



DIRECTORS GENERAL OF CIVIL AVIATION-MIDDLE EAST REGION

Third Meeting (DGCA-MID/3) (Doha, Qatar, 27-29 April 2015)

Agenda Item 5: Aviation Safety

REGIONAL ACCIDENT AND INCIDENT INVESTIGATION ORGANIZATION (RAIO)

(Presented by the Secretariat)

SUMMARY

This paper provides a progress report on the implementation of the Strategy for the establishment of RAIO(s) in the MID Region.

Action by the meeting is at paragraph 3.

1. INTRODUCTION

1.1 The ACAC/ICAO Seminar/Workshop on Regional Safety Oversight Programmes (Rabat, Morocco, 10 - 12 December 2012) developed a draft Strategy for the establishment of RAIO(s).

1.2 The DGCA-MID/2 meeting (Jeddah, Saudi Arabia, 20 - 22 May 2013), through Conclusion 2/11, endorsed the Strategy for the establishment of RAIOs at **Appendix A**, and agreed that a progress report on the subject should be presented to the DGCA-MID/3 meeting to decide if it would be necessary to go ahead with a feasibility study on the establishment of RAIO(s).

2. DISCUSSION

2.1 The RASG-MID/4 meeting (Jeddah, Saudi Arabia, 30 March – 1 April 2015) noted that in accordance with the Strategy:

- a) States are urged to develop and further strengthen regional/sub-regional cooperation for accidents and incidents investigation;
- b) States are encouraged to establish or strengthen dialogue with established regional investigation-related bodies/mechanisms; and
- c) a phased approach should be followed for the implementation of regional/sub-regional cooperation for the Accidents and Incidents Investigation (AIG) activities.

2.2 It's to be highlighted that the General Civil Aviation Authority (GCAA) of the United Arab Emirates (UAE) has contributed to the improvement of coordination of accident and incident investigation activities between the MID and ACAC States. In this respect, three workshops on this subject were held in 2012 and 2013 attended by experts from twelve (12) States (Bahrain, Egypt, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Saudi Arabia, Tunisia, and UAE) and safety partners (Airbus, ACAC, Boeing, COSCAP-GS, IATA, ICAO, Air Accident Investigation-Singapore). These activities led to the establishment of the Middle East and North Africa Society of Air Safety Investigators (MENASASI) in August 2013, affiliated as a regional chapter of the International Society of Air Safety Investigators (ISASI).

2.3 The Second MENASASI Seminar (Abu Dhabi, UAE, 9-10 Nov 2014) was attended by a total of sixty (60) participants from Bahrain, France, Germany, Greece, Indonesia, Ireland, Jordan, Kuwait, Lebanon, Morocco, New Zealand, Pakistan, Qatar, Saudi Arabia, Singapore, Sudan, Trinidad & Tobago, UAE and USA, as well as from manufacturers, airlines, universities and training organizations. The Third MENASASI Seminar is planned to be held in Dubai, UAE, from 9 to 11 November 2015.

2.4 The GCAA-UAE signed an MOU with Bahrain, Egypt, Jordan and Sudan covering cooperation in all aspects of accident investigation including training and sharing of information and expertise.

2.5 The RASG-MID/4 meeting agreed that the majority of the States in the MID Region are not yet ready for Stage B of the Strategy. Accordingly, the meeting urged States to provide feedback on the implementation of the different steps of Stage A.

3. ACTION BY THE MEETING

3.1 The meeting is invited to:

- a) note the progress made for implementing the Strategy for the establishment of RAIO(s) and agree on the way forward; and
- b) urge States to provide feedback on the implementation of the different steps of Stage A of the Strategy.

APPENDIX A

STRATEGY FOR THE ESTABLISHMENT OF RAIOS 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;

Considering that it is important for States willing to establish a RAIO to formulate a strategy that is well-defined in terms of purpose, objectives, result indicators, and that prior to the establishment of a RAIO, States must commit to fully support it in all aspects, including the adoption of joint policies, procedures and adequate funding;

Recalling that a Model Agreement contained in ICAO Doc 9946–*Manual on Regional Accident and Incident Investigation Organization*, provides guidance for States when establishing a RAIO;

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

Based on the agreement in principle (DGCA-MID/1 Conclusion 1/9) to move towards regional/sub-regional cooperation for AIG activities:

- 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) a phased approach should be followed for the implementation of regional/sub-regional cooperation for AIG activities, in accordance with the following :

Stage A:

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;
- 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.

Step 2: Establish a list of investigators, equipment and other 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;

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; and

Step 5: Interested States will consider moving to the next Stage.

Stage B:

Step 1: Consider MOUs between States regarding support in investigations;

Step 2: Establish a taskforce to determine, among others, the legal, institutional and financial aspects, including the conduct of investigations as per ICAO Annex 13, in regional investigation systems;

Step 3: Interested States will determine whether to move ahead to the next Stage.

Stage C:

Step 1: Establish a regional investigation system(s) taking in due account ICAO Doc 9946, Manual on Regional Accident and Incident Investigation Organization.

- 4) The progress of the implementation of the phased approach should be reported to the appropriate RASG; and
- 5) States should agree on timelines for the implementation of the 3 aforementioned stages, including the final decisions related to legal, institutional and financial aspects related to the establishment of RAIO(s).