trends and challenges. This will improve regional safety planning by focussing effort on areas of high risk and therefore high priority.

Action by the meeting is in paragraph 5.

1. INTRODUCTION

1.1 As a result of the introduction of new requirements by ICAO with respect to the State Safety Programme and for Safety Management Systems, States must implement performance-based safety systems and agree on “acceptable levels of safety performance” targets within their States and with Service Providers that can be monitored and measured for their success.

2. BACKGROUND

2.1 The new requirements for States to implement a State Safety Programme and to ensure that the Service Providers within the State implements Safety Management Systems are not new. Since implementation of these concepts in 2002 and 2003 for aerodromes and for air navigation services and in 2006/7 for air operators and aircraft maintenance organizations, ICAO has developed frameworks for both the State Safety Programme and Safety Management Systems to guide all Contracting States with implementation and to enable them to implement these initiatives in a

consistent manner, based on best practice. Frameworks for the State Safety Programme (Appendix A) and for Safety Management Systems (Appendix B) are attached.

3. DISCUSSION

3.1 The concept of an ‘acceptable level of safety performance’ measurement is introduced in both the State Safety Programme and the Safety Management System as a management responsibility with the aim of ensuring a performance-based approach to regulating and managing the level of safety performance within a Service Provider and within a State or the Authority responsible for Safety Management. This could likewise be implemented within a region. The “acceptable level of safety performance” expresses the safety objectives of the Service Provider as agreed with the State or Oversight Authority and is the measure against which the State or Authority can measure safety performance. Once in place, the acceptable level of safety performance would support the introduction of regulation or requirements that are performance-based and implemented as a result of the agreement of the “acceptable level of safety performance”. It is envisaged that the monitoring of safety performance through the oversight activities of the State or Authority, will assist to continuously improve the safety objectives to meet safety performance levels.

3.2 One of the main elements of the State Safety Programme and Safety Management System framework is Safety Risk Management. The effectiveness of the safety risk management process is highly dependent on the collection and analysis of safety data gathered from operations within the Service Providers and State Authorities. The main aim of this process is to identify hazards within all levels of the aviation infrastructure so that action can be taken proactively to prevent system failures from occurring, thereby preventing incidents and accidents. Although State Authorities and Service Providers currently have many sources of safety related information by means of FDA, LOSA, NOSS, audits, surveys, surveillance etc., the success of the risk management process depends upon the State and the Service Provider’s ability to capture and store the information as data that can be analyzed for safety trends. This would make prediction of potential system failures possible, thereby assisting with the implementation of preventive actions before an occurrence, and to prioritize safety efforts on those system failures that present the highest risk.

3.3 Unfortunately the development or implementation of any reporting tool is costly in terms of resources and due to many other current priorities within the region, not attainable for many States and Service Providers within Africa at this stage. The reporting tool, however, will be critical to the success of the risk management process and without it many of the States and Providers would have to implement preventive action without the benefit of predictive methods of trend analysis. This could make these States and Providers safety efforts less effective as the focus of their safety interventions would be on mitigating hazards that will not necessarily have the highest impact within their State in terms of “level of safety performance”.

4. CONCLUSION

4.1 With the introduction of these new Safety Management concepts directly aimed at improving the current accident rate across the world by managing and monitoring safety performance, and with Africa’s poor safety record in terms of accidents up to now, it would be beneficial if States and Service Providers within the AFI Region can join forces in the procurement and implementation of a safety reporting tool and database for the collection and storage of hazard and/or system deficiency information.

4.2 Such a reporting tool with database would assist all States and Providers within the continent to:

- a) report all safety information that can be translated into data for purposes of safety trend analysis;
- b) focus their safety efforts and expenditure on those areas of safety concern that poses the highest risk;
- c) save cost associated with the implementation of such a reporting tool by sharing the cost amongst all States involved;
- d) share safety information regularly consistently and with ease; and
- e) improve safety reporting within the continent.

4.3 In the light of the above, the meeting is invited to adopt the following recommendation:

Recommendation 5/x — Development and implementation of a regional safety reporting tool

That stakeholders and specifically States agree in principle to develop and implement a regional safety reporting tool in the AFI Region, and to establish a task team to investigate and recommend the appropriate reporting tool for the region that would meet all States' needs.

5. ACTION BY THE MEETING

5.1 The meeting is invited to:

- a) note the information contained in this working paper;
- b) agree in principle to the development and implementation of a regional reporting tool and database;
- c) agree on the establishment of a task team to investigate and recommend the appropriate reporting tool for the region; and
- d) approve the draft Recommendation at paragraph 4.3 above.

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APPENDIX A

STATE SAFETY PROGRAMME FRAMEWORK

1 State Safety Legislation

- 1.1 Legislation
- 1.2 Responsibility and accountability
- 1.3 Accident and incident investigation
- 1.4 Enforcement policy

2 State Safety Risk Management

- 2.1 Safety requirements for service providers
- 2.2 Agreement of service providers acceptable levels of safety performance

3 State Safety Assurance

- 3.1 Safety oversight
- 3.2 Safety data collection, analysis & exchange
- 3.3 Safety data driven targeting of oversight on areas of greater concern

4 State Safety Promotion

- 4.1 Internal training, communication and dissemination of information
- 4.2 External training, communication and dissemination of information

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APPENDIX B

SAFETY MANAGEMENT SYSTEM FRAMEWORK

1 Safety Policy

- 1.1 Management commitment and safety accountability
- 1.2 Appointment of safety personnel
- 1.3 Coordination of emergency response planning
- 1.4 SMS documentation

2 Safety Risk Management

- 2.1 Hazard identification
- 2.2 Risk assessment and mitigation

3 Safety Assurance

- 3.1 Safety performance monitoring and measurement
- 3.2 The management of change
- 3.3 Continuous improvement of the SMS

4 Safety Promotion

- 4.1 Training and education
- 4.2 Safety communication

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