

Kingdom of Saudi Arabia

State Safety Program

Issue 2



Document Approval

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This document is intended for use by the Kingdom of Saudi Arabia's State Safety Program (KSA SSP) stakeholders engaged in its implementation. The document illustrates the KSA SSP philosophy, aviation safety management model and governance. The General Authority of Civil Aviation (GACA) represented by the Aviation Safety and Environmental Sustainability sector is responsible for updating and maintaining this document. The scope of this document is confined to KSA aviation safety management aspects.

Approved by

H.E. Abdulaziz bin Abdullah Alduailej
President of General Authority of Civil Aviation
KSA SSP Accountable Executive

Signature: 

Date: 7/10/2024



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Foreword

The Saudi civil aviation industry is witnessing phenomenal growth in response to Saudi 2030 vision. As a result, the Saudi civil aviation strategy, led by the General Authority of Civil Aviation (GACA), was developed in line with Saudi Vision 2030 targets and objectives to ultimately provide a safe and sustainable civil aviation system.

To meet the challenges of an expanding aviation system that is increasing in complexity we must build the necessary capabilities, capacity and infrastructure while maintaining a safe aviation system. The Kingdom of Saudi Arabia (KSA) State Safety Program (SSP) has been implemented to manage national aviation safety risks through its regulations, policies, processes and procedures. Notwithstanding our obligation as a signatory of the Chicago Convention to implement a State Safety Program.

This Program and the policies and processes within this document summarize our commitment to the continued improvement of aviation safety in the Kingdom. As part of the Program, the KSA National Aviation Safety Plan (NASP) details the specific actions and initiatives to be implemented to address the national aviation safety risks and to improve the effectiveness of the Program.

Aviation safety is a shared responsibility and I encourage all KSA SSP stakeholders to actively engage and participate in the Program. Together, we can proactively identify and manage aviation safety risks to protect passengers, the KSA aviation industry, and KSA citizens.

Signature:

H.E. Abdulaziz bin Abdullah Alduailej

President, General Authority of Civil Aviation
KSA SSP Accountable Executive
Kingdom of Saudi Arabia



Introduction

The KSA State Safety Program is an integrated set of regulations and activities aimed at improving safety. It is a management system for regulatory oversight and managing aviation safety in the Kingdom. The Program is implemented based on the provisions contained in ICAO Annex 19 (Safety Management) to the Convention on International Civil Aviation.

The General Authority of Civil Aviation (GACA) has the overall responsibility of implementing the SSP in coordination with the other government agencies that participate in the National Aviation Safety Committee (NASC). The key government stakeholders are GACA and the National Transportation Safety Center (NTSC) who collectively have a duty and accountability for ensuring a safe aviation environment.

The KSA aviation industry plays an important role in the SSP through the implementation and maintenance of their own Safety Management Systems (SMS).

This document summarises the Program including the governance, policies and processes. A SSP Support Manual compliments this document and details the specific processes, procedures and frameworks that support the management of the Program.

Chapter 01

Chapter 1:

State Safety Policy, Objectives, and Resources

1.1 State Safety Policy

The Kingdom of Saudi Arabia (KSA) is committed to improving aviation safety through the KSA State Safety Program. This requires the commitment of all KSA aviation Stakeholders to support this safety policy and operate to the highest possible safety standard.

To this end, the KSA is committed to:

- (1) Develop and implement strategies, regulations, and processes to enable the civil aviation system to operate and grow in a safe manner.
- (2) Develop national policies and regulations in line with the standards, recommended practices, and procedures of the International Civil Aviation Organization (ICAO).
- (3) Adopt a data driven and performance-based approach to aviation safety regulations and oversight activities.
- (4) Continuously monitor the safety performance of the aviation system to identify trends and take action to address areas of greatest safety concern.
- (5) Actively seek out emerging risks and take proactive action to minimize the impact on the aviation system.
- (6) Collaborate and consult with the industry to address safety issues, and continuously improve aviation safety.
- (7) Promote a positive safety culture across the aviation system that encourages the collection, analysis, and exchange of safety information among all relevant industry organizations, with the commitment to using such information for safety management purposes only.
- (8) Ensure sufficient financial and human resources are provided for an effective SSP including safety oversight and investigation functions.
- (9) Provide personnel with the competencies needed to fulfil their safety management responsibilities in an effective manner.

Signature:



H.E. Abdulaziz bin Abdullah Alduailej

President, General Authority of Civil Aviation
KSA SSP Accountable Executive
Kingdom of Saudi Arabia
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1.2 Primary Aviation Legislation

The primary aviation legislation for the Kingdom is the Civil Aviation Law and is amended by Royal Decrees after first being reviewed by the Kingdom's legislative bodies (the Council of Ministers and the Shura Council).

The Civil Aviation Law sets out the statutory laws and regulations to ensure that the regulatory framework in the Kingdom is aligned with the Chicago Convention and ICAO standards and recommended practices (SARPs) set forth in the Annexes to the Convention.

The Civil Aviation Law empowers the government authorities to fulfil their duties and obligations to ensure that the regulatory bodies and the individuals and organisations in the aviation system operate within the Civil Aviation Law. This primarily sits with the General Authority of Civil Aviation (GACA) that is responsible for regulatory oversight and the National Transportation Safety Center that is responsible for the independent investigation of accidents and incidents in accordance with ICAO Annex 13.

The Civil Aviation Law applies to all civil aviation activities and operations within the territory of the Kingdom, and civil aircraft registered in the Kingdom.

Civil Aviation Law, policies, and specific operating regulations of the Kingdom of Saudi Arabia are available on GACA website: <http://www.gaca.gov.sa>

Further detail on the Aviation Legislative Framework is included in Appendix A.

1.3 Specific Operating Regulations

Specific operating regulations are detailed in the GACA Aviation Safety Regulations (GACARs), the GACAR implementation policies, processes, procedures, referred to as the GIPs, and GACA Advisory Circulars (ACs).

The GACARs are based on the ICAO Standards and Recommended Practices (SARPs) and are maintained and updated by GACA to ensure they remain current. Details of the KSA safety regulations, instruments, and other publications are described in Appendix A as well as being accessible on the GACA website: <http://www.gaca.gov.sa>

Further detail on the Specific Operating Regulations is included in Appendix A.



1.4 Guidance Material

GACA recognize the importance of providing guidance material and tools to help inspectors carry out their oversight responsibilities and for the industry to implement the GACARs effectively and efficiently. The guidance material is reviewed and updated as a result of updates from ICAO or feedback from GACA inspectors, accident investigations or industry and are available on the GACA website: <https://www.gaca.gov.sa>.

Further detail on the available Guidance Material is included in Appendix A.

1.5 SSP Governance

The Governance of the SSP is managed through three levels of committees and meetings. It is also important to recognize the role of the aviation industry and how they contribute to the SSP.

The National Aviation Safety Committee (NASC) is established to oversee the coordination, implementation and management of the SSP. The NASC is made up of Government agencies that either have responsibilities in the SSP or have a significant interface with the Program. Further details of the specific functions and responsibilities are detailed later in this section.

The NASC is responsible for monitoring the overall safety performance of the KSA aviation system and ensuring the KSA SSP is fully implemented and remains effective. The coordination and management of the KSA SSP is managed by GACA who also provide a Secretariat role for the NASC.

Figure 1 below presents the governance structure for the SSP.



Figure 1: KSA SSP Governance Model



1.5.1 National Aviation Safety Committee (NASC)

The NASC acts as the primary forum for the KSA SSP aviation safety strategy, policy, and governance. It is accountable for aviation safety in the Kingdom and it meets at least twice a year. The NASC consists of representatives of KSA Government agencies and is chaired by the President of the General Authority of Civil Aviation.

The roles and responsibilities of the NASC are:

- To ensure that there is an effective SSP implemented in the KSA that is managing national aviation safety risks to an acceptable level.
- To monitor the overall safety performance in the aviation system.
- To ensure that there are sufficient resources being provided to ensure that the SSP is implemented and effective.
- To monitor progress of the SSP implementation plan.
- To raise issues from their respective areas of responsibility that could have an impact on aviation safety.
- To endorse SSP related documents including the State Safety Policy, SSP document, State safety objectives and the National Aviation Safety Plan.
- Oversee the continuous improvement of the SSP and the aviation safety culture in KSA.

1.5.2 NASC Secretariate

The primary role is to consider the outputs of the SSP Working Groups (SSP WG) and to make recommendations to the NASC. This will include deciding the issues and decisions to be escalated to the NASC.

The secretariat will also consider and address safety issues that relate to more than a single aviation domain (or working group). The NASC may direct actions and further analysis of issues to the SSP WGs and / or the SRM General Department.

The roles and responsibilities of the Secretariat are to:

- Monitor and review the outputs from the SSP Working Groups and consider what issues need to be escalated to the NASC.
- Challenge the work of the SSP Working Groups to ensure that any identified safety issues and proposed actions are sufficiently analysed and justified.
- Propose safety recommendations and actions to the NASC that support the continuous improvement of the SSP including the safety oversight system.
- Review the safety data analysis summaries and make decisions on safety issues that overlap more than one SSP Working Group.
- Direct actions and further analysis by the SSP Working Groups.



1.5.3 SSP Working Groups (SSP WG)

The four SSP Working Groups that represent the main operating domains. Participants will be subject matter experts from GACA and the KSA aviation industry (technical areas' postholders). Each group is chaired and managed by the General Manager of the respective Department.

The primary role of the Working Groups is to identify national safety risks and issues and recommend the actions and priorities for safety improvement. This will include the analysis of the available safety data and information provided by the SRM General Department. The industry participation in the Working Groups will facilitate the greater exchange of aviation safety-related data and analysis between industry and GACA and provide an important technical and operational input to the SSP.

The Working Groups meet quarterly and report to the SSP Secretariat with up-to-date information on SSP implementation progress including proposals for decision-making, resources allocation, safety promotions plan and conflict resolutions.

The KSA SSP WGs are:

- (1) Aircraft Operations Group - OPS,
- (2) Airworthiness of Aircraft Group - AIR,
- (3) Air Navigation Services Group - ANS,
- (4) Aerodrome and Ground Aids Group - AGA.



1.6 SSP Stakeholders

1.6.1 General Authority of Civil Aviation (GACA)

GACA as the aviation safety regulator for KSA has a key role in the SSP. It is responsible for the coordination of the SSP with all the relevant stakeholders. This includes engagement with ICAO and other State Regulators. H.E the President of GACA is also the KSA Director General for Civil Aviation. In respect of the SSP, the roles and responsibilities for GACA include:

- Coordination of the NASC and acting as the secretariat for the committee.
- Maintaining compliance with ICAO Standards and Recommended Practices, where appropriate.
- Communicating and coordination with all relevant Stakeholders on aviation safety matters in KSA, including ICAO and regional safety organisations.
- Implementing, managing, and maintaining the KSA safety data collection and processing system.
- Maintaining the State safety oversight system in KSA to regulate and oversee that the KSA industry remains compliant with the GACARs.
- Licensing and regulatory functions in respect of individuals and Service Providers for civil aviation operations within KSA and KSA registered aircraft outside of KSA.
- Promoting a just and positive safety culture across the KSA aviation system
- Being accountable for the SSP.

Within GACA the SRM General Department provides the secretariat function for the SSP as well the coordination and management of the SSP including the safety data collection and processing system.

1.6.2 National Transport Safety Center (NTSC)

The Kingdom of Saudi Arabia National Transport Safety Center (incorporating the former AIB) is also a key stakeholder in the KSA SSP. The NTSC is responsible for:

- Carrying out independent accident and incident investigations in accordance with the NTSC accident investigation Regulation (ICAO-Annex-13 compliant).
- Issuing recommendations for safety improvements as a result of its investigations and safety studies.
- Carrying out analysis of the accident and incident data it holds.
- Communicating with GACA on safety issues and when appropriate raising significant safety concerns to the NASC.
- Monitoring the delivery and effectiveness of safety recommendations.

Accident investigation regulations, accident and incident reporting mechanisms and investigations reports are available and may be found on the NTSC website.



1.6.3 Industry

The KSA aviation industry organisations are all key stakeholders in the KSA SSP. They contribute to the SSP by feeding safety data and information into the SSP. Where applicable, this is achieved through their own Safety Management Systems.

In respect of the KSA SSP industry organisations are responsible for:

- Maintaining compliance with the GACA regulations
- Submitting both mandatory and voluntary occurrence reports to GACA.
- Providing GACA with relevant safety performance information
- Actively participating in safety initiatives and actions detailed in the NASP.
- Volunteering and actively participating in SSP working groups when requested.
- Make recommendations to GACA on regulatory improvements.

1.6.4 Other Key SSP Stakeholders

There is close collaboration between the KSA Military and GACA and includes the sharing of relevant safety data and information related to civil aviation. The Ministry of Defence and the Ministry of the National Guard are both represented on the NASC to raise and discuss issues that may crossover between the military and civil aviation activities.

There is a SAR Committee for the management and coordination of Search and Rescue operations.

Appendix B presents a list of standalone memoranda of understanding (MoUs) between KSA SSP stakeholders if required which aim to ensure roles, responsibilities and relationships are clearly articulated.

1.7 KSA State Safety Program Safety Objectives

KSA has established State Safety Objectives for the KSA aviation system. The objectives are developed by the GACA SRM General Department in collaboration with the SSP Working Groups and presented to the NASC for their endorsement. They are reviewed annually by the NASC to ensure that they remain relevant.



Actions to achieve the objectives and State Safety Performance Indicators to monitor the effectiveness are established and detailed in the KSA National Aviation Safety Plan. The GACA SRM General Department will monitor the State Safety Objectives and State Safety Performance Indicators and provide regular progress reports to the SSP Committees and Working Groups. KSA aims to achieve the following objectives:

- (1) No fatal accidents in commercial air transport where the KSA has State oversight responsibility.
- (2) To achieve continuous improvement in safety performance across the KSA aviation system through the effective implementation of safety management principles.
- (3) To have implemented an effective SSP that ensures national aviation safety risks are being managed to an acceptable level.
- (4) To ensure that the safety oversight system is performance based and aligned with ICAO Standards and Recommended Practices.
- (5) To achieve a reduction in aviation risk through an improvement in the aviation safety culture and strengthened cooperation and collaboration with industry stakeholders.
- (6) To be the leading authority on aviation safety regionally and support regional safety improvement initiatives.
- (7) To ensure that dynamic changes in the KSA aviation system are continuously managed safely, efficiently, and effectively

1.8 Qualified Technical Personnel

KSA SSP training program requirements are laid out in the GACA Aviation Safety Inspectors Training Manual. This is to ensure that GACA staff have the appropriate level of competence to fulfil their roles and responsibilities in the SSP. The training program comprises of initial, recurrent, and on-job training. KSA SSP Training includes SMS assessment training for those inspectors involved in the oversight of SMS. The NTSC has its own training program to provide appropriate training to its investigators.

1.9 Continuous Improvement of the SSP

To ensure that the KSA SSP is kept up to date and remains relevant, the Program will be reviewed annually by the SRM General Department and the NASC. The SRM General Department will carry out the initial review and present recommendations to the NASC.

This will include a review of the following documents and activities:

- The SSP Document and the supporting manual and procedures.
- KSA National Aviation Safety Plan.
- State Safety Policy.
- State Safety Objectives and the relevant safety performance indicators.
- SMS Guidance material, tools and procedures.

Chapter 02

Chapter 2:

State Safety Risk Management

KSA aviation Safety Risk Management (SRM) is a key component of the Safety Management System (SMS) that includes hazard identification, risk assessment, risk mitigation, and safety risk acceptance at a State level. This function is continuous and is a shared responsibility between KSA SSP stakeholders and the aviation industry.

2.1. Licensing, Certification, Authorization, and Approval Obligations

GACA issues licenses, certifications, authorizations, exemptions, and/or approvals to aviation industry personnel and aviation service providers in accordance with the GACARs and the GIPs. Certificate holders are responsible for maintaining compliance with the applicable GACARs.

2.2. Safety Management System Requirements and Applicability

GACA has issued the regulatory requirements for SMS implementation in GACAR Part 5 and this applies to the civil aviation service providers as detailed in Appendix C. The SMS is initially accepted and then continuously monitored by GACA as part of the State safety oversight system.

2.3. Accident and Incident Investigation

The NTSC is independent from GACA and the aviation industry to ensure there are no conflicts of interest. The NTSC has the responsibility to investigate aircraft accidents and serious incidents in accordance with the NTSC accident investigation Regulation (ICAO-Annex-13 compliant). The NTSC may also investigate other incidents or reports that have the potential to result in an accident or serious incident.

GACA carry out investigations for accidents, incidents and events that have been reported through the occurrence reporting system. The objective of the investigation is to identify causal and contributing factors so that actions can be taken to prevent reoccurrence.

The results and recommendations of accident and incident investigations carried out by the NTSC and GACA are analyzed to identify safety risks and issues. This ensures the lessons learnt from accident and incidents are shared and addressed in the NASP.



2.4. Hazard Identification and Safety Risk Assessment

2.4.1 Hazard Identification

An important part of the KSA SSP is the need to identify the specific and unique hazards within the KSA aviation system. This requires all KSA aviation stakeholders to identify hazards and safety issues and contribute safety data and information to the KSA SSP.

GACA is developing a National State Safety Risk Register based on the hazards and safety issues identified through the SSP. GACA and the NTSC, collect, and analyse safety data from multiple sources that is used to populate the national hazard register. Hazard identification sources include:

Mandatory and Voluntary Safety Reporting

KSA encourages all KSA aviation organisations to proactively report hazards and safety issues to GACA. The methods and procedures for reporting aviation occurrences are described in GACAR Part 4. This requires all KSA Stakeholders to report occurrences to GACA and aircraft accidents and incidents to the NTSC. Voluntary safety reporting includes potential hazards, errors, and near miss events that could have resulted in an accident or serious incident.

KSA recognizes the important role that safety culture plays in encouraging individuals and organization to report hazards, safety issues and occurrences. KSA has an aviation safety enforcement policy (see Appendix D and considered further in Appendix A) that applies the principle of just culture where reporters are not prosecuted or punished, except in those cases in which their actions have been reckless, or grossly negligent.

Safety Data and Information from Accident and Serious Incident Investigations

Aircraft accidents, serious incidents and incidents are investigated by the NTSC. The NTSC analyses the outcomes of the investigations to identify common human and organizational factors. The NTSC shares preliminary and final aircraft accidents/incidents reports with GACA.

GACA Surveillance Activities

GACA surveillance activities are another important source for identifying hazards. Each department responsible for regulatory oversight should identify hazards and safety issues through its surveillance activities and the analysis of non-compliance findings. This includes the analysis of findings and the results of the performance-based oversight processes.

SSP Working Groups

The SSP Working Groups are made up of subject matter experts from GACA and industry and may also identify hazards from the safety data and information that they review and discuss.

GACA SRM General Department

The GACA SRM General Department collects and analyses safety data and information from all sources including regional and global data sources. This analysis may identify hazards from unusual or unexpected trends in State Safety Performance. This would be raised with the relevant General Department and discussed at the relevant SSP WG meeting. The SRM General Department also collects and analyses data related to incidents and breaches of aviation regulations on the territory of KSA or performed by KSA service providers outside of KSA.



2.4.2 Risk Assessment

The GACA SRM General Department carries out the initial risk assessment on all occurrence reports to determine the level of risk. The risk assessment and the level of risk contributes to the SSP. Higher risk occurrences will be shared with other relevant GACA General Departments for further analysis and investigation. Risk mitigations are decided by the relevant SSP WG and when appropriate included in the NASP.

The NTSC also carries out risk assessments of incidents using the Event Risk Classification Scheme.

In addition, Industry organisations carry out risk assessments as part of their SMS.

2.5. Safety Data Collection and Processing System (SDCPS)

A Safety Data Collection and Processing System (SDCPS) has been established in the KSA for capturing, storing, aggregating, and allowing for the analysis of safety data and information. This system consists of various databases that centralize the safety data and information available for analysis. The GACA SRM General Department are responsible for managing the SDCPS and carrying out the analysis of the available safety data.

The SRM General Department provides a summary report of the safety analysis and information collected from the SDCPS to other relevant GACA General Departments and the SSP WGs. The Groups will identify any safety issues and propose actions to address them. The Groups will also decide on whether any of the safety data and information needs to be escalated to the NASC through the NASC Secretariat.



2.6. Safety Data and Safety Information Confidentiality and Protection

GACA and the NTSC apply the appropriate protection to safety data and information received from both voluntary and mandatory safety reporting systems and related sources in accordance with GACAR PART 193. KSA will only use safety data or safety information collected, stored or analysed for the purpose of maintaining or improving safety, unless it is determined, in accordance with GACAR Part 193, that a principle of exception applies.

No information derived from SDCPS shall be used as the basis for punitive enforcement action.

2.7. KSA National Aviation Safety Plan

The KSA National Aviation Safety Plan (NASP) is the output of safety risk management processes. The plan provides a risk picture of the aviation safety system in KSA and details the actions needed:

- to address the most significant hazards and safety risks,
- to improve safety across the KSA aviation system,
- to implement and continuously improve the SSP.

The plan is aligned with KSA Vision 2030 “To create a safe and secure aviation environment in accordance with the most rigorous international safety standards and build a modern aviation infrastructure and system that offer consistently safe and state-of-the-art service air transport sector”.

The actions in KSA National Aviation Safety Plan are monitored and tracked by the GACA SRM General Department who will provide progress updates to the SSP Working Groups and NASC. The NASC is responsible for ensuring that the actions in the NASP are progressed and are appropriately resourced.

Chapter 03

Chapter 3:

Safety Assurance and Oversight

GACA has put in place appropriate monitoring processes and activities to provide assurance that the safety processes and safety risk controls as part of the SSP are effective. It includes the regulatory oversight of the aviation system and the use of safety performance monitoring. It requires service providers to implement SMS and monitor its own safety performance and share the outputs (safety data and information) with GACA as an input to the SSP.

3.1. Surveillance and Oversight

GACA conducts performance-based oversight that includes inspections, surveys, audits, assessments, meetings and monitoring activities on a continuous basis.

The performance-based oversight allows for prioritization of oversight activities based on safety performance data and information collected and analysed by GACA. This ensures that the safety oversight targets the areas of greatest safety concerns and also recognizes high performing organisations.

3.2. Performance Based Oversight

GACA recognizes the need to make the transition to a performance-based approach to safety oversight. This transition is reliant on the collection and analysis of safety data and information. The KSA performance-based oversight approach takes into consideration:

- (1) An organization's risk profile
- (2) An organization's safety performance
- (3) The results of GACA surveillance activities
- (4) The effectiveness of an organization's SMS and quality management system
- (5) The relevant sector risk profile
- (6) The organization's safety culture
- (7) NASP priorities



3.3. State Safety Performance

State safety performance is continuously monitored and measured by GACA through the State SPIs and its regulatory oversight activities. The analysis of the State safety performance is provided to the NASC and SSP WGs as well as being used for performance-based oversight. This will influence the actions defined in the KSA National Aviation Safety Plan (NASP) and is also used to monitor the effectiveness of NASP actions and safety enhancement initiatives.

GACA uses the available safety data and information collected from the SMS of Service Providers, GACA surveillance findings, occurrence reports, accidents and serious incidents to develop State Safety Performance Indicators (SPIs) used to monitor State Safety Performance.

State SPIs are established to monitor the achievement of the State Safety Objectives and these are included in the NASP. The State SPIs are shared with the SSP WGs and the NASC to enable data driven decisions for mitigating risks and assessing the effectiveness of those mitigation actions. Safety performance monitoring should lead to actions that lead to the continuous improvement of the KSA SSP. This includes updates to regulations and guidance, targeted oversight activities and safety promotion activities.

State SPIs will be regularly reviewed by GACA to ensure that the right indicators are being measured and monitored. This will consider the quality and reliability of the safety data being used to develop the SPIs. If appropriate, the GACA SRM General Department or the SSP WGs establish Safety Performance Targets (SPTs) or alert levels for the selected SPIs. Any changes in the SPIs or SPTs will be recommended to the NASC for their agreement.

Service providers are to define safety performance indicators as part of their SMS. The selection of SPIs should reflect the operation and should be established to measure the achievement of the Service provider's safety objectives taking into consideration any relevant State SPIs.

GACA will regularly review the safety performance measurements as part of its ongoing oversight activities to ensure that they remain relevant, are aligned with their safety objectives, and address any significant safety risks and issues.

Chapter 04

Chapter 4:

State Safety Promotion

KSA aviation safety promotion is delivered by GACA on behalf of the NASC. A communication strategy details the different means to communicate safety information between the different stakeholders. This strategy recognizes that safety communication is two way and includes how GACA promulgates safety communication to stakeholders but also the need for feedback and for stakeholders to share safety information with GACA and the NTSC.

Safety communication is a continuous activity with the aims of:

- (1) Boosting aviation safety culture across the entire KSA aviation industry,
- (2) Facilitating the sharing of safety information among service providers.
- (3) Supporting safety training and education initiatives that improve the competencies of aviation personnel both within the state aviation authorities and industry.
- (4) Communicating safety critical information in a timely manner.
- (5) Communicating regulatory changes in advance.

4.1. Internal Communication and Dissemination of Safety Information

The NTSC and the GACA SRM General Department will provide the SSP WG with information on identified safety issues.

Safety management training is provided to all key personnel involved in the SSP. This includes participants of the NASC, SSP WGs and GACA personnel involved in the oversight of SMS.

All personnel in the government agencies involved in the SSP will be made aware of the KSA SSP and how they can contribute towards it.

4.2. External Communication and Dissemination of Safety Information

When safety issues are identified through the SSP that may be of interest to other States, such information shall be forwarded to them as soon as possible. Prior to sharing such information, the data protection and conditions detailed in GACAR Part 193 will be followed.

If safety issues are identified through the SSP that are considered to be of interest to the KSA aviation industry this will be promulgated through different mediums depending on the significance and urgency of the issue. Prior to sharing such information, the data protection and conditions detailed in GACAR Part 193 will be followed.

GACA will promulgate safety information by:

- Safety seminars and conferences
- Safety notices and bulletins
- Operational Directives
- Guidance and information that is published at the website: <http://www.gaca.gov.sa>.

Appendix

A

Appendix A:

Aviation Legislative Framework

Primary Aviation Legislation [Annex 19 - 3.2.1]

The Kingdom of Saudi Arabia (KSA) has a national aviation safety legislative framework supported by the necessary operating regulations to implement the Chicago Convention and its Annexes.

[Annex 19 - 3.2.1.1] The KSA's Civil Aviation Law 2005 ("the Law") is the Kingdom's primary aviation legislation, issued pursuant to Royal Decree No. M/44, 18 Rajab 1426H/23 August 2005.

It empowers GACA as the regulatory authority to be solely in charge of all civil aviation affairs in the Kingdom, including undertaking all telecommunications services related to aviation safety and air traffic regularity. GACA is empowered to issue the Implementing Regulations and decisions necessary for the implementation of the provisions of the Law. It is responsible for the implementation of the Law and those Implementing Regulations, whose provisions derive from the Law. Provisions of, and Annexes to, the Chicago Convention, and all other international treaties on civil aviation to which the Kingdom is party, are deemed supplements to the Law.

The Law applies to civil aviation activities and operations within the territory of the Kingdom, civil aerodromes and air carriage facilities, civil aircraft registered in the Kingdom, State aircraft other than military aircraft, and any aircraft registered in a foreign country and operated or maintained by a Saudi national.

[Annex 19 - 3.2.1.2, Appx 1.1.1] The Law provides for the regulation of aviation safety, including the powers vested in GACA in the event of non-compliance with Implementing Regulations, or when it is assessed that there are potential safety risks to the civil aviation system and other areas pertaining to civil aviation. KSA has established an enforcement policy that specifies the conditions under which service providers with a safety management system are allowed to deal with and resolve safety event internally, to the satisfaction of GACA. The policy can be found at Appendix D.

[Annex 19 Appx 1.1.2] The Law provides authorised representatives of GACA access to aircraft, operations, facilities, personnel and associated records, of individuals and organisations performing aviation activities.

The Law formerly provided for the establishment of a Bureau of Investigation, the AIB, under the GACA Board of Directors, to undertake accident and incident investigation. The AIB is now part of a new multi-modal accident investigator, the National Transportation Safety Center.

[Annex 19 - Appx 1.1.1 note] The Law is amended by Royal decree after first being reviewed by the Kingdom's legislative bodies, the Council of Ministers and the Shura Council. The legislative bodies are currently reviewing proposed amendments that include provisions on a National Safety Program supervised by GACA, the formation of the National Committee for Civil Aviation Safety and high-level provision requiring service providers to implement safety management systems and policies. These amendments reflect the requirements of Annex 19 to the Chicago Convention on Safety Management.



Specific Operating Regulations [Annex 19 - 3.2.2]

[Annex 19 – 3.2.2.1 and Appx 1.2] GACA’s specific operating regulations, the GACA Aviation Safety Regulations (GACARs), are derived from powers vested in the Board of Directors to issue Implementing Regulations under Article 179 of the Law. The GACARs are based on the requirements of ICAO’s Standards and Recommended Practices (SARPs). KSA has filed no differences with ICAO against any SARPs. The GACARs are also based on operating regulations developed by the United States Federal Aviation Administration (the FAA) and other authorities, which are themselves SARPs compliant. Additional or alternative sources may also be used for this purpose in due course, such as EASA’s Implementing Regulations in certain technical domains.

[Annex 19 – Appx 1.2 note] The safety regulatory regime consists of the GACARs, GACA Regulatory Circulars (which have the same regulatory force as the GACARs), GACAR Implementation Policies, Processes and Procedures (the GIPs), GACA Advisory Circulars (ACs) and GACA Safety Bulletins. These are described in more detail below and are also accessible on the GACA website: <http://www.gaca.gov.sa>. GACA is also empowered under the Law to issue Government Orders necessary to exercise the powers set forth in the Law, being instructions to airlines with respect to engaging in activities within the State territory.

The regulatory regime includes the NTSC Regulations, based on Articles 107 to 119 of the Law and ICAO Annexes 13 and 19. This addresses the independence of the NTSC, the assurance of independence in the conduct of its investigations, the empowerment of inspectors, the protection of certain NTSC records, and the immediate notification of accidents and serious incidents. It provides that the NTSC will support the implementation of the Kingdom’s SSP primarily through granting GACA access to the NTSC’s accident and incident database.

The NTSC Regulation is periodically reviewed to reflect the latest updates to the Kingdom’s civil aviation legislative and regulatory framework as well as ICAO Annexes 13 and 19. A complete revised edition incorporating all amendments is published periodically.

[Annex 19 – 3.2.2.2] GACA periodically reviews the GACARs, guidance material and implementation policies to ensure that they remain relevant and appropriate, in particular with respect to ongoing and timely SARPs compliance. GACAR Part 11 (General Rulemaking Procedures) prescribes the rules governing the issuance, amendment, and repeal of the GACARs.



Safety Regulations, Instruments, and other Publications

KSA's Civil Aviation Law 2005 is supported with specific operating regulations and other instruments and publications, including:

1. The GACA regulations (GACARs) include safety regulations covering personnel licensing, flight operations, airworthiness, aerodromes and ground handling, air navigation services and airspace. The coverage of other regulations includes occurrence reporting, safety management systems, compliance enforcement procedures and protection of submitted safety data and safety information. They are issued and revised by GACA under the responsibility of H.E the President of GACA. They are published on the GACA website.
2. GACA Regulatory Circulars are issued by H.E the President of GACA whenever deemed required. They have the same regulatory force as the GACARs. All GACA Regulatory Circulars are published on the GACA website. In addition, those relating to Aviation Standards are also published on the GACA Aviation Standards webpage.
3. Accident Investigation Regulations cover the discharge of the Kingdom's responsibilities and functions under ICAO Annex 13 and 19. The regulation was issued and revised by the NTSC under the responsibility of the NTSC's Chairman of the Board of Directors.
4. GACAR Implementing Policies, Processes, and Procedures (GIPs) contain mandatory policy and procedures guidance for Aviation Standards inspectors, engineers, and specialists. It also provides the required information to all regulated entities under the GACARs on the GACARs implementation policies, processes, and procedures that are applied to those entities by GACA. These include detailed supporting procedures, forms, guidelines and specifications to the relevant GACARs, for uniform application determined to be necessary for safety.
5. GACA Advisory Circulars (ACs) provide recommendation and guidance for compliance with the GACARs. They illustrate an acceptable means, but not necessarily the only means, of complying with the GACARs. They explain certain regulatory requirements by providing interpretative and explanatory material. Generally informative in nature, they are neither binding nor regulatory.
6. GACA Safety Bulletins (SBs) contain important safety information and may include recommended actions. They are not meant to bind the public in any way but are intended only to provide clarity to the public regarding existing requirements under the GACARs. They are issued by GACA to disseminate information as quickly and clearly as possible.
7. Forms and miscellaneous documents provide guidance and customised information in a designated subject area or show a method for complying with related GACARs. These include GACA Job Aids, a form of guidance material which sets out information useful to the aviation industry e.g., summarising licence privileges, determining flight operating rules and approval requirements for LVOs. They are summaries of GACARs prepared to assist aviation personnel in better understanding the regulatory requirements that apply to their daily work.

More about aviation safety regulations and associated requirements and guidance material including KSA SSP policy and objectives are found at <https://gaca.gov.sa>.

Appendix

B

Appendix B: List of Suggested Standalone MoUs Between KSA SSP Stakeholders

MoU	Objective
GACA - NTSC	Describes KSA SSP protocols of cooperation and aviation safety data sharing and protection while maintaining independence and capacity to exercise specific roles and responsibilities - including the following up by GACA of NTSC safety recommendations
GACA - CST	Describes KSA SSP roles and responsibilities, risk management and mitigation, aviation safety data sharing and protection, interactions, obligations, and SAR operations.
GACA - Military Aviation	Describes KSA SSP roles and responsibilities, risk management and mitigation, aviation safety data sharing and protection, interactions, and obligations; the promotion of aviation safety and airworthiness between GACA and Military aviation and provides a high-level basis for cooperation and harmonization. It describes how civil and military regulatory system outcomes are used to improve safety, efficiency, consistency, and airspace capacity utilization.
GACA - Joint Center for Research & Development of Air Transport Safety	Describes KSA SSP roles and responsibilities, risk management and mitigation, aviation safety data sharing and protection, interactions, obligations, R&D activities, aviation safety studies, analysis and proposals for current and future improvements based on observed trends and emerging aviation hazards. MoU also specifies common training and educational activities.
GACA - Ministry of Sport	Describes KSA SSP roles and responsibilities, risk management and mitigation, aviation safety data sharing and protection, interactions, and obligations. Provides a high-level basis for cooperation and harmonization between GACA and MoS.
NTSC - Ministry of Justice	Describes advance enforcement arrangements between the NTSC and the Ministry of Justice, including protection of safety data and information as described in GACAR Part 193.
GACA - Ministry of Justice	Describes how safety data and information may be shared by GACA in accordance with the exceptions described in GACAR Part 193. This includes how GACA can support prosecutors with expert technical evidence if required; and how the MoJ can support GACA with any information relevant to GACA's oversight responsibilities
GACA - Ministry of Transport	Describes the roles and responsibilities between GACA and the Ministry of Transport in respect of the SSP. It also provides clarity on the Ministry's involvement in strategic and operational decision making, both on the GACA Board and more generally.

Appendix

C

Appendix C: Requirements for the Service Providers' SMS

Service Providers	Regulations and Website
Civil aviation training centers certified under GACAR Parts 141 or 142 and 143 and authorised to conduct flight training operations.	Information in GACAR Part 5, Paras 5.1(c) and (d) can be found on the GACA regulations website.
Aircraft operators certified under GACAR Part 119 and authorized to conduct air operations under GACAR Parts 121, 125 or 135	Information in GACAR Part 5, Para 5.1 (a) can be found on the GACA regulations website.
Helicopter operators certified under GACAR Part 119 and authorized to conduct air operations under GACAR Parts 121, 125 or 135	Information in GACAR Part 5, Para 5.1 (a) can be found on the GACA regulations website.
Maintenance organizations, including foreign repair stations located outside KSA, certified under GACAR Part 145, and authorised to conduct maintenance on aircraft or helicopter operators engaged in commercial air transport	Information in GACAR Part 5, Para 5.1 (e) and (f) can be found on the GACA regulations website.
Aircraft, engine, propeller type design or manufacturing organizations certified under GACAR Part 21 serving aircraft or helicopter operators engaged in commercial air transport	Information in GACAR 5, Part 5, Para 5.1(i) can be found on the GACA regulations website.
Air navigation services providers certified under GACAR Part 170 and providing services under GACAR Parts 171, 172, 173 or 175	Information in GACAR Part 5, Para 5.1 (h) can be found on the GACA regulations website.
Aerodrome operators (except heliports) certified under GACAR Part 139 and authorised to conduct aerodrome operations	Information in GACAR Part 5, Para 5.1 (b) can be found on the GACA regulations website.
Ground Service Providers certified under GACAR Part 151 and authorised to provide ground services	Information in GACAR Part 5, Para 5.1 (g) can be found on the GACA regulations website.

Appendix

D

Appendix D:

Aviation Safety Enforcement Policy

This aviation safety enforcement policy is promulgated by the General Authority of Civil Aviation (GACA) of the Kingdom of Saudi Arabia (KSA) under the authority granted in Article 179 of the Civil Aviation Law 2005.

A. PURPOSE

The KSA's aviation safety enforcement policy is aimed at promoting compliance with aviation safety regulations and requirements through enforcement functions in an equitable manner. The implementation of safety management systems (SMS) requires GACA to have a fair and discretionary enforcement approach in order to support the KSA State Safety Program's Safety Management framework. This enforcement policy and associated enforcement procedures allow service providers to deal with, and resolve, certain events involving safety deviations, internally, within the context of the service provider's SMS and to the satisfaction of GACA. Intentional contraventions of the Civil Aviation Law and the GACA Regulations (GACARs) will be investigated and may be subject to Remedial Certificate Actions and Orders and/or Punitive Actions where appropriate. The enforcement framework considers and distinguishes between premeditated violations and unintentional errors or deviations. It is intended to take account of the actual conditions and circumstances surrounding a violation or act of non-conformance.

This enforcement policy and associated enforcement procedures apply to all GACA regulated entities under GACARs 21 and 43 and companion regulations for Airworthiness, GACAR 91 and companion regulations for Flight operations, GACAR 139 and companion regulations for Aerodromes and ground handling, GACARs 61, 64, 65 66 and 67 for personal licensing and GACARs 141, 142, 143, 144 and 147 for Training, GACAR 170 and companion regulations for Air navigation services derived from ICAO Annex 1 — Personnel licensing; Annex 6 — Operation of Aircraft, Part I — International commercial air transport — Aeroplanes and Part III — International operations, — Helicopters; Annex 8 — Airworthiness; Annex 11 — Air traffic services, and Annex 14 — Aerodromes, Volume I — Aerodrome design and operations).

B. POLICY

Information derived from safety data and processing systems (established by GACA or under a certificate holder's SMS) relating to reports classified as confidential or voluntary shall not normally be used as the basis for punitive enforcement action.

All KSA SSP applicable service providers will establish, maintain, and adhere to an SMS that is commensurate with the size, nature and complexity of the operations authorized to be conducted under their approval/certificate. They are expected to have an acceptable process in place to manage their own routine safety and quality non-conformances. To maintain this enforcement policy that supports the implementation and ongoing oversight of SMS, the GACA inspectors will maintain an open communications channel with service providers.



When a service provider operating under an SMS unintentionally contravenes the KSA Civil Aviation Law safety-related provisions and the relevant GACARs, specific review procedures will be used. These procedures will allow the GACA inspector responsible, for service providers' safety oversight, the opportunity to engage in dialogue with the SMS-approved organization. The objective of this dialogue is to agree on proposed corrective measures and an action plan that

adequately addresses the deficiencies that led to the contravention and to afford the service provider a reasonable time to implement them. This approach aims to nurture and sustain effective safety reporting, whereby service providers' employees can report safety deficiencies and hazards without fear of punitive action. A service provider can, therefore, without apportioning blame and without fear of enforcement action, analyse the event and the organizational or individual factors that may have led to it, in order to incorporate remedial measures that will best help prevent a recurrence.

Notwithstanding the previous protection statements, and in accordance with GACAR Part 13.47, immunity from punitive action may be denied if:

- There is evidence of intentional violation of the GACAR or a deliberate effort to conceal noncompliance;
- or
- The regulated person has, in the past 5 years, had the same or closely related violations.

GACA shall, through the department responsible for the oversight of the service provider, evaluate the corrective measures proposed by the service provider and/or the systems currently in place to address the event underlying the contravention. If the corrective measures proposed (including any internal actions) are considered satisfactory and likely to prevent recurrence and foster future compliance, the review of the violation should be concluded with no further punitive enforcement action by the regulator. In cases where either the corrective measures or the systems in place are considered inappropriate, GACA shall continue to interact with the service provider to find a satisfactory resolution that would bring the service providers back into compliance and prevent enforcement action. However, in cases where the service provider refuses or is unable to address the event and provide effective corrective measures, GACA shall consider taking enforcement action (including Remedial Certificate Actions and Orders, Punitive Actions or other administrative action) as deemed appropriate.

GACA has a range of enforcement procedures in order to effectively address breaches of aviation regulations and requirements under the KSA Civil Aviation Law and GACARs, in light of different circumstances. These may range from a genuine misunderstanding of the regulations to a deliberate disregard for aviation safety. The enforcement procedures may result in a variety of actions, such as counselling; remedial training; variation, suspension or cancellation of authorizations or certification; or penalties and punishments for violations.

Enforcement decisions shall not be influenced by personal conflict; personal gain; considerations such as gender, race, religion, political views, or affiliation; or personal, political, or financial power of those involved.



C. PROPORTIONALITY OF RESPONSES

Compliance decisions must be proportional to the identified breaches and the resulting safety risks they underlie, based on three principles:

- (1) GACA shall act against those who consistently and deliberately operate outside civil aviation regulations;
- (2) GACA shall seek to educate and promote training or supervision of those who show commitment to resolving safety deficiencies; and
- (3) GACA shall give due and equitable consideration to distinguish premeditated violations from unintentional errors or deviations.

D. NATURAL JUSTICE, SAFETY CULTURE AND ACCOUNTABILITY

Enforcement decisions must be fair and follow due process, be transparent to those involved, take into account the circumstances of the case and the actions and attitudes of the service provider or individual when considering action. It must also be consistent in the actions and decisions for similar circumstances and be subject to appropriate internal and external review.

E. EXCEPTIONS

None. The KSA aviation safety enforcement policy is an overarching policy subject only to the provisions of GACAR Part 13 and GIP Volume 13 which apply in conjunction with it.

Signature:

H.E. Abdulaziz bin Abdullah Alduailej

President, General Authority of Civil Aviation
KSA SSP Accountable Executive
Kingdom of Saudi Arabia
Effective Date: 7/10/2024

Appendix

E

Appendix E:

Abbreviations

AIB	Aviation Investigation Bureau - KSA
ACs	Advisory Circulars
AGA	Aerodromes and Ground Aids
AIR	Airworthiness of Aircraft
ANS	Air Navigation Services
CAA	Civil Aviation Authority
CEO	Chief Executive Officer
CST	Communications, Space & Technology Commission - KSA
EASA	European Aviation Safety Agency
FAA	Federal Aviation Administration (of the United States of America)
GACA	General Authority of Civil Aviation (in KSA)
GACAR	General Authority of Civil Aviation Regulations
ICAO	International Civil Aviation Organization
GIP	GACAR Implementation Policies, Processes, and Procedures
KSA	Kingdom of Saudi Arabia
LVOs	Low Visibility Operations
MoU	Memorandum of Understanding
MoJ	Ministry of Justice
MoS	Ministry of Sport
MoT	Ministry of Transport
NASC	National Aviation Safety Committee
NASP	National Aviation Safety Plan
NTSC	National Transport Safety Center
PEL	Personal Licensing
R&D	Research and Development
SAR	Search and Rescue
SARPs	ICAO Standards and Recommended Practices and Procedures
SBs	Safety Bulletins
SDCPS	Safety data collection and processing system
SMS	Safety Management System
SPI	Safety Performance Indicator
SPT	Safety Performance Targets
SRM	Safety Risk Management
SSP	State Safety Program
SSP WG	SSP Working Groups
USOAP	Universal Safety Oversight Audit Program



الاستراتيجية الوطنية للطيران
SAUDI AVIATION STRATEGY