

Courtesy Translation



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POLICY ON ASSISTANCE TO AIRCRAFT ACCIDENT VICTIMS AND THEIR FAMILIES

*The Advisory Circular contains interpretations and acceptable means of compliance of law applicable.
They are marked by a progressive number followed by a letter indicating subsequent revisions.*

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ACRONYMS

AEP: Airport Emergency Plan

Airport CMT: Crisis Management Team of Italian Civil Aviation Authority Airport Management

AMP: Advanced Medical Post

ANSV: Safety Investigation Authority

CMT Head Quarter: Crisis Management Team of ENAC Head Quarter

ENAC: Italian Civil Aviation Authority

EOC: Emergency Operations Centre

EU: European Union

ICAO: International Civil Aviation Organisation

LHA: Local Health Authority

MO: Medical Outpost

I. 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 families. Consistently with this, the ENAC Head Quarter has prepared, and is further updating, a Crisis Manual which will contain the part relative to the management of aviation accidents. This Advisory Circular, however, defines the roles of each entity involved in the assistance steps in the case of aviation accidents with victims, and the essential contents that must be present in the Assistance Plan of Air Operators and Airport Operators.

II. References and interpretative material

- ICAO Annex 19, Safety Management System
- ICAO Annex 9, Facilitation
- ICAO Doc 9998-AN/449, ICAO Plan on Assistance to Aircraft Accident Victims and their Families, First Edition 2013
- ICAO 9973-AN/486, Manual on Assistance to Aircraft Accident Victims and their Families, First Edition 2013
- Regulation (EU) no. 996/2010 of the European Parliament and of the Council of 20 October 2010 on the investigation and prevention of accidents and civil aviation accidents which repeals Directive 94/56/EC
- Regulation (EC) no. 889 of 2002 of the European Parliament and of the Council of 13 May 2002 amending Regulation (EC) no. 2027/97 dd. 9 October 1997 on air operator liability in case of accident
- Regulation (EU) no. 965/2012 of the Commission of 5 October 2012 establishing technical requirements and administrative procedures regarding flight operations under EC Regulation 216/2008 of the European Parliament and of the Council
- Navigation Code 687, 690, 705, 718, 726, 727, 728, 729, 826, 830, 831, 832, 837
- Directive of the Head of the Civil Protection Department dd. 2 May 2006 on the "Guidelines for the operational coordination of emergencies" and, in particular, Chapter 3 – "Aviation accidents", as amended by the Directive of the Head of the Civil Protection Department dd. 27 January 2012, amendments to the Directive dd. 2 May 2006, entitled "Guidelines for the operational coordination of emergencies"
- ENAC APT 18A Advisory Circular dd. 30 January 2008 – "Airport Emergency Plan (AEP) – Aviation accident".

III. Applicability and Purpose

The occurrence of an aircraft accident, in the presence of victims, determines the need for action aimed not only to the immediate rescue of the injured persons and the recovery of the deceased but also to the steps subsequent to the event, providing adequate and specialised assistance to those who have been involved in the event and their families. The management of assistance to victims and their families is entrusted, in the first place, to the air operator (or operators) involved in the accident, based on the specific Plan they have prepared pursuant, in particular, to Art. 21.2 of Regulation (EU) no. 996/2010.

The adoption of this Advisory Circular aims to implement, during an aviation accident in which there are victims and injured people, assistance to the people involved and their families in line with international and European regulatory provisions and, in particular, with Art. 21 of Regulation (EU) no. 996/2010 regarding the “Assistance to victims of aircraft accidents and their families”.

This Plan is intended to provide adequate response and assistance in case of aviation accidents, to the victims and their families, ensuring coordination between all the entities involved in the preparation of the necessary assistance procedures. The aim is to guarantee simple, direct and timely information about the event and ensure that adequate material and psychological assistance is provided to the people involved in an aircraft accident.

IV. General

The Plan is divided into 4 sections and an appendix:

1. Terminology
2. Main Groups and their roles
3. Guidelines and essential contents for the air operator to process an assistance Plan for victims and their families and for the verification of its effectiveness
4. Validity
5. Appendix.

1. TERMINOLOGY

For the purposes of this Advisory Circular, the following definitions apply:

1. **Accident**, an occurrence associated with the operation of an aircraft which takes place between the time any person boards the aircraft with the intention of flight until such time as all such persons have disembarked, in which:

a) a person is fatally or seriously injured as a result of:

- being in the aircraft, or
- direct contact with any part of the aircraft, including parts which have become detached from the aircraft, or
- direct exposure to jet blast,

except when the injuries are from natural causes, self inflicted or inflicted by other persons, or when the

injuries are to stowaways hiding outside the areas normally available to the passengers and crew; or

b) the aircraft sustains damage or structural failure which:

- adversely affects the structural strength, performance or flight characteristics of the aircraft, and
- would normally require major repair or replacement of the affected component,

except for engine failure or damage, when the damage is limited to the engine, its cowlings or accessories; or for damage limited to propellers, wing tips, antennas, tires, brakes, fairings, small dents or puncture holes in the aircraft skin; or

c) the aircraft is missing or is completely inaccessible.

Note 1.— For statistical uniformity only, an injury resulting in death within thirty days of the date of the accident is classified as a fatal injury by ICAO.

Note 2.— An aircraft is considered to be missing when the official search has been terminated and the wreckage has not been located.

2. **Air operator**, is a person, organization or enterprise engaged in or offering to engage in an aircraft operation.
3. **Victim**, is an occupant of the aircraft, or any person outside the aircraft, who is unintentionally directly involved in the aircraft accident. Victims may include the crew, revenue passengers, non-revenue passengers and third parties.
4. **Survivor**, a victim who is not fatally injured as result of the aircraft accident.
5. **Victim's family members**, the victim's spouse and/or direct blood or affinity ascendants or descendants and/or next of kin to the sixth grade in the collateral line and/or other persons closely connected to the victim of the accident, in the cases expressly provided by law.
6. **EOC**, is the Emergency Operation Centre where the responsible parties of the airport authority meet to manage activities following an aviation event.
The EOC è composed of: ENAC Airport Manager or his/her delegate, representatives of the airport operating company and representatives of the internal headquarters of the institutional parties in charge of assistance; it may include representatives of the local civil protection structures and, if available, voluntary organisations. The EOC works in close coordination with ENAC Head Quarter's CMT through ENAC's Airport CMT.
7. **ENAC Head Quarter's CMT**, is a structure managed by the Director General, established at the Crisis Room. Its task is to act as a structure at the disposal of ENAC's high-ranking officials if events of major importance and/or severity relating to the air transport sector occur. It is also the contact point between ENAC and the Ministry of Foreign Affairs, the Civil Protection (Italian Situation Room) and other Bodies involved in the event. It is in close contact with ENAC's Airport CMT.
8. **ENAC's Airport CMT**, is an organisational unit aimed at crisis management with particular reference to communication activities.

When a crisis occurs, the CMT takes on a leading role, defining the management and response methods that ENAC must adopt. The Airport CMT consists of:

- The Head of Airports Coordination Directorate;
 - The Airport Manager or his/her substitute (who will get the Crisis Management Team to work);
 - The Press Office Head, who will provide support activities to the Airport Manager or his/her substitute, if the latter were required to issue statements or information related to the event to the press.
9. **Care Team**, consists of components which vary according to the type of incident and the people involved; these can be ENAC representatives, air operators representatives, airport operators and NHS psychologists or third parties, in coordination with the Airport CMT and ENAC Head Quarter. The components of this team, appointed by ENAC, are the only persons authorised to give official information about the accident to the victims and their families.
10. **Interlining**, is a voluntary commercial agreement between individual air operators to handle passengers travelling on itineraries that require multiple airlines.
11. **Wet lease**, aircraft chartering is a leasing arrangement whereby one airline (the lessor) provides an aircraft, complete crew, maintenance, and insurance to another airline or other type of business acting as a broker of air travel (the lessee), which pays by hours operated. The lessee provides fuel and covers airport fees, and any other duties, taxes, etc. The flight uses the flight number of the lessee.
12. **Code Share**, agreement which enables two air operators to integrate their services in order to expand their network and increase the capacity on offer. One air operator (Marketing Carrier) provides its code on a flight operated by the other air operator which maintains its own code on the same flight. Code-share agreements are of two types: a block space (hard-block or softblock) and freeflow.

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For the remaining terms used in this Advisory Circular, refer to the definitions provided in Regulation (EU) no. 996/2010, Regulation (EC) no. 1008/2008, ICAO Annex IX "Facilitation", ICAO XIX "Safety management systems", ICAO Doc. 9998-AN 499 "ICAO Plan

on Assistance to Aircraft Accident Victims and their Families and ICAO Doc. 9973-AN/486, "Manual on Assistance to Aircraft Accident Victims and their Families".

2. MAIN GROUPS AND THEIR ROLES

Following an aviation accident, we can identify 5 major groups involved in assistance to the victims, their families and people involved indirectly:

1. The Government of the country where the event takes place;
2. The Air Operators;
3. The Airport Operators;
4. Third Parties;
5. Family Associations of the victims.

The institutional entities referred to in point 1 in this case are: ENAC, ANSV, Prefectures, Carabinieri, Police, Fire Brigade, Emergency rescue, NHS, Financial Police, State Forestry Corps, Coast Guard, Ministry of Foreign Affairs and the Civil Protection Department. Because of the many institutions involved it is necessary that they develop appropriate protocols for coordinating the preparation and execution of the Plan for the assistance to victims of aircraft accidents and their families.

2.1 ENAC

ENAC is the Italian Civil Aviation Authority that supports victims and their families and has the following functions:

- established the essential contents to draft and edit the "Plan on assistance to aircraft victims and their families" of Italian air operators, which is included in each ERP (Emergency Response Plan);
- drafts and regularly updates as needed the Information Flyer that provides for the rights of the aircraft accident victims and their families, as well as any other necessary information;

- approves, for national air operators, the assistance plan to aircraft accident victims and their families, as provided by art. 21.2 of EU Regulation no. 996/2010;
- supervises and checks that all entities involved in the process of assistance to victims and their families comply with the procedures laid down in their respective plan, in accordance with the essential content;
- identifies, within its own organisation, one or more representatives to employ in the Care Team and appoints the other components at the same time, acquiring the necessary information from the air operator involved.
- Should there be any foreign nationals aboard, through the Crisis Management Team head quarter, ENAC is responsible to contact the Crisis Unit of the Ministry of Foreign Affairs in order to provide the necessary information about the events that took place;
- manages institutional communications activities and maintains relationships with the press, to the best of its ability;
- ensures cooperation with the Judicial Authorities and the ANSV with regard to the investigation about the event;
- ensures the collaboration with the Emergency Management Office – Italy Situation Room of the Civil Protection Department, providing technical knowledge useful for operations, any information concerning the people involved in the accident and useful to assist the victims and their families;
- simplifies the exercise of the rights granted by art. 21.4 and 21.5 of EU Regulation no. 996/2010, for the investigating party or expert assigned by another Member State or by a third-party State that has a special interest in the aircraft accident due to the large number of its own nationals that were killed or seriously injured.

2.2 Other institutions involved in rescue and care

When managing emergency and assisting victims, internal and external agencies act in accordance with the provisions of the Airport Emergency Plan (AEP).

To ensure the coordination of operations, in the event of an accident within the airport area or in the surrounding areas, it is the duty of the head of the airport's Fire Brigade branch to direct the rescue, relief and urgent technical service operations. This therefore takes on the

role of technical director of relief operations until a "safe area" is announced and subsequently entrusting the above responsibility to the health emergency services (118).

Within their respective competences, each entities involved must guarantee the following:

- a) Urgent technical assistance (Fire Brigades);
- b) Medical Assistance (Medical Emergency);
- c) Reconnaissance and triage (Medical Emergency);
- d) Transporting the injured to a dedicated area (medical emergency);
- e) Ambulance support (Emergency);
- f) Rescue operations coordination (Emergency);
- g) Medical and legal operations connected to recovering/transporting and managing mortal remains (Air Health Office and Mortuary Police);
- h) Man the area of the accident: set areas for the wounded, the uninjured and the main entrances to the airport (Police);
- i) Management of recovered personal effects (Police);
- j) Medical assistance to the uninjured (National Health Service);
- k) Psychological assistance to the uninjured (Local Health Authority and third parties);
- l) Assistance to families for body identification (LHA).

If the incident occurs either at sea or in areas non-adjacent to the airport, the overall coordination of relief is assigned according to the current provisions of Italian law and in particular under the directive of the head of the Civil Defence Department of 27 January 2012.

2.3 Air Operators

The Air Operators operating the flight and/or the air operators operating the flight as a result of commercial agreements (Code-Sharing, Interlining, Wet lease) are, in accordance with the provisions of art. 21 EU Regulation no. 996/2010, the main entities in the Plan on Assistance and therefore have an important role within the contingency plan itself. The actions and behaviours during a crisis situation must take into account social, financial and humanitarian aspects of the people involved in the event and of their families through a

uniform and adequate assistance to passengers, crew members and any other victims involved in the disaster area.

The air operator company performs the following functions:

- a) ensures the release of reliable and timely information to the EOC who will be responsible to communicate this to the Airport CMT ENAC;
- b) has its own "*Plan on assistance to victims and their families*" contained in the Emergency Plan for Aircraft Accidents and lists the procedures to be followed by all employees of the company called to get involved in critical situations;
- c) creates Toll-free number (including a dedicated line to callers from abroad), in order to allow family members to enquire about the presence or absence of a families in the passenger list; this task will be carried out jointly with ENAC;
- d) provides a transport service, a safe place decided on together with the management company and every other kind of logistic support needed; it also guarantees that affected family members are safeguarded through a structure that ensures privacy against interference by legal advisers/lawyers, the media or third parties;
- e) provides psychological support through a team of specially trained experts;
- f) in case of flight operated by two or more air operators under Code Sharing, Interlining and Wet lease, both the contractual and the operating operator will have the responsibility to activate their contingency plan for the care of aircraft accident victims and their families;
- g) the contractual or operational air operator involved in the aircraft accident, depending on the choice made by the victim or his/her family member, shall promptly and without delay settle any advance payments set out in art. 28 of the 1999 Montreal Convention for the unification of certain rules for international carriage and in art. 5 of EC Regulation no. 2027/97 of 9 October 1997 on the air operator's liability in the event of an aircraft accident;
- h) starts to make provide the families of the victims, if they so request, impartial and free of charge legal assistance by associations of lawyers to resolve basic issues, such as legal and administrative practices, permission requests and/or documents required by the authorities.



The air operator must provide the list of passengers within two hours of the notification of the accident to the ANSV, to the head of ENAC's Crisis Room and, if necessary, to the medical units which may need information for medical assistance to the victims.

Each air operator must have its own Plan for aircraft accidents that identifies the procedures to be followed by all employees of the own organizations called to be involved in case of critical situations.

It is therefore essential that the staff involved in rescue and support operations is familiar with the contents of the document, in order to prevent that managing a critical event is compromised by a stream of misleading information, incorrect procedures or by unplanned personal initiatives.

In addition to detailed knowledge of the operations contained in the Plan, it is necessary that the organization's staff is regularly involved in training courses and exercises. At the same time, it should be taken into account that aircraft events can be affected by many variables, therefore the Plan cannot account for all possible crisis scenarios.

As a result, when drafting the Plan, the air operator identifies the human and financial resources required to provide adequate assistance to victims and their families depending on the possible scenarios that might arise. The personnel used by the air operator may be its own, own combined with staff of other air operators or qualified third party companies suppliers of ground handling services.

Each air operator will be able to fulfil the obligation to provide assistance to aircraft accident victims and their families, ensuring the preparation of the Plan independently or in cooperation with other air operators, or even through the contribution of third parties service providers involved in the assistance of aircraft accident victims and their families.

One of the main duty of the air operator during the assistance phase concerns the procedures and the criteria to be used to provide information to relatives about the involvement of a loved one in a aircraft accident. To this end, the air operator provides one or more suitably trained people, which ENAC will appoint as the Care Team.

It is essential to find out and remember how the death of a person following the aircraft accident should be notified to the relatives of the victim only by Police officers. It would also be desirable that, in these particular circumstances, law enforcement agencies are supported by the Care Team.

The most efficient tools to establish contact with the families of passengers aboard the aircraft are telephone and e-mail. At the same time, the air operator's website should add a special window advertising the Toll-free number and provide the necessary information.

The air operator must not notify unauthorised third parties the names on the passengers list and has the obligation to verify the recipients of the list copies in order to protect the personal details of those involved in the event.

The air operator has to comply with another obligation of primary importance: arrange transport and accommodation for family members who request them, notifying the departure and arrival airports involved.

As a result of the contact with the victims' families, the air operator, via Care Team, must provide them with all the necessary information relative to the assistance process: in particular, the air operator must, where possible, to communicate the provisions concerning the transport of family members to the scene of the accident and how to address all basic needs.

Advice to the families of the people involved in an accident must also include immediate psychological support with good common sense advice but which can also be provided through a long-term path to a correct psychological recovery.

Where the air operator is unable to provide the assistance required that is due in the early stages of the operation, it will have the obligation, upon commencement of operations at an airport, to formally notify the airport that will take over in aid of the air operator through a commercial agreement, without prejudice to the subsequent operation of the air operator itself. Similarly, the air operator may entrust third parties to carry out such activities subject to specific commercial agreements.

The above legal and insurance support as in point 2.3 h) remains the exclusive responsibility of the air operator which must guarantee its availability.

2.3.1 Toll-free number

The Toll-free number is a tool of fundamental importance to allow families of the persons involved to receive reliable information by appropriately trained personnel.

The toll-free number is provided by the air operators, which will plan its operativeness in advance; the staff employed therein must be qualified and trained to provide the right information, also in Italian.

It is important to stress that, in the event of an accident, a significant number of calls comes from relatives of air operator staff: for this reason, some air operators have considered it useful to activate a call procedure where the staff of the air operator on duty calls, in the event of an accident, to inform the families if they have been affected.

An agent of the toll-free number must be in close coordination with the emergency operations centre and the airport CMT.

The air operator's toll-free number must be clearly visible on the company's website, where there will also be a special section that provides information on the accident.

Even the airport operator, where expressly authorised by the air operator and in accordance with the existing legislation on privacy, will publish on the website of the airport the same information disclosed by the airport operator in order to facilitate the flow of controlled information.

The airport operator, duly trained, upon receiving the call from a relative, must be sure of the real interest that the person has toward the person involved in the aircraft accident, as a family member, aware of the possible presence on board; it is therefore recommended to avoid giving information to strangers that are not legitimately interested.

2.4 Airport Operator

The airport operator plays an important role in the communication phase of the Plan on Assistance to victims and their families; the airport operator, in fact, takes part in the Care Team with the air operator.

Due to the fact that very often the airport of departure or of destination of the aircraft involved in an accident is the first place where families come when looking for information about the accident and their loved ones, the airport operator management of the above airports must develop and find all the logistical and organisational support that might be needed, in adherence to the Airport Emergency Plan.

This is responsible, in addition to what provided for by the respective AEP, to:

- Provide logistics operations to care for the people involved in a aircraft accident and their families, allocate appropriate reception areas, separate from each other depending on whether assistance is provided to pilots and crew members or passengers and their families, providing them with any necessary basic items;
- Distribute the flyer prepared by ENAC and post the posters containing the same information in the departure and arrival areas of the airport, in a clear and visible manner;

- Provide one or more suitably trained people, which ENAC will include in the Care Team;
- Ensure that the privacy of the families of the victims and survivors is safeguarded by providing private and confidential meeting rooms within the airport or just outside it, involving security personnel if necessary to prevent access to unauthorised people:
- Integrate, within its competence, the AEP with indications of this advisory circular.

Finally, it is important that the airport operator ensures effective communication within the airport facilities with especial regard to the entries on the information display, taking into account the type of accident. The management of some of these media should be coordinated with the EOC.

At the same time, it would be desirable that the Airport Operator called for the use of a team of psychologists called in to lend assistance to the people involved in the event and to members of their families on a voluntary basis, as per agreements with the Local Health Authority or third parties.

The airport operator must also provide operative areas and maintenance of the equipment through which the EOC and the Care Team operate.

2.4.1 Arrangement of Assistance Rooms

The Manager should arrange welcoming the people involved in a aircraft accident and their families, assigning suitable reception areas, separate between them that, depending on the type of assistance required, ensure comfort, health care and basic necessities to the members of the crew, passengers, all third parties involved, and their families.

In this case, the AEP must provided suitable locations to accommodate:

- families of those involved in the aircraft accident (family room);
- flight crew and cabin crew members;
- people affected that survived the aircraft accident and that by not having their vital functions damaged and not being in a life threatening position, are able to move independently and do not need health care (unharmed room);
- people affected that survived the aircraft accident that, following the event, have had their vital functions damaged and whose life is therefore in danger and are

unable to move independently and need advanced emergency health care (advanced medical post); AMP is a room equipped by the emergency services 118 to stabilise the patient on site before sending them to the appropriate hospital;

- representatives of all the institutions of the State and of those involved in the management and coordination of relief and post-rescue operations (Emergency Operating Centre); the room must be equipped in such a way to communicate with all the rooms of the emergency plan, with the event site and with the triage area;
- people that died in the aircraft accident and their belongings (room for the deceased); the airport operator management must also ensure the availability of suitable means that guarantee the transport of the families of the victims to the morgue if necessary;
- Journalists in an area as isolated as possible in order to prevent access to sensitive information and contact with the people involved in the accident and their families.

The rooms mentioned above, taking into account the size of the airport can be arranged on an ad hoc basis, while maintaining the conditions for its normal use.

The identification of the above emergency rooms should ensure the protection of the privacy of the families of the people affected. The premises must, therefore, be closed off and provide confidential access to authorised people only through security control, if necessary.

The airport operator must also ensure, for each room, specially trained personnel that is able to record the identity of all the people involved in the accident and their families.

In particular:

- officer/officers in the family room will have to record first and last names of family members who have access to the area, taking care to also record specific information about the family member involved in the incident for whom the family requests information;
- officer/officers in the unharmed room will have to record first and last names of the people that survived the accident, taking care to meet each and every request concerning their basic needs;

- officer/officers to the morgue room will have to record, in coordination with the health care team, the number of victims who have access to the room and their full names (if known);
- officer/officers in the crew room have to record first and last names of the crew members that survived the accident, taking care to meet each and every request (the crew members who are able to move independently and reported no serious injuries must not under any circumstances have contact with the rest of the passengers survived);
- officer/officers in the EOC room that will have to facilitate the flow of information between the rooms and the EOC facilitating and supporting the operations management and coordination, providing for the use of appropriate forms.

All filled-in forms should be sent only by officers to the EOC.

Due to the sensitivity of the care provided in emergency rooms, it is recommended that the airport operator ensures psychological support to their staff.

2.5 EOC - CareTeam

The Emergency Operations Centre (EOC), whose functions are governed by the Advisory Circular by ENAC Apt-18A and subsequent amendments, works in close coordination with the CMT of ENAC's Head Quarter via the airport's CMT.

In order to comply with the coordination of psychological, financial, insurance and legal assistance to victims and their families, the EOC must provide all the necessary information to the Care Team, in charge of releasing official information on the accident to the victims and their families.

ENAC, appoints the members of the team that will be in contact with victims of the aircraft accident and their families; this team is made up, in a combination that varies depending on the type of the accident and the people involved, of ENAC representatives, by representatives of the air operator, airport operators and psychologists of the Local Health Authority and/or third parties, in coordination with the Airport CMT and the Head Quarter of the Italian Civil Aviation Authority, with trained personnel.

The allocated members of the team must have the personal and professional competences needed to the sensitivity of the role, in accordance with the provisions of this Advisory Circular. The members of this group, then, in addition to having suitable language

skills and knowledge and a keen sensitivity, must receive the necessary psychological training (through simulations and tests) to enable them to better address an emergency situation.

The Airport CMT is in close contact with the dedicated representative of the Toll-free number, made available by the air operator, to take the calls of the families of the people involved in the event and to acquire information and details relative to the people on board of the aircraft. It is also in connection with the Technical Director of Relief Operations, the latter identified as the head of the detachment Airport Fire Brigade.

Normally, after the triage and medical treatment steps of the person involved at the Advanced Medical Station (AMP), the patient will be transported to a hospital. In order not to lose information on the health of the patient, the Airport CMT remains in close contact with representatives of the Emergency Services 118 and the AMP.

The dedicated Care Team has the task:

1. To provide to the people affected and their families, all available information about the conduct of relief operations and assistance, in coordination with the EOC via the Airport CMT;
2. To provide the people involved and their families with the information flyer provided in the Appendix of this Advisory Circular.

The members of the EOC and the Care Team must ensure the confidentiality of the collected information and are not allowed to disclose any information about the event.

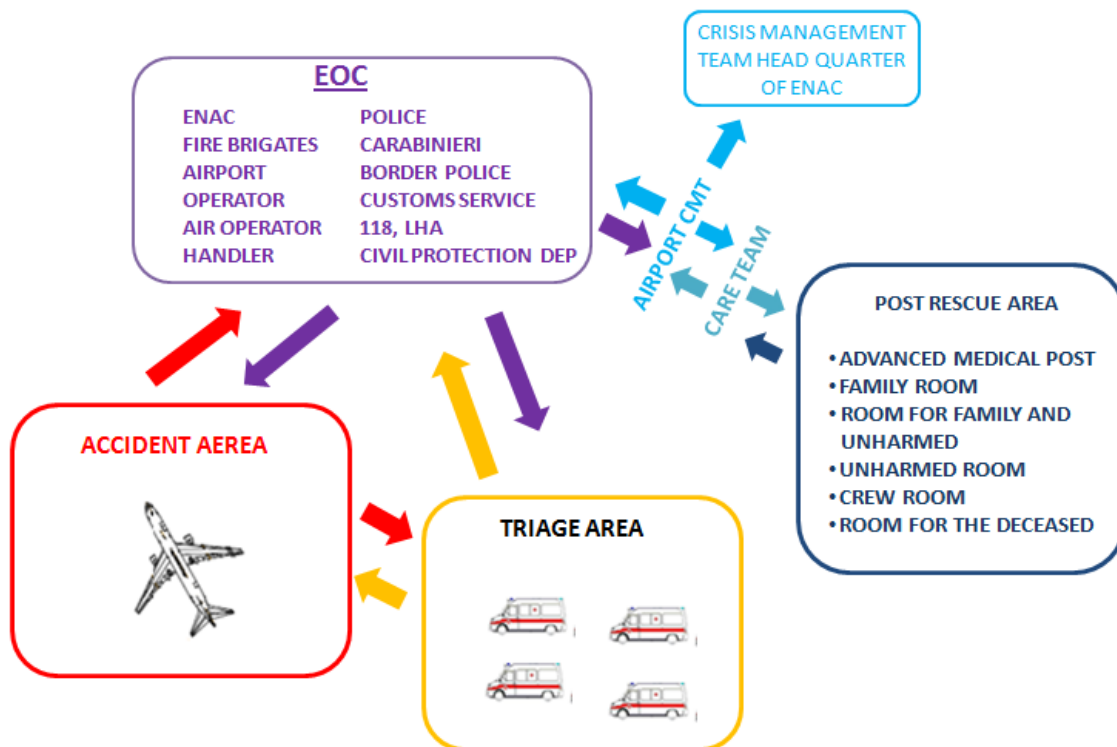
In the event that the accident occurred outside the territory of the Italian State, the Civil Aviation Authority shall designate a Care Team who will collaborate with the Authorities of the State in which the aircraft accident took place. In particular, the Italian Civil Aviation Authority (ENAC) provides the descriptions of this figure when:

1. The aircraft involved in the accident is used by an aircraft operating with a license issued by the Italian State;
2. When on board the aircraft involved in the accident are Italian citizens.

Normally the family member that is closer in line of kinship, must be the first person to whom the news that they were involved in a aircraft accident has to be notified, so it is desirable for families to identify family members (maximum 2) who will entertain relations with the Team Contact for them so as to ensure a smooth and orderly flow of information to other family members.

The Airport CMT and the allocated Care Team must constantly interact with the Technical Director of Relief Operations, through the EOC, so as to have continuous and updated information on the status of the rescue operation to be able to communicate to the people involved in the accident and their family.

The following chart shows the flow of information between the various entities, in the stage following the accident.



2.6 Third parties

When managing the assistance to the victims and their families even third parties make a contribution such ANSV (National Agency for Flight Safety), and non-governmental agencies

and embassies with their consular network. Providing assistance is normally separate from the stage of investigation of the accident.

The CMT's Head Quarter of the Italian Civil Aviation Authority is responsible for keeping the relations with the ANSV in order to receive all necessary information to manage the event, as well as facilitate organisational tasks.

Associations, non-profit organizations, the Red Cross, voluntary associations, foreign associations (if they so decide), with proven experience in dealing with families of victims and survivors of catastrophic events, not only limited to air transport, can provide services such as crisis counselling and support for family members. Their aim, as non-profit organisations, arrange meetings with families who went to the site of the accident and also manage children care. They also provide spiritual and religious care and contact the families who cannot travel to the site of the accident.

Embassies and diplomatic facilities. In the event of a aircraft accident that involved many foreign victims (especially if nationals of a State that is not part of the European Union) it is necessary to establish communication between the Ministry of Foreign Affairs, especially the Crisis Unit of the Foreign Ministry, with the Embassies and Consular offices of the States that involve one or more of their citizens in the event, in order to facilitate the entry and residence of family members of victims in Italy. Furthermore, during the process of identification of people who died in a aircraft accident certain precautions are needed for the return of the bodies across international borders and the final burial of the victims in accordance with the cultural demands communicated by families.

The international nature of air transport requires the involvement of a diplomatic professional figure to create a link that facilitates assistance to families, and that allows to speed up the issuing of visas, permits and documents.

2.7 Family Associations

Given the significant role played by the associations of relatives of the victims' families in the provision of assistance in various forms, to its members and the experience gained in the field, these associations can offer a unique contribution, as well as fundamental in the preparation of emergency plans concerning the assistance to victims of aircraft accidents and their families.

In accordance with the provisions of ICAO, the ENAC establishes a continuous and active collaboration with associations of the families of victims of aircraft accident in order to

use the contribution they have in each sector regarding the assistance to victims of aircraft accidents and their families.

Such associations provide assistance in various forms to the relatives of the victims. They may have a role as to contact government Authorities and air operators. Their role is also important during the commemoration of those who died in the event, as well as organising meetings of psychological and emotional support to the families of victims.

Associations of families of the victims also have an active role in organising conferences and workshops on the safety of air transport, the development of studies and solutions to risk situations, in carrying out research and analysis on the current standards of civil aviation.

3. GUIDELINES FOR MANAGING THE AIR OPERATOR PLAN TO DRAFT A PLAN TO PLAN TO ASSIST VICTIMS AND THEIR FAMILIES AND TO VERIFY ITS EFFECTIVENESS

The concern for the families of the victims and survivors of a aircraft accident, along with the awareness of their needs, have become very important aspects to be managed from a social and political point of view, such as to determine a specific set of regulations in this regard. The sensitivity and complexity of the matter imply that the air operators carefully studies and weight the creating of a Plan on Assistance to the Victims and their families. The primary objective of preparing the plan should therefore be to protect the people involved in the disaster and their families and care for humanitarian aspects One cannot therefore ignore the analysis of the type of assistance to be provided, both immediate and long-term, needed for an effective, homogeneous and prompt intervention.

Air operators have neither resources nor the means to provide full assistance to the victims of air accidents and their families, so they must sign cooperation agreements that suit both parties or with the appropriate other agencies in order to develop an appropriate care plan. In order for a plan to be effective, it must be detailed, weighted and periodically reviewed, since an event like a aircraft accident occurs at short or even zero notice in some cases.

3.1 Main content of the Plan

To develop and implement a Plan, it is necessary to proceed following these steps:

1. Determine the types of accidents for which the plan will apply

2. Determine the types of assistance to be provided
3. Determine the agencies that will provide the assistance
4. Draft the Plan
5. Review the Plan
6. Approve and implement the Plan
7. Exercise and Plan update
8. Plan check upon approval and subsequent amendments

3.1.1 Determine the types of accident for which the plan will apply

The size and scope of a aircraft accident will affect the type of assistance necessary, which must be proportional to the victims or injured. In the case of flights operated between two or more operators with Code Sharing commercial agreements, Interlining, Wet lease, the operating operator and the commercial operator must activate their emergency Plan, as a coordinated effort so as not to leave any gaps in assistance.

The criteria to determine the type of assistance shall be established by:

- Legislation in the State of occurrence
- Human and financial resources available
- The capabilities of the air operator
- The scale of assistance envisaged
- The number of aircraft occupants
- Types of load on board.

3.1.2 Determine the types of assistance to be provided

The assistance that the victims' families expect is normally as follows:

- **Confirmation that the loved one was indeed involved.** It has been calculated that in the 24 hours after an aircraft accident with victims, a dedicated number receives at least 50,000 phone calls. To meet this need, the air operators must, in addition to supplying a Toll-free number, employ personnel who is: plenty, trained and available. The staff should

post the Toll-free number on the website and include a special section that provides useful information.

- **Provide immediate and timely information.** Family members and survivors should be able to find news easily, contacting only the Care Team present at the airport or Toll-Free phone dedicated to emergency.
- **The care, management and return of personal effects (in partnership with the police).** This process is very important because it has the effect of relieving the anxiety caused by the loss of the loved one. If the belongings are returned as quickly as possible, the sense of loss and shock can be reduced. The Plan should also include the procedures for any unclaimed items.
- **Crisis counselling.** This must be provided by experts, adequately trained, prepared and possessing professional requirements, able to counsel the survivors and families about the difficulties of their situation as well as practical measures to help them face things in the best possible way. In providing this type of assistance, one should take into account that the number of people who need it might exceed that of the victims of the accident itself.
- **Immediate financial support** Families must be informed about their right to immediate financial aid to cope with the expenditure and basic needs.
- **Immigration and customs formalities (in partnership with Customs).** Foreign survivors who have lost their documents need particular assistance and *ad hoc* procedures to return to their country of origin immediately (this procedure also applies to deceased persons).
- **Information about the services.** Information about the types of services that will be provided to the survivors must be accurate, therefore must be considered in the planning phase. The services must include: monetary resources for immediate financial needs; logistic assistance for travel, board and lodging; managing personal effects; medical and psychological counselling, funeral services.

- **Logistic Support** Suitable accommodation (e.g. hotel rooms reserved) to host the families of the victims will need to be available. The families of the crew members involved will be welcomed in other structures.

- **Visit to the scene of accident.** For some victims' families it is very important to be able to visit the places of the accident and carry out religious practices. This type of assistance shall be agreed by the operator with the ANSV or its equivalent abroad and, if it is not viable for investigation reasons or other temporary reasons, the operator can provide photographs to families.

- **Privacy and security.** Following a painful event such as the loss of a loved one, family members usually do not want to be contacted by journalists, legal advisers/lawyers and insurers, so their privacy and their security must be protected. If they want to talk to the media and ask for legal advice, their rights must be respected.

- **Legal/insurance consultation.** Families should benefit from impartial legal advice, also thanks to the informative material they received. The associations of victims' relatives on the territory, because of their unique experience, can contribute to such advice, so that the victim or the family will not be deceived by those who might take advantage of the situation.

- **Commemorative ceremonies and memorials.** Air operators must plan the commemorative ceremonies and any memorials together with the families. The associations of victims' relatives present on the territory may contribute to this end.

- **Cultural considerations.** The latter point is a very important factor; in drafting a plan, in fact, we must take into account the cultural and religious differences when approaching the relatives of those involved and their families. If necessary, one may use the services of interpreters.

3.1.3 Determine the staff that will provide the assistance

The staff that will provide assistance should be selected taking into account religious and cultural aspects of the people involved. In the event that the agencies to instruct is either in shock or feel guilty about the loss of a colleague in the accident, this should not be used to

assist so as not to affect its performance. One can also assess the possibility of creating an emergency team with competent personnel together with other air operators (useful in case of Code sharing commercial agreements, Interlining and Wet lease).

3.1.4 Assistance plan draft

The Plan must comply with the applicable legislation. In drawing up the Plan, one may provide for the use of a consultant or a team of experts who have proven experience of accidents as well as the experience and support of associations of family members and relatives of the victims. Finally, stakeholders involved in providing assistance can be also interested.

3.1.5 Assistance Plan Review

The Plan on Assistance, before being submitted to ENAC for its final approval, must be checked and adapted, revised and/or completed as much as possible, if the findings from its implementation so require. To facilitate this task, a work panel involving all participants ought to be set up. This will be followed by a review of the areas where adjustments are needed.

The revision is necessary because it reveals the weaknesses and strengths of the Plan.

3.1.6 Approval, implementation, verification of the Plan as amended

The Plan, once revised, must be submitted to ENAC, which approves the contents. The Plan drafted by operators is approved by the Central Coordination Directorate of ENAC Airports. Any changes must be submitted to the same Directorate for approval.

The air operators will have to submit their Plan within 3 months from the publication of this Advisory circular.

3.1.7 Drills and Plan update

Regular exercises of the Plan are a test needed to identify any unforeseen difficulties. After ENAC has approved the Plan, one must create a work panel to plan exercise in order to

ensure that staff changes and circumstances do not reduce its effectiveness and efficiency. The exercises, coordinated by ENAC, are needed to test and refine the Plan, so that both operators and personnel involved can make the necessary changes.

In particular, the Plan must undergo exercise in order to test its:

- The feasibility of the system for the dissemination of information
- The ability to ensure a safe place for families and survivors
- The coordination of all agencies involved
- Any shared agreements with other companies involved.

The *full scale* exercise must take place at least annually but part of the Plan can be tested every six months. During the exercise it is essential to review the content to ensure the availability of resources needed to provide assistance, and the persistence of professional requirements of the human resources employed. Because not all companies have staff that deals exclusively with the assistance but that is employed in other tasks, employees involved must be temporarily relieved from their post to allow for a Plan implementation exercise. An effective Plan is based on a core composed of qualified persons.

4. VALIDITY

This Advisory Circular shall enter into force from the date of its publication on the own internet website: www.enac.gov.it

Director General
Alessio Quaranta

APPENDIX

Information flyer on the rights in case of aircraft accident

To ensure that victims of aircraft accident and their families are aware of their rights in case of aircraft accident, similarly to what happened to the "*passenger bill of rights*," ENAC has drafted a flyer for their rapid consultation. This document contains the list of rights and all the information needed to tackle the immediate difficulties.

The themes are mostly practical, also relative to economic needs associated with such events. Therefore, the list includes the information on air operator liability in the event of a aircraft accident, the requirement of the advance of money due by the operator and place of exercise, by the victim and his/her family, of the responsibility action to the air operator that operates under a license issued in Italy.

In case of aircraft accident with fatalities, the flyer may be viewed by the user, on ENAC's website, the website of air operators operating in Italy, on the website of the airport operators involved and, locally, in the areas of departure and arrival airports. The flyer will also be made available, in the event of a aircraft accident, by the Care Team for its distribution.

The flyer must be given the widest publicity possible. For this purpose, air operators and travel agents operators, at the time of booking air transport service, shall inform the user on where to find this information flyer, either on paper or in electronic format online.

At the same time, the "Foundation 8 October 2001" has drawn up an emergency check-list that aims to provide tips and tricks such as direct psychological support to survivors, relatives of victims and rescue personnel employed.