



ADVISORY CIRCULAR

GENERAL SERIES

Date: 12/10/2018

GEN-05A

POLICY ON ASSISTANCE TO VICTIMS OF AIRCRAFT AND THEIR RELATIVES

The pertaining of a Circular to a specific series is representative of the subject primarily dealt with. The applicability or not of the Circular to each subject (airport managing bodies, airport operators, etc.) must, however, be deduced from its contents.etc.) must, however, be deduced from its contents.



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APPENDIX



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ACRONYMS

EOC: Emergency Operations Centre

ICAO: International Civil Aviation Organisation

AEP: Airport Emergency Plan

AMP: Advanced Medical Post

EU: European Union

SAT: Special Assistant Team - Go Team



1. INTRODUCTION

ICAO and the European Union require that each State draw up a National Emergency Plan for aircraft accidents providing an internal section dedicated to the assistance to victims and their relatives. This Circular defines the guidelines for the correct drafting and implementation of a National plan with particular reference to the contents and the actions that will have to be provided in the ERP (*Emergency Response Plan*) of the Airline Companies as a section dedicated and named "Plan of Assistance to Victims of Aircraft Accidents and Their Family Members". It also defines the role and actions recommended for each single actor involved in the assistance phases in case of an accident.

Actions and behaviours during a crisis situation must consider social, humanitarian and financial aspects with regard to the people involved in the event and their family members through homogeneous and adequate assistance to passengers, members of the crew and any other victim involved.

In compliance with the provisions of the ICAO, ENAC establishes a continuous and active collaboration with the relatives' associations of victims of aircraft accidents in order to use the contribution offered by them in every sector concerning assistance to victims of aircraft accidents and their relatives.

If the application of the Plan is necessary, ENAC activates its own Crisis Room and its own airport facilities.

2. APPLICABILITY AND PURPOSE

The occurrence of an airplane accident, as a result of which there are victims, determines the need for an intervention aimed at both the immediate rescue of the people involved and the recovery of the deceased, both to the subsequent phases, which puts in place an adequate and specialised assistance to those involved in the event and to their relatives.

This Circular applies in the event of an accident occurring on the national territory or in case of involvement of an air carrier registered in Italy or, as regards to the assistance to family members, in the event of the presence of Italian passengers on board of the aircraft involved in the accident with destination or origin in Italy.

This Circular aims to provide guidance to:



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- the carriers, on the correct drafting of the Assistance Plan of the people involved and their family members in line with the regulatory, international and European provisions and in particular with reference to the Article 21 of the Regulation (EU) n. 996/2010 containing "Assistance to the victims of air accidents and their relatives ", with particular reference to psychological support.
- To the people involved in the process of assisting victims and their relatives on the correct management of the phases of the same process, guaranteeing a simple, direct and timely information about the event and ensuring that an adequate material and psychosocial assistance is provided to the people involved in an accident.

3. REGULATION REFERENCES

- ICAO Annex 9, Facilitation - SARPS 8.46 Recommended Practice - Contracting States should establish legislation, regulations and/or policies in support of assistance to aircraft accident victims and their relatives
- ICAO Annex 19, Safety management system
- ICAO Doc 9137-AN/898 part 7, Airport Emergency Planning, Second Edition 1991
- ICAO 9973-AN/486, Manual on Assistance to Aircraft Accident Victims and their Relatives, First Edition 2013
- ICAO Doc 9998-AN/449, ICAO Policy on Assistance to Aircraft Accident Victims and their Relatives, First Edition 2013
- -Art. 21 Regulation (EU) n. 996/2010 of the European Parliament and of the Council of 20 October 2010 on the investigation and prevention of accidents and incidents in the civil aviation sector and repealing directive 94/56 / EC
- Regulation (EU) n. 965/2012 of the Commission of 5 October 2012 which establishes the technical requirements and administrative procedures regarding the flight operations pursuant to EC Regulation n. 216/2008 of the Parliament European Council and the Council
- Regulation (EU) n. 139/2014 of the Commission of 12 February 2014 that establishes the technical requirements and administrative procedures relating to the airports pursuant to the regulation n.8 / 1139 of 4 July 2018 of the European Parliament and of the Council
- Navigation Code Artt. 687, 690, 705, 718, 726, 727, 728, 729, 826, 830, 831, 832, 837
- ENAC Circular APT 18A of 30 January 2008 - "Emergency Plan Airport (PEA) - Plane crash



- Directive of the Head of the Department of Civil Protection of 2 May 2006 bearing "Indications for operational emergency coordination" and in particular chapter 3 - "Aircraft accidents", as amended by the Directive of the Head of the Civil Protection Department of 27 January 2012, changes to the Directive of 2 May 2006 on "Indications for operational coordination of emergencies".

4. DEFINITIONS

- **Best practices**, the actions to be implemented by the main authorities and airlines operating in the world and what the people involved expect following an airplane accident both in the immediate and in the long term.
- **COE**, is the Operational Centre for Emergency where the people in charge of the carrier and airport operators involved in coordination and management of the emergency following aeronautical events meet. The COE is chaired by the Director Airport.
- **Family's victim**, the victim's spouse, and / or the direct ascendants or descendants, for blood or affinity, and / or the closest relative and / or another person closely linked (biologically, legally or emotionally) to the victim of an accident.
- **Aircraft accident**, an event associated with the use of an aircraft that, in the case of a manned aircraft occurs between the moment when a person embarks with the intent to take a flight and the moment when all the people who are embarked with the same intention land. In case of an aircraft with remote piloting, it occurs between the moment the aircraft is ready to move and take off and the moment when it stops at the end of the flight and the main propulsion system is switched off, in which:
 - a) person suffers serious or fatal injuries due to:
 - being inside the aircraft
 - come into direct contact with any part of the aircraft, including parts broken off from the aircraft itself
 - be directly exposed to the jet of reactorsexcept in cases where the injuries are due to natural causes, are self-inflicted or procured by other people, or reported by illegal passengers hidden outside areas normally accessible to passengers and crew;
 - b) the aircraft has disappeared or is completely inaccessible
- **Toll-free number**, free phone number activated immediately by the airplane Carrier to provide information to family members and collect information useful for verification of the passenger list.



- **ENAC crisis room**, ENAC facility available in the case of events of particular relevance and / or seriousness concerning the air transport sector. It is activated by the ENAC General Director and represents the point of contact between the ENAC, the Ministry of Foreign Affairs, the Civil Protection (Italian situation room) and other bodies involved in the event. It works closely with the COE Airport.
- **SAT Special Assistance Team (or Go Team)**, It's a team composed of personnel selected by the air carrier which is activated following the occurrence of a plane crash. It is the connection between the passengers of the aircraft involved in the accident and / or their relatives and the airline. It provides psychosocial assistance and support.
- **Survivor**, the victim who has not suffered fatal injuries as a result of a plane crash.
- **Contact Team** is appointed by the COE. It is made up of a variable composition, according to the type of accident and the people involved. It consists of the subjects of the institutions present at the COE, of the Airport Management's staff, of a delegate of the ENAC, specifically and appropriately trained, which coordinates the Team of Contact, as well as of any third parties. It works in close coordination with the Airport COE. Its function is to ensure correct information to the victims and their relatives on the management of the event through the ENAC's delegate as well as, through the use of specialized and appropriately trained third parties, in order to provide first aid and psycho-social support to survivors and family members present at the airport, until the arrival of the representatives of the involved airline (s).
- **ENAC's Delegate**, using the Team's members specially formed for communications, coordinates the release of official information on the accident to the victims and their relatives according to what was agreed in the airport COE, as well as in consideration of the type of information to communicate. The Contact Team operates mainly during the first few hours of the accident, until the intervention of the airline with its own group of assistance, with which a formal handover is carried out. From that moment, the company, as assistant manager in charge, together with the Contact Team evaluates, case by case, in relation to the actual need, the modality of a possible integrated intervention.
- **Victim (or person involved)** any person inside or outside the aircraft involved in an airplane accident.

5. ROLES AND COMPETENCES

5.1 ENAC

The ENAC, National Authority for Civil Aviation, performs the following functions:

- a) It guarantees that all airlines with a license issued in Italy have a plan of assistance for the victims and their relatives with the approval of its content, as required by art. 21 .2 of the Regulation (EU) n. 996/2010t
- b) It monitors and verifies that all the actors involved in the victim assistance process and their relatives respect the procedures indicated in the respective Plans, in compliance with essential contents
- c) activates the Crisis Room;
- d) It chairs the COE;
- e) It indicates its delegate within the Contact Team;
- f) It manages, through the crisis room, the activity of institutional information and entertains the relations with the press, as far as it is concerned;
- g) It periodically prepares and updates the brochure's information containing the forecast of the rights due to the victims of aircraft accidents and their relatives, as well as any other necessary information;
- h) It prepares and keeps this Circular up to date.

5.2 AIR CARRIER

The airline guarantees compliance with Regulation (EU) n. 996/2010 with particular reference to Article 21 and carries out the following activities:

- a) It prepares, implements and maintains its assistance plan to the victims of aircraft accident and their relatives;
- b) It establishes procedures, trainings and simulations to ensure a correct and effective updating of all company's employees asked to step in. In particular, it ensures that the personnel dedicated to the assistance of family members and toll-free operators has been trained by specialised individuals.
- c) It establishes in advance the procedures to be followed in the event of an accident that involves a flight operated with commercial agreements that clearly defines roles and responsibilities, with particular reference to the passenger list, to the activation of toll-free numbers and to the assistance of victims and their relatives;
- d) It sends its own trained personnel (SAT) or third-party personnel identified by the carrier in its own plan.

5.3 AIRPORT MANAGING BODY

The airport managing body ensures the integration, regarding the parts of its own competence, of the PEA with the indications of this Circular. In order to manage the event, the operator employs trained staff for first reception of people involved in the



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event and their relatives, and responsible for the registration of the same people involved (necessary for reconciliation and reunification activities), which will be made available to the Contact Team. Throughout the phases following the event, the operator guarantees to its staff the support needed which is also of psychological nature, potentially employing third parties. The operator is also responsible for identifying the assistance rooms in order to guarantee the protection of the privacy of the victims and survivors' relatives.

PART I - CARRIER ASSISTANCE PLAN FOR VICTIMS OF AIRCRAFT ACCIDENTS AND THEIR RELATIVES

6. PREPARATION OF THE ASSISTANCE PLAN

In order for the Plan to be effective and assist the victims of an aircraft accident and their family members, it must be detailed, with clear indications in terms of tasks and responsibilities, and periodically tested. In particular, the Plan must contain the operating methods to guarantee at least the following essential contents:

- a) Immediate activation of a toll-free number to provide and receive immediate and timely information. The personnel employed therein must be qualified and instructed in providing the right information, also in Italian (in the case of agreements with foreign Companies). The Airport managing body that receives contact with the family member must ascertain the real interest the interlocutor has towards the person involved in the accident. A toll-free contact person must be in close coordination with the COE. The toll-free number of the airline must be clearly visible on the website of the company. The airline must also provide a dedicated page (dark website) about information regarding the incident.
- b) Protection, handling and return of personal effects.
- c) Psychological support, also through agreements with third parties.
- d) Immediate financial help.
- e) Assistance for foreign passengers returning to their own countries.
- f) Logistical support. Adequate accommodations (e.g. private hotel rooms) for the relatives of the victims as well as those of the crew members. An adequate separation must be expressly provided between the two types of family members, in order to avoid the possibility of commingling.
- g) Visits to the accident site, where possible, in agreement with the ANSV (Flight Safety National Agency) also using third-party support.
- h) Respect for privacy and security.
- i) Legal / insurance consultancy.
- j) Memorial ceremonies.
- k) Respect for cultural uses and customs.
- l) Staff providing adequate and prepared assistance, both from the numerical point of view and the professional competence.



- m) Designated contact person and his contact details in charge of keeping constant contact with the COE, until the arrival of SAT.
- n) Drills for the correct application of the Plan, aimed at testing:
 - The feasibility of the dissemination of the information system
 - The ability to secure a place reserved for family members and survivors
 - The coordination of all the agencies involved
 - Possible sharing agreements with other companies involved

The evidences and the criticalities emerged during the drills will be updating the assistance plans.

The carrier's assistance plan must be submitted to ENAC, the organizational function Crisis Room, for its approval.

Any amendments must be submitted to the same organizational function for the subsequent approval.

During the drills, the airline must also inform ENAC at least 15 days in advance.

PART II - SUPPLIERS OF ASSISTANCE AND RESPECTIVE ROLES

7. PREAMBLE

Following An aircraft incident, four designated groups can be identified for the assistance to victims, their relatives and the indirectly involved population:

- Institutional subjects;
- Airline companies;
- Airport managers;
- Third parties.

7.1 Institutional subjects

In the event that the incident occurs in the Italian territory the main institutional subjects that operate in Italy are in this case: ENAC, Prefectures, State Police, Arma dei Carabinieri, Fire Brigade, Medical Emergency, Local Health Authority, Coast Guard, Ministry of Foreign Affairs and the Department of Civil Protection.



The ENAC manages, through the crisis room (activated by the General Manager), the activity of institutional information and maintains relations with the press, in coordination with the COE; It guarantees collaboration with the Emergency Management Office – Italian Situation Room of Civil Protection, providing useful technical information for the intervention, information related to the people involved in the accident and information on how to assist the victims and their relatives.

The ENAC chairs the COE maintaining contacts with its own Crisis Room, with the Prefectures and with the Ministry of Foreign Affairs, in the event of involvement of non-Italian passengers or in case of involvement of Italian passengers during an accident occurred abroad. The Law Enforcement Agencies, possibly assisted by specialized personnel on psychological support or by SAT staff or at least by the Contact Team, is in charge of communicating to the relatives of the victims involved in the airplane accident the death of their relatives.

7.2 Airline Companies

The airline operating the flight and / or the airline operating the flight as a result of commercial agreements are, in compliance with the provisions of art. 21 of Regulation (EU) n. 996/2010, the main parties involved in the assistance plan.

The airline performs the following actions:

- a) It activates its Assistance Plan;
- b) It guarantees the release of reliable and timely information to the activated COE (departure and / or arrival);
- c) It activates a free telephone number - toll-free number (including a line for callers outside the national territory);
- d) It ensures logistic assistance, booking hotels, airline tickets, and arranging a transport service for family members who want to reach the accident site;
- e) It makes specialized personnel available for psychological support to family members and survivors.
- f) It provides the list of passengers, even if provisional, to the COE in the shortest time possible, making sure to update it as they acquire further information. The COE transmits the same list in turn to the Crisis Room of ENAC and, if necessary, to the medical units that may need information for medical assistance to victims;
- g) It promptly provides an anticipated payment in accordance with the art. 28 of the 1999 Montreal Convention on the unification of some international transport rules and with the art. 5 of the regulation (EC) n. 2027/97 of 9 October 1997, on the liability of the air carrier in the event of an aircraft accident.

7.3 Airport Managing Body

The airport managing body involved, identifies and makes available all the logistic support and organizational requirements that may be necessary, in compliance with the PEA.

As part of the assistance process, it has the following tasks:

- a) to guarantee the protection of the privacy of victims 'and survivors' relatives ,involving if necessary, airport security officers, in coordination with the law enforcement agencies, to prevent access to the assistance rooms to unauthorized personnel;
- b) to provide logistical operations for the reception of people involved in an airplane accident and their family members while providing them basic necessities;
- c) to participate in COE;
- d) to ensure in coordination with the COE, effective communication within the airport and especially in the wordings on the displays, considering the type of accident;
- e) to provide appropriately trained staff to contribute to the establishment of Contact Team.

7.3.1 Assistance Rooms

The airport managing body must organise the acceptance of the people involved in an airplane accident and their relatives, identifying appropriate reception areas, separated from each other to guarantee the protection of the privacy of the relatives of the victims and survivors who, depending on the type of requested assistance, can guarantee comfort, health care and basic necessities for crew members, passengers, third parties involved, and their family members. In this case, the operator must identify special rooms or areas that can accommodate:

- a) relatives of the people involved in the airplane accident (family room);
- b) relatives of crew members involved in the airplane accident (crew room), separated and distant from the other rooms;
- c) members of the flight and cabin crew (crew room); crew members who are able to move independently and have not suffered serious consequences they must not have contact, for any reason, with the rest of the survivors; this room may also be external to the aerodrome's boundary;
 - i. People involved who survived the aircraft accident that have not compromised their vital functions and are not at risk of death, so they are able to move independently and do not need health care (uninjured room);
 - ii. Triage phases and health treatment for the people involved who survived the aircraft accident that, following the event, have compromised their vital



functions and are therefore at risk of death. They are not able to move independently and need emergency medical services (advanced medical station). This location is set up safely and is equipped and coordinated by the Emergency Health Service 118 for stabilising the patients on site before sending them to the appropriate hospital;

- d) Representatives of all the State Authorities and the personnel involved in the management and coordination of rescue and post-rescue operations (COE Room); the room must be equipped in such a way as to be able to communicate in real time with all the rooms of the emergency plan, with the place of the event and with the triage area;
- e) People perished in the aircraft accident and their personal effects (Corpses Room); the operator must also ensure the availability of means in order to support, in coordination with the Law Enforcement Agencies, the possible accompaniment of the relatives of the victims to the morgue;
- f) Journalists in an area as isolated as possible in order to avoid access to sensitive information and contact with people involved in the accident and their family members (Press Room).

Considering the size of the airport, the aforementioned rooms can be set up if necessary, while maintaining the characteristics of normal use or even in the immediate proximity of the airport.

The identification of the various rooms must guarantee the protection of the privacy of the relatives of the people involved. The premises must therefore be closed and the access reserved only to authorized people through the control of security officers, if necessary. The airport managing body must also guarantee, for each room, the presence of personnel belonging to the Team of Contact who, specially trained, is able to carry out, in coordination with the law enforcement agencies and with the Healthcare Services, as far as they are concerned, the activities of registration of the personal details of all the people involved in the accident and their family members.

In particular:

- a) the person in charge of the Family Rooms will register the names and surnames of the family members who have access to the area making sure to record information as well specifications, such as physical description of the people, number and / or delivery address e any other useful detail that can allow reconciliation with one's family member. The family of the relative involved in the accident will be filling in specific forms previously prepared, in both Italian and English, by the airport managing body and attached to the PEA, which will be made available to the COE activated at the airport.



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- b) the staff in charge of the Uninjured Room will have to register the names and surnames of the people survived in the accident (in the manner described above) making sure to meet their requests concerning basic needs;
- c) the attendant (s) in the morgue will have to register, the number of corpses composed in the room;
- d) the Crew Lounge personnel will have to register the names and surnames of the crew members survived the accident making sure to satisfy each of their requests concerning basic needs.

All the above-mentioned forms must be filled out by the employees, in paper and / or electronic format, and transmitted to the COE.

7.4 Third Parties

Associations of victims' relatives, non-profit organizations, NGOs, voluntary associations, society and associations with proven experience in dealing with the relatives of the victims and with the survivors of catastrophic events, may be called upon to join the Contact Team, after training. The airport managing body, together with the ENAC Airport Management territorially competent, as well as with the carriers represented at the airport, will be promoting, during the preparation of the Plan, a dialogue with locally present third parties so that, through their involvement, it is possible, from the stages immediately following the event, the correct activation of the Plan and its effective execution.

7.4.1. Staff providing assistance and training

In regards to the personnel providing assistance, it must be selected and appropriately trained to take into account the religious and cultural aspects of the people involved. In case the personnel employed manifests conditions of distress or stress consequent to the accident or suffer from personal events independent from the accident that can flare up (e.g. a grief), it should not be employed in the process of assistance in order not to compromise its performance.



8. TRAINING

Assistance to victims and their relatives is a complex and highly engaging activity from the emotional point of view; it therefore requires a structured approach. All staff responsible for assisting victims of aircraft accidents and their relatives must be properly trained. Recurrent training must also be provided on regular basis, at least every two years. Depending on the position held (customer care, toll-free number, Contact Team, support psychological, etc.) and the type of intervention required, the courses might include the following topics:

- Communication and assertiveness
- Stress management
- Crisis management
- Crisis intervention
- PTSD (Post Traumatic Stress Disorder)
- Peer support (e.g. CISM protocol)

In particular, subject to the provisions of paragraph 7.2, the members of Contact Team, representatives of the first assistance and the psycho-social support of the victims and their family members must be specifically and previously trained. This can happen even through the viewing of films and the implementation of dedicated role plays, in order to acquire the necessary knowledge internationally established on the "best practices" for assistance to victims, also considering cultural differences, as well as procedural foundations in the context of PEA.

The training methodologies must generally privilege the experience-based activities, so that people acquire authentic skills and not just general theoretical knowledge. For this purpose, the direct and active participation of all personnel is also extremely useful in periodic airplane accidents' simulations. At the end of the training sessions there will be a non-evaluative verification phase, for example through focus groups, follow-up or dedicated debriefing.



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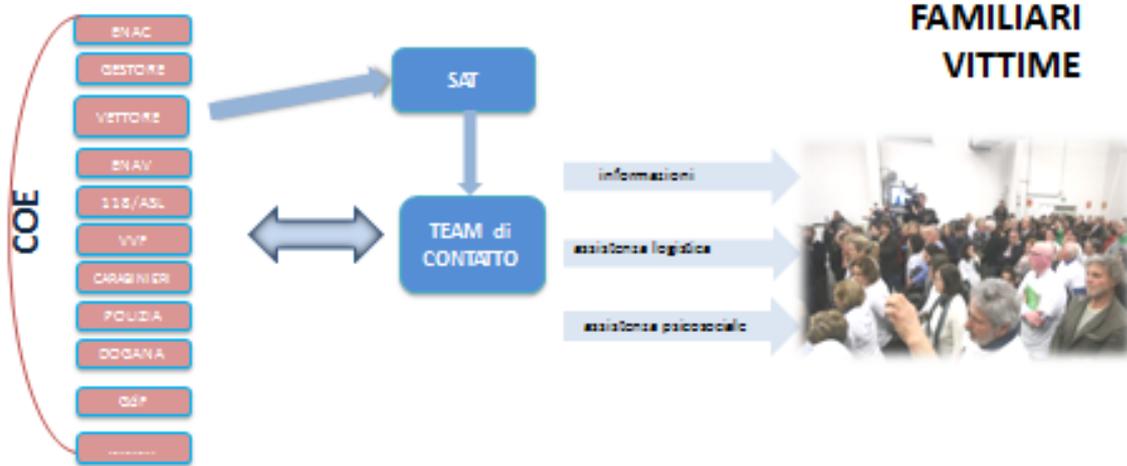
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9. STARTING DATE

This Circular comes into effect from the date of its publication on the website.

FLOW ASSISTANCE VICTIMS OF AIR ACCIDENTS



APPENDIX

Information leaflet on rights in the event of an aircraft accident

To ensure that victims of aircraft accidents and their relatives can learn about the rights they are entitled to in the event of an aircraft accident, similar to what happened for the "Passenger Right Charter", ENAC has prepared an information brochure addressed to them.

This document contains the list of rights and information necessary to deal with immediate difficulties and is made available to the family members by the Team of Contact following an accident.

The topics addressed are mainly of a practical nature, also linked to the needs associated with such events. Therefore, it shows the information on the responsibility of the air carrier in the event of an aircraft accident, on the air carrier obligation of the advance payment and the place where the victim and his family members can prosecute the liability action against the air carrier whose license has been issued by the Italian State.



The image shows a brochure with a blue background and white and yellow text. The left side features the title 'ASSISTENZA ALLE VITTIME DI INCIDENTI AEREI E AI LORO FAMILIARI' and its English translation 'ASSISTANCE TO AIRCRAFT ACCIDENT VICTIMS AND THEIR FAMILIES'. The right side contains a list of rights in Italian and English, such as 'Essere informati sul coinvolgimento di un proprio congiunto' and 'Be informed about the involvement of a family member'. A central yellow box contains the text: 'L'assistenza alle vittime di incidenti aerei e ai loro familiari è assicurata dal vettore e prevede la garanzia di questi diritti' and 'Assistance to victims of aircraft accident and their families is provided by the air operator guaranteeing the assurance of these rights'. At the bottom, there is an image of two hands shaking.