International Civil Aviation Organization

RASG-MID Steering Committee

Fourth Meeting (RSC/4)
(Cairo, Egypt, 15 – 17 December 2015)

Agenda Item 3: **Regional Performance Framework for Safety**

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

(Presented by SST Rapporteur)

<table>
<tr><td align="center">SUMMARY</td></tr>
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This paper provides update information on the Safety Enhancement Initiatives Approved by RASG-MID/3 meeting and Assigned to the Safety Support Team (SST).

Action by the meeting is at paragraph 3.

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<tr><td align="center">REFERENCES</td></tr>
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- MID SST Final Report

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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.

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 MID-SST/02 meeting (Cairo, 27-29 October 2015) was updated by the MID Secretary on the progress of each SEI implementation. The meeting reviewed and discussed the raised issues and then agreed on recommendations pertinent to each SEI.

2.3　　　　Considering the nature of the safety issues addressed by the Team, the meeting reviewed and proposed a revised version of the TORs as at **Appendix A**. It was agreed that States and Partners should share expertise, experience and best practices in order to provide recommended actions and identify associated difficulties related to the implementation of the SEIs. In addition, the Team will be responsible for monitoring the status of achieving related safety objectives and targets included in the MID Region Safety Strategy and provide feedback on the implementation of the GASP.

a) Implementation of SSP in MID Region:

- The meeting reviewed the implementation of DIP (MID-SST/01) related to the establishment of an RSOO to support the SSP implementation in the Region. Study conducted by ACAC and ICAO MID Office on the establishment of an RSOO for ACAC and ICAO MID States, based on the results and proposals of the Study, the DGCA-MID/3 meeting supported the establishment of MENA RSOO, It was underlined that ACAC is coordinating the next course of actions related to the establishment process and should provide feedback on the subject. Based on the above, the meeting agreed that the DIP is completed and the team would provide assistance to the establishment of MENA RSOO, if needed.

- The meeting reviewed the implementation of the two DIPs with COSCAP-GS as a Champion related to SMS guidance material (MID-SST/02) and SSP/SMS Workshops (MID-SST/03) and considered them completed.

- The meeting reviewed and updated current status of achieving the Safety Targets related to the SSP/SMS Implementation included in the MID Region Safety Strategy.

- 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 encouraged States to select this option in order to share their experience in implementing the SSPs.

- Highlighted that the Protocol Questions (PQs) related to Safety Management are available on the CMA Online Framework (CMA-OLF), and that the self-assessment tool on the OLF can be used by States to conduct internal audits, prepare for ICAO USOAP CMA activities and monitor their own civil aviation safety oversight system. Accordingly, the meeting urged States to conduct the self-assessment including the PQs related to Safety Management.

- Noted that SMS implementation is one of the aerodrome certification challenges and that the Second meeting of the Runway and Ground Safety Working Group (RGS WG/2, Cairo, Egypt, 19 – 21 May 2015) reviewed an offer from Saudi Arabia to champion an SEI with support from Egypt. Considering that SMS is part of the MID-SST Terms of Reference, the meeting concurred with the RGS WG view to address the subject under the

framework of the MID-SST in coordination with the RGS WG. Accordingly, the meeting invited Saudi Arabia to coordinate with Egypt to provide feedback on the action plan related to enhancement of SMS implementation at MID International Aerodromes to be presented to the RSC/4 meeting.

b) Strengthening of States' Safety Oversight Capabilities:

- Reviewed the status of the Regional Average EI and the EI of each audited State in the MID Region. It was noted that areas of LEG, ORG, AIG, ANS and AGA need to be enhanced. With respect to the Critical Elements (CEs), CE4 (Qualified technical personnel) still represents the lowest EI and CE7 (surveillance obligations) and CE8 (resolution of safety issues) are below EI 60% and need improvement.

- The meeting agreed States should provide detailed information on deficiencies related to each audit area/sub-area in order for the Team to identify common shortcomings and recommend actions accordingly. It was agreed that this 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 should be presented during the next MID-SST/3 meeting with participation of the NCMCs in the MID Region.

- noted that the progress of updating the CAPs to address identified findings from the USOAP-CMA is low, which affects the improvement of EI. Accordingly, the meeting encouraged States to take necessary measures to update their CAPs

- Agreed that establishment of MENA RSOO would assist participating States to resolve safety oversight deficiencies and the Team would provide assistance, as required.

c) Regional Cooperation for the Provision of Accident & Incident Investigation:

- The meeting reviewed the Strategy for the establishment of Regional Accident and Incident Investigation Organization(s) (RAIO(s)), which was endorsed the DGCA-MID/2 meeting (Jeddah, Saudi Arabia, 20 - 22 May 2013) and noted the limited progress of implementing the Strategy. It was agreed that the Strategy needs to be revisited in order to reach a mature level of regional cooperation before considering any feasibility study on the establishment of RAIO(s).

- Agreed that the UAE in coordination with Bahrain, Saudi Arabia, Sudan and the UAE review and revise the Strategy to be presented to the RSC/4 meeting. The draft revised version is at **Appendix B**.

2.4   Other activities by SST:

a) Accident and Incident Analysis Working Group (AIA WG): MID-SST/2 meeting supported the establishment of the AIA WG and encouraged States to support its work program and provide safety experts from relevant fields such as flight safety, aerodromes and ANS, with experience in Accident and Incident Investigation (AIG), including the ADREP Taxonomy and ECCAIRS.

b) 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.

c) 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 Safety Database, The MID-SST2 meeting 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.

d) 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 experct in Human Factors from the NTSB, 7 States participated on the trainning.

e) Workshops on Aviation Insurance and Human Factors held in Dubai on 3 November, 2015, 92 participants from 10 States and various entities attended.

f) The 2015 MENASASI Seminar was held at the Intercontinental Hotel Festival City in Dubai, United Arab Emirates (4-5 November). 120 participants and delegates attended the Seminar; the next MENASASI Seminar is scheduled to take place during November 2016 in Rabat, Morocco.

g) The MID-SST will follow-up on the outcomes of Interregional English Language Proficiency Workshop (Kuwait, 9 - 11 November 2015).

h) The MID-SST/3 meeting to be held in Abu-Dhabi, UAE, 11-14 October 2016 including the NCMCs meeting.

3.   ACTION BY THE MEETING

3.1   The meeting is invited to:

a) note the progress made by MID-SST and agree on the way forward;

b) review, update and approve the revised version of the TORs at **Appendix A**;

c) review and update the draft revised version of the Strategy for the Enhancement of Regional Cooperation on AIG at **Appendix B**; and

d) support the MID-SST/4 meeting (Abu Dhabi, UAE, 10-14 October 2016).

APPENDIX A

FIRST MEETING OF THE 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~~,~~ ~~implementation~~ and monitoring the ~~of~~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 ~~and mitigation measures~~ ~~through Detailed Implementation Plans (DIPs)~~ 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;

~~2)~~3)   shar~~ing~~e expertise and experience and provide recommended actions ~~through the development of DIPs~~ for each SEI, in a prioritized manner based on ~~and~~ best practices;

4)   monitor the status of ~~achieving~~ related safety objectives and targets included in the MID Region Safety Strategy~~implementation of DIPs and provide feedback to the RSC~~; ~~and~~

~~3)~~5)   monitor the implementation of the Global Aviation Safety Plan (GASP) at the regional level and provide feedback to the RSC; and

~~4)~~6)   propose input to the RSC for the development of the RASG-M ID ~~yearly~~ annual work programme.

B)   **COMPOSITION**

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

~~**States**:   Bahrain, Iran, Qatar, Lebanon and UAE~~

~~**Partners**: AACO, Boeing, COSCAP-GS, IATA and WFP.~~

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 ~~ESTABLISHMENT~~ **ENHACEMENT OF REGIONAL COOPERATION O~~F~~N AIR ACCIDENT INVESTIGATION ~~AIG~~ ~~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;

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 ~~does~~ prevent the States to establish a kind of bilateral and multilateral cooperation that aims to enhance the capabilities of an individual State.

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

   ~~Stage A~~:
   Phase A: Data collection

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

   o   Premises – offices, work-spaces, wreckage storage and examination areas;

o 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

o 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);

o 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.
; and
The common training will cover the following levels of training:

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

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

Stage B:

Step 15: 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. MOUs between States regarding support in investigations;

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.

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

4)5) The progress of the implementation of the phased approach should be reported to the appropriate RASG; and

5)6) States should agree on timelines for the implementation of the 3 aforementioned stagesprogramme, including the final decisions related to legal, institutional and financial aspects related to the establishment of RAIO(s).

- END -