



Komite Nasional Keselamatan Transportasi
National Transportation Safety Committee
Republic of Indonesia



KNKT

ASSISTANCE TO ACCIDENT VICTIM AND THEIR FAMILIES GUIDELINES

SEKRETARIAT KNKT



KOMITE NASIONAL KESELAMATAN TRANSPORTASI
Assistance to Accident Victim and Families Guidelines



Assistance to Accident Victim and Families Guidelines

1st Edition – 2014

KOMITE NASIONAL KESELAMATAN TRANSPORTASI



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Assistance to Accident Victim and Families Guidelines



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KOMITE NASIONAL KESELAMATAN TRANSPORTASI
Assistance to Accident Victim and Families Guidelines



FOREWORD

Komite Nasional Keselamatan Transportasi (KNKT / National Transportation Safety Committee - NTSC) is an independent body within the Republic of Indonesia responsible direct to the President.

KNKT has the main duty of conducts objective and independent transport safety investigation (investigation) for four modes of transportation which are; aviation, railway, road and marine transportation. KNKT investigation is intended to prevent similar occurrence in the future without implying blame or liability.

KNKT investigation in aviation is to conduct objective and independent investigation of civil aircraft accident and serious incident under the provision of International Civil Aviation Organization (ICAO) Annex 13.

This KNKT manual contains a guidance how the KNKT and other government official agencies should respond to an aviation accident involving passenger fatalities and/or injuries.

The purpose of this manual are:

1. To establish a standardized basis and the fundamental principles governing the investigation conducts by KNKT.
2. To ensure that KNKT Aviation investigations are conducted in accordance with the provisions of ICAO Annex 13 and Indonesian laws and regulations.
3. To implement uniform application of the Standards and Recommended Practices (SARPs) contained in Annex 13 - *Aircraft Accident and Incident Investigation* to the *Convention on International Civil Aviation* (Chicago, 1944) and the guidance contained in the International Civil Aviation Organization (ICAO) *Manual of Aircraft Accident and Incident Investigation* (Doc 9756), as well as other relevant ICAO documents.

Jakarta, 9 September 2014

Tatang Kurniadi

Chairman



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GLOSSARY

When the following terms are used in this manual, they have the following meanings:

Accident: An occurrence associated with the operation of an aircraft which, in the case of a manned aircraft, takes place between the time any person boards the aircraft with the intention of flight until such time as all such persons have disembarked, or in the case of an unmanned aircraft, takes place between the time the aircraft is ready to move with the purpose of flight until such time as it comes to rest at the end of the flight and the primary propulsion system is shut down, 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 a single engine, (including its cowlings or accessories), to propellers, wing tips, antennas, probes, vanes, tires, brakes, wheels, fairings, panels, landing gear doors, windscreens, the aircraft skin (such as small dents or puncture holes), or for minor damages to main rotor blades, tail rotor blades, landing gear, and those resulting from hail or bird strike (including holes in the radome); or

- c) The aircraft is missing or is completely inaccessible.

Note 1 — *an injury resulting in death within thirty days of the date of the accident is classified, as a fatal injury.*

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

Note 3.— *The type of unmanned aircraft system to be investigated is addressed in ICAO Annex 13, paragraph 5.1.*

Note 4.— *Guidance for the determination of aircraft damage can be found in ICAO Annex 13, Attachment G.*

Accredited representative: A person designated by a State, on the basis of his or her qualifications, for the purpose of participating in an investigation conducted by another State. Where the State has established an accident investigation authority, the designated accredited representative would normally be from that authority.

Adviser: A person appointed by a State, on the basis of his or her qualifications, for the purpose of assisting its accredited representative in an investigation.



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Aircraft: Any machine that can derive support in the atmosphere from the reactions of the air other than the reactions of the air against the earth's surface.

Contributing Factors: Actions, omissions, events, conditions, or a combination thereof, which, if eliminated, avoided or absent, would have reduced the probability of the accident or incident occurring, or mitigated the severity of the consequences of the accident or incident. The identification of contributing factors does not imply the assignment of fault or the determination of administrative, civil or criminal liability.

Directorate General of Civil Aviation: The Indonesia governmental entity that are directly responsible for the regulation of all aspects of civil air transport, technical (i.e. air navigation and aviation safety) and economic (i.e. the commercial aspects of air transport).

Flight recorder: Any type of recorder installed in the aircraft for the purpose of complementing accident/incident investigation.

Incident: An occurrence, other than an accident, associated with the operation of an aircraft which affects or could affect the safety of operation.

Note.— *The types of incidents which are of main interest to the International Civil Aviation Organization for accident prevention studies are listed in ICAO Annex 13, Attachment C and was copied in the (Appendix B of this manual).*

Investigation: A process conducted for the purpose of accident prevention which includes the gathering and analysis of information, the drawing of conclusions, including the determination of causes and/or contributing factors and, when appropriate, the making of safety recommendations.

Investigator: KNKT investigator unless otherwise specified

Investigator-in-charge: A person charged, on the basis of his or her qualifications, with the responsibility for the organization, conduct and control of an investigation.

Major Accident. An accident with potentially increases the complexity of investigation with regards to media interest or political issue, number institution involves, or status of occupants involves as crew or passengers.

Maximum mass: Maximum certificated take-off mass.

Operator: A person, organization or enterprise engaged in or offering to engage in an aircraft operation.

Preliminary Report: The communication used for the prompt dissemination of data obtained during the early stages of the investigation.

Safety action: any actions taken or planned to be taken at the time of completion of the final report following an accident to improve the condition by organization involve in an accident.

Safety recommendation: A proposal of an accident investigation authority based on information derived from an investigation, made with the intention of preventing accidents or incidents and which in no case has the purpose of creating a presumption of blame or liability for an accident or incident. In addition to safety recommendations arising from accident and incident investigations, safety recommendations may result from diverse sources, including safety studies.



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Serious incident: An incident involving circumstances indicating that there was a high probability of an accident and associated with the operation of an aircraft which, in the case of a manned aircraft, takes place between the time any person boards the aircraft with the intention of flight until such time as all such persons have disembarked, or in the case of an unmanned aircraft, takes place between the time the aircraft is ready to move with the purpose of flight until such time as it comes to rest at the end of the flight and the primary propulsion system is shut down.

Note 1 — *The difference between an accident and a serious incident lies only in the result.*

Note 2 — *Examples of serious incidents can be found in ICAO Annex 13, Attachment C and was copied in the appendix B of this manual.*

Serious injury: An injury which is sustained by a person in an accident and which:

- a) requires hospitalization for more than 48 hours, commencing within seven days from the date the injury was received; or
- b) results in a fracture of any bone (except simple fractures of fingers, toes or nose); or
- c) involves lacerations which cause severe hemorrhage, nerve, muscle or tendon damage; or
- d) involves injury to any internal organ; or
- e) involves second or third degree burns, or any burns affecting more than 5 per cent of the body surface; or
- f) involves verified exposure to infectious substances or injurious radiation.

State of Design: The State having jurisdiction over the organization responsible for the type design.

State of Manufacture: The State having jurisdiction over the organization responsible for the final assembly of the aircraft.

State of Occurrence: The State in the territory of which an accident or incident occurs.

State of Operator: The State in which the operator's principal place of business is located or, if there is no such place of business, the operator's permanent residence.

State of Registry: The State on whose register the aircraft is entered.

Note.—In the case of the registration of aircraft of an international operating agency on other than a national basis, the States constituting the agency are jointly and severally bound to assume the obligations which, under the Chicago Convention, attach to a State of Registry. See, in this regard, the Council Resolution of 14 December 1967 on Nationality and Registration of Aircraft Operated by International Operating Agencies which can be found in Policy and Guidance Material on the Economic Regulation of International Air Transport (Doc 9587).



LIST OF ACRONYMS

The following abbreviations are used throughout this manual:

ACCID	: Accident
ATA	: Incident
ATPL	: Air Transport Pilot License
BASARNAS	: Badan Search And Rescue Nasional/ National Search and Rescue Agency
BNPB	: Badan Nasional Penanggulangan Bencana/ National Board for Disaster Management
CASR	: Civil Aviation Safety Regulation
DGCA	: Directorate General Of Civil Aviation
DVI	: Disaster Victim Identification
ECCAIRS	: European Coordination centre for Aviation Incident Reporting System
HIMPSI	: <i>Himpunan Psikologi Indonesia</i> / Indonesian Psychological Association
ICAO	: International Civil Aviation Organization
IDI	: Ikatan Dokter Indonesia/ Indonesian Medical Association
IDKI	: <i>Ikatan Dokter Kesehatan Kerja Indonesia</i> / Indonesian Medical Association for Occupational Health
IPK	: <i>Ikatan Psikologi Klinis</i> / Clinical Psychology Association
KAWALI	: <i>Konferensi Wali gereja Indonesia</i>
KNKT	: Komite Nasional Keselamatan Transportasi
MUI	: <i>Majelis Ulama Indonesia</i> / Indonesian Council of Ulama
PDFI	: <i>Perhimpunan Dokter Forensik Indonesia</i> / Indonesian Medical Association for Forensic
PERDOSPI	: <i>Perhimpunan Dokter Spesialis Kedokteran Penerbangan Indonesia</i> / Indonesian Aviation Medical Association
PGI	: <i>Persekutuan Gereja-gereja di Indonesia</i> / fellowship of churches in Indonesia
PMI	: Palang merah Indonesia/ Indonesia Red Cross
TAGANA	: <i>Taruna Siaga Bencana</i> / Youth Disaster Preparedness Corp
UTC	: Universal Time Coordinate



1 GENERAL

1.1 Introduction

Aircraft accident is a tragic event that caused suffered not only to the victims and survivors but also to the victim's families and next of kin. Following an accident, the victims and the family may have great emotional impact. Special care should be taken. The treatment of the victims, survivors, families and next of kin should handle and manage with distinct, sensitive and in a timely manner.

Several government agencies, and organisations may be have obligation to an accident and some of them may related to assist the victim and the families.

In the event of any civil aircraft accident within Indonesia territory, the first emergency response agencies for the purpose of searching the location and rescuing the victims is *Badan SAR Nasional* (BASARNAS) or National Search and Rescue Agency. For the major and catastrophic accident, the *Badan Nasional Penanggulangan Bencana* (BNPB), or National Board for Disaster Management, will support the emergency plan. During the crisis, several government agencies may be involved.

Komite Nasional Keselamatan Transportasi (KNKT), as the Indonesia agency responsible to safety investigation process of any transport accident, authorized to control the accident site after the completion of rescue process to initiate on site investigation. The victim and their family may interest to the progress of the investigation and willing to visit the accident site.

DVI was owned by the Directorate General of Health Efforts Ministry of Health and Health Medical Center Police, Police Headquarters.

1.2 References

The Assistance to Accident Victim and Families Guidelines is referring to:

1. Indonesia Disaster Management Act No. 24 of 2007;
2. Indonesia Aviation Act No. 1 of 2009;
3. Government Regulation No. 36 of 2006 about "Search and Rescue";
4. Government Regulation No. 21 of 2008 about "Disaster Management";
5. Government Regulation No. 62 of 2013 about "Transport Accident Investigation";
6. Presidential Decree No. 99 of 2007 about "*Badan SAR Nasional*";
7. Presidential Decree No. 8 of 2008 about "*Badan Nasional Penanggulangan Bencana*";
8. Presidential Decree No. 2 of 2012 about "*Komite Nasional Keselamatan Transportasi*";
9. Ministry of Transportation Regulation No. PM 77 of 2011 about "Air Operator Responsibility";
10. Ministry of Transportation Regulation No. PM 5 of 2012 about "Certification and



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operating Requirements: Domestic, Flag and Supplemental Air Carriers”;

11. Ministry of Transportation Regulation No. PM 6 of 2014 about “Notification and Reporting of Aircraft Accidents or Serious Incidents and Accident or Serious Incident investigation Procedures”;
12. ICAO International Standards and Recommended Practices Annex 13 about “Aircraft Accident and Incident Investigation”
13. ICAO Doc 9998 AN/499 about “ICAO Policy on Assistance to Aircraft Accident Victims and their Families”;
14. ICAO Doc 9973 AN/486 about “Manual on Assistance to Aircraft Accident Victims and their Families”;
15. ICAO Circular 285 AN/166 about “Guidance on Assistance to Aircraft Accident Victims and Their Families”;

These regulations are use by KNKT as reference to conduct the function and responsibility to support and assist the accident victims, survivor and their families during an aircraft accident.

1.3 Liaison with families

The provision of family assistance will probably involve several government agencies, aircraft operators, airport authority and other organisations. Each of these agencies and organisation has a specific role and task.

The detail and clear outlines the role of each provider agency involved should be determine and contains the representative(s) contact details for each agency.

The family member and the survivors should aware of these roles and know how to contact the representative if needed.

The Assistance to Victim and Families Team should consider distributing a booklet or pamphlet which outlines the role of each provider agency and contact details for each agency.

KNKT part for this team is to provide information of the investigation progress and access to the accident site to the family member or the insurance representatives. KNKT may also require interview to family member to obtain relevant information.

1.4 Coordination

Following an aircraft accident, especially a major accident, several institutions have obligation to the accident for different purposes. In relation to the accident victims and their families the following institution may be involve:

1. Ministry of Health;
2. Ministry of Foreign Affairs;
3. Ministry of Transportation;
4. Ministry of Social Affairs;
5. Indonesia National Police;
6. Indonesia Red Cross or *Palang Merah Indonesia* (PMI);



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7. National Search and Rescue Agency or *Badan SAR Nasional* (BASARNAS);
8. National Board for Disaster Management or *Badan Nasional Penanggulangan Bencana* (BNPB);
9. Aircraft operator and/or airport authority.

All related government agencies, air operator and/or airport authority shall establish an "Assistance to Victim and Families Team" that reflect the functions and responsibilities of each organization.

The Assistance to Victim and Families Team may be supported by other organisations. The list organization that may provide support such as:

- *Ikatan Dokter Indonesia* (IDI) or Indonesian Medical Association;
- *Himpunan Psikologi Indonesia* (HIMPSI) or Indonesian Psychological Association;
- *Ikatan Psikologi Klinis* (IPK) or Clinical Psychology Association;
- *Perhimpunan Dokter Spesialis Kedokteran Jiwa Indonesia* (PDSKJI) or Indonesian Psychiatrist Association;
- *Perhimpunan Dokter Forensik Indonesia* (PDFI) or Indonesian Medical Association for Forensic;
- *Ikatan Dokter Kesehatan Kerja Indonesia* (IDKI) or Indonesian Medical Association for Occupational Health;
- *Perhimpunan Dokter Spesialis Kedokteran Penerbangan Indonesia* (PERDOSPI) or Indonesian Aviation Medical Association;
- *Taruna Siaga Bencana* (TAGANA) or Youth Disaster Preparedness Corp;
- and other agencies or organizations.

An agreement or Memorandum of Understanding should establish prior cooperation between the Assistance to Victim and Families Team and other organization that may provide support for the development, preparation and implementation of the family assistance plan.

In the special circumstance of any major accident, due to short notice, the appoint letter from their agencies or organization will consider as an agreement letter.

The Assistance to Victim and Families Team should determine scope and range of type of assistance that may be provided to the families and which agencies or organization will responsible for specific assistance.



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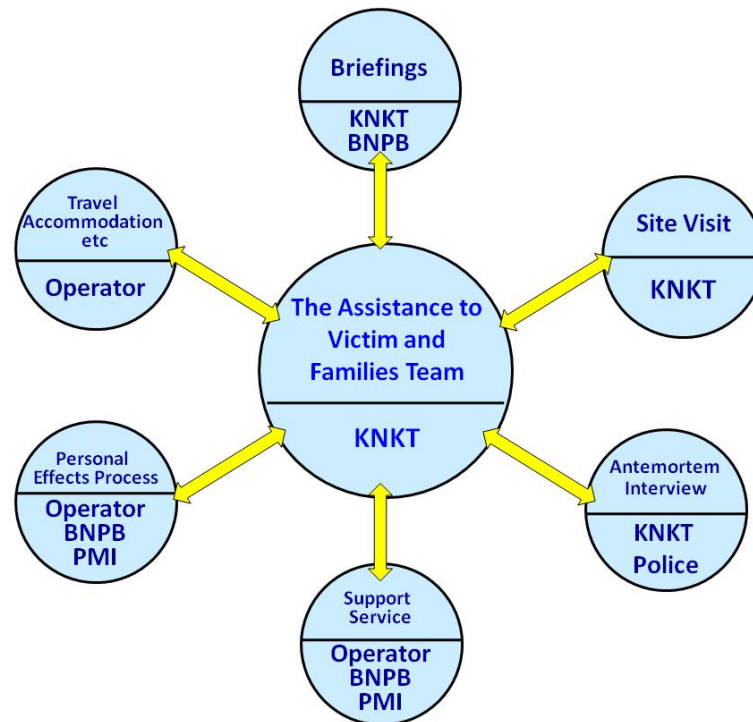


Figure 1: On-Scene Family Assistance Concerns

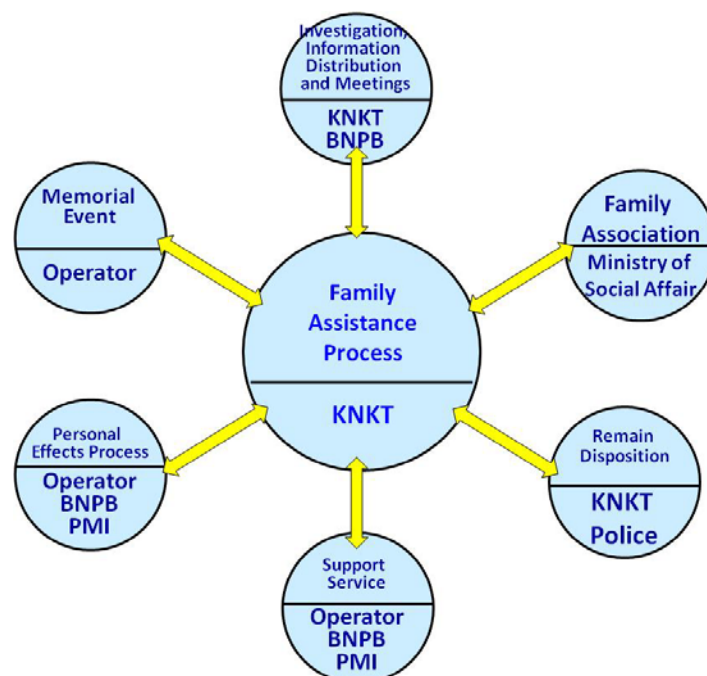


Figure 2: Long Term Concerns



2 FAMILY ASSISTANCE

2.1 Recipients of Family Assistance

The aim of family assistance is to address the concerns and the needs of the victims, the survivors and their families, to the extent possible, and to provide them with easily accessible factual information about the progress of the accident investigation.

The provision of family assistance requires the commitment of resources in several areas in order to provide the following:

1. Information about the occurrence of the accident, i.e. initial notification of the accident;
2. Information about the emergency response to the accident;
3. Information about the location and status of the victims, and the recovery, identification and disposition of remains, both identified and unidentified;
4. Information about the recovery, management and return of personal effects;
5. Information about the investigative process and its objective, the progress of the investigation, and the public presentation of the findings of the investigation;
6. Coordination of travel to and lodging at a family assistance centre, as well as assistance to those not travelling;
7. Coordination of a visit to the accident site, where access is practicable, with consideration of safety and security concerns;
8. Coordination of a visit to the accident site, where access is practicable, with consideration of safety and security concerns;
9. Support for immediate financial needs (outside of potential future litigation, damages settlements, or adjudications);
10. Social, emotional and psychological support.

The most prudent approach from the onset is to keep the definition as broad and inclusive as legally and financially possible. Further family assistance should be limited to the survivors and the close family members of the victims who, in the opinion of the family assistance providers, have a bona fide entitlement to assistance.

During these assistance is very importance to taking into account religion, habit, tradition and cultural differences, and it is important to ensure that all are treated equitably and non-proletition ethics.

Ensuring equality in the delivery of information and services to all those involved will eliminates the potential for perceived favouritism or special treatment.

Due to various religion, habit, tradition and cultural differences, the non-proletition ethics and principle which should be performed by all government agencies involved.



2.2 The Extend of Family

The list below can help to determining the extent of the family and who is entitled to assistance:

1. Family Members, as:
 - Parents,
 - Offspring,
 - Siblings,
 - Spouses,
 - Legal partners,
 - Person recognized as family members according to relevant regulation.
2. Extended Family, as:
 - Family in-laws,
 - Family friends,
 - Financial dependent,
 - Co-workers or Colleagues.

The Assistance to Victim and Families Team should be aware during determining the extent of the family and who is entitled to assistance, for the possibility any person claimed family member for the purpose of any financial benefits and/or insurance benefits.

Regarding to the assistance services are associated with budget and time limit, a reasonable limit on the number of family members receiving services should be considered by service The Assistance to Victim and Families Team.

2.3 Type of Family Assistance

2.3.1 Provision of immediate information of a family member involvement in an aircraft accident

Following an aircraft accident, the most immediate form of information required is confirmation of whether or not the person about whom a family is concerned was involved in the accident. The ability to provide such information is dependent upon the availability of an accurate passenger manifest with sufficient detail for positive confirmation of each passenger's identity. There will often be a conflict between the need for accuracy and the need for timeliness in producing the manifest; accuracy is preferred over timeliness. Efforts should be made to produce and update the passenger manifest information as soon as possible.

The air operator can uses contact information provided by the passengers (e.g. frequent flyer numbers, credit card information or emergency contact information



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within the passenger name record) to get the family member contact detail.

The Assistance to Victim and Families Team, normally the air operator and their representation, should be activate and published a dedicated telephone number and/or email address for the family member to contact to inquire if a passenger's name is on the manifest.

Meanwhile, the KNKT should be modified the KNKT official website to acknowledge the accident, publicize the telephone number and provide other appropriate information, such as flight information, search and rescue process, investigation process etc.

The Assistance to Victim and Families Team using an accurate passenger manifest provided by air operator, should be contact closet family member, by phone and email, and share basic information concerning the next steps in the assistance process for the family members.

Once that person has been notified, he or she can then determine if there are any other persons who have a bona fide interest in the victim and should be notified. When an inquirer who is not the closest relative of a victim calls for confirmation of the involvement of the victim, the preferred procedure is to try, by tactful inquiry, to ensure that the closest relative has already been notified.

The families should also be asked to nominate one or more contact persons in order to ensure the flow of information to and from the other family members affected by the victim's involvement in the accident. As general, four to five contact persons per family are adequate to ensure the flow of information within a family.

2.3.2 Provision of information about assistance services

The provision of a continuous flow of information is fundamental to an effective family assistance plan. Care should be taken to ensure that each family's contact persons pass on the information to the whole family.

The Assistance to Victim and Families Team, as soon as practicable, should be provided with details about items of immediate concern, such as:

- Logistical arrangements: travel to the accident location, accommodations etc;
- Search, recovery, identification and repatriation of remains body, and provided death certification as necessary;
- Personal effects management;
- Crisis, spiritual and religion counselling;
- Memorial services, memorials and mass burial of any unidentified remains.

The Assistance to Victim and Families Team should be coordinate and agreed internally the team regarding the cost, budget and to the assistance services.



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2.3.3 Crisis Counselling

Crisis counselling for the survivors and their families is expected in many societies. Such support can vary from providing immediate psychological first aid and common-sense advice on dealing with the practical aspects of life after an accident to more significant long-term mental health care.

Providing support to the families will require well-coordinated logistics which should not be the responsibility of the mental health providers. The mental health providers should concentrate solely on caring for the well-being of the families. The number of persons requiring counselling may exceed twice the number of accident victims.

The psychologist from *Himpunan Psikologi Indonesia* (HIMPSI), *Ikatan Psikologi Klinis* (IPK) or other organization can provide their service for crisis counseling.

The normal period to providing mental health and counselling services under generally in the 30-days period from the date of the accident.

The Assistance to Victim and Families Team may extend such period of the counseling service considered as follows:

1. Family member condition;
2. Cost and budget.

2.3.4 Immigration and customs formalities

The families and the survivors will often need assistance with immigration and customs formalities.

The Assistance to Victim and Families Team should coordinate with Indonesia immigration and customs authorities to minimize the travel formalities for the families, the survivors and the return of human remains.

In the case, any survivors who have lost their identity document in the accident will assistance to complete their travel document. If they are a foreign citizen, the Assistance to Victim and Families Team should coordinate with their embassy or consulate.

In the case, any survivors who have lost their ticket in the accident the Assistance to Victim and Families Team should coordinate with the related airlines to support the survivor next trip (if any) or return home travel

2.3.5 Visits to the accident site

Where assess is practicable, a visit to the accident site by the families and the survivors, as part of the grieving process, is important and should be accommodate by the Assistance to Victim and Families Team as long as not contradictive with the regulation.

1. Travel to the accident site,

The Assistance to Victim and Families Team should be really considered about remoteness or topographical features of the accident site. If the Team considered the site is un-accessible or impractical, the family member must wait in the safe area or zone.



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As common practices in Indonesia, the chief of local police or commandant of local military authority takes control of the secure and safety of the accident site. The Assistance to Victim and Families Team should coordinate with them regarding to the visit of family members and/or survivors.

2. Explain the factual information that covered,

The family member get accident information from many sources likes news, internet, rumour etc. The Assistance to Victim and Families Team should dedicate professional and expert personnel to explain the factual information to the family member.

This factual information should be update in sequence with the investigation course progress.

3. Escorting of family member and special care of any young children,

The Assistance to Victim and Families Team should arrange divide and separately accident site visit of:

- The family member of passenger with the family member of crew,
- The family member of those killed with the survivors,

The Assistance to Victim and Families Team should prepare of the possibility the family member will brought any young children with them.

2.3.6 Identification, custody and return of human remains

In Indonesia, the custody and identification process of human remains are under custody of the Disaster Victim Identification (DVI) of Indonesia National Police.

The Assistance to Victim and Families Team will support the DVI Unit by the most suitable and possible means available, also will coordinate with the airline regarding the return of human remains may requested by the families members.

To assist in the identification process, family members should obtain contact information for the doctor and dentist of the victim. Family members may also be asked to provide a DNA sample. All information collected is confidential and will be managed only by forensic personnel of DVI Unit. Death certificate will be released by the chief of local police.

The families' members may request their relative's human remains to buried or cremated in the nearest city. In that situation, the Assistance to Victim and Families Team will coordinate with the local government authority to support and facilitate the process. The Assistance to Victim and Families Team will considered all aspects of religion, habit, tradition and cultural of the victims and their families member.

2.3.7 Protection, processing and return of personal items of the passengers

After any accident, the items and stuff of the passenger must be handling and secure to avoid further damage, lost or claim from the family member. Normally, the protection of items and stuff of the passenger is the responsibility of the aircraft



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operators in conjunction with the police. The Assistance to Victim and Families Team will coordinate with the aircraft operator and the police to ensure all personal items and stuff of the passenger will be correctly handled and returned to related legal owners.

On occasion, KNKT will hold items as evidence for the purpose of accident investigation process. If do so, a receipt or statement letter will be made and circulated to family member.

Any claim from the family member must support by any formal identification card or any other evidence before the items release to them.

2.3.8 Privacy and security

Privacy for the families and the survivors is of utmost importance. The provision of closed and quiet meeting rooms is essential. Any location chosen to house family members should also provide security to ensure that those who are not family members are denied entrance.

Normally, the aircraft operator and airport authority will recognized the privacy and security of the family member and the survivor.

The Assistance to Victim and Families Team will coordinate with the aircraft operator, the airport authority, police and other agency or organization involved to ensure the privacy and security of the family member and the survivor.

The team should prepare plans include provisions to ensure the privacy of family members and survivors at the departure point of the aircraft, at its intended destination and in the vicinity of the accident sit, as well as protection from specific groups attracted to an accident environment, such as media representatives and lawyers.

Although the family members and survivors have rights to speak to the media, the Assistance to Victim and Families Team should allow and not be discouraged.

2.3.9 Memorials and memorial services

Liaison with the families in the planning of memorial services and memorial structures is important. Memorial services are normally non-denominational and may be held in conjunction with the interment of any unidentified remains.

Families need to be assured that they will be able to participate in any memorial services and the Assistance to Victim and Families Team should facilitate as much as possible. The content and form of the memorial services and the memorials are determined by or in coordination with the family member.

The memorial services may consider separating counting into religion, habit, tradition and cultural differences.

The Assistance to Victim and Families Team should consider the support from local religion authority such as *Majelis Ulama Indonesia* (MUI), *Konferensi Wali gereja Indonesia* (KAWALI) or *Persekutuan Gereja-gereja di Indonesia* (PGI) etc for their memorial services.



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2.3.10 Provision of information about the accident investigation

As the KNKT proceeds through the investigation, family members and survivors should be provided, through periodic advisories, with updated, validated information on the progress of the investigation before the information is released to the public.

To the extent appropriate, the families should be invited to attend public meetings related to the accident and should be provided with copies of reports as they are released to the public through the accident investigation authority's normal process. Families should also be notified of the upcoming release of such reports and the scheduling of meetings in order to plan accordingly. Care should be taken when providing information in multiple languages to ensure that translations are accurate. Advance notification can be made via e-mail and through family associations.

Some families and survivors may consider that they should be entitled to listen to the cockpit voice recording and to have access to a transcript of the cockpit voice recording. The disclosure of cockpit voice recordings is dependent upon national policy and legislation. Disclosure of cockpit voice recordings and transcripts is contrary to Standard 5.12, *Non-disclosure of records*, of Annex 13, which states:

5.12 The State conducting the investigation of an accident or incident shall not make the following records available for purposes other than accident or incident investigation, unless the appropriate authority for the administration of justice in that State determines that their disclosure outweighs the adverse domestic and international impact such action may have on that or any future investigations:

- a. All statements taken from persons by the investigation authorities in the course of their investigation;
- b. All communications between persons having been involved in the operation of the aircraft;
- c. Medical or private information regarding persons involved in the accident or incident;
- d. Cockpit voice recordings and transcripts from such recordings;
- e. Recordings and transcriptions of recordings from air traffic control units;
- f. Cockpit airborne image recordings and any part or transcripts from such recordings;
- and
- g. Opinions expressed in the analysis of information, including flight recorder information.

It should be noted that Annex 13, Chapter 5 provides that a State whose citizens suffered fatalities or serious injuries to its citizens has the right to appoint an expert who shall be entitled to: visit the scene of the accident; have access to the relevant factual information which is approved for public release by the State conducting the investigation, and information on the progress of the investigation; and receive a copy of the Final Report. The chapter also addresses the right of the State to assist in victim identification and to meet with survivors from that State. Finally, Annex 13 recommends that the State conducting the investigation should release, at least



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during the first year of the investigation, established factual information and indicate the progress of the investigation in a timely manner.

2.3.11 Cockpit voice recorder extracts

Some families and survivors may consider that they should be entitled to listen to the cockpit voice recording and to have access to a transcript of the cockpit voice recording.

The Indonesia Aviation Act article 359 (2) and ICAO Annex 13 Standard 5.12 clearly state that cockpit voice recordings and transcripts is *Non-disclosure of records* and could not open to the public.

In this circumstance, the Assistance to Victim and Families Team should share any factual information to the families and survivors and keeps them informs the latest up-date information.



3 FAMILY ASSISTANCE PROVIDERS

3.1 Determine of Family Assistance Should Providers

The Chairman of KNKT or Head of BNPB as the Coordinator of Assistance to Victim and Families Team should consideration is to determine the circumstances and escalation of the assistance and agencies may be involved in the provision of family assistance.

The potential need to provide family assistance will arise whenever an aircraft accident that occurs involves loss of life or injury, even to the aircraft occupants or to third parties who become involved unintentionally.

In the circumstance, an aircraft accident occurs in international waters or involves any foreign citizen, the Assistance to Victim and Families Team should requests such assistance from the Ministry of Foreign Affairs and related Embassy.

An aircraft accident involving a collision between two wide-bodied aircraft, or occurring in a heavily built-up area, has the potential to involve over 1 000 victims. For smaller accidents, the aircraft operator and the State's normal emergency response teams will have the resources to provide appropriate assistance. The point at which there will be a need to supplement normal emergency response resources must be determined.

Some aircraft operators estimate that a minimum of three caregivers per passenger seat of their largest aircraft should be the basis for planning in order to allow for personnel replacement and work schedule planning.

3.2 Family Assistance Providers

The State of Occurrence has several roles in the provision of family assistance. These include inter alia:

- a. Preparing a plan to ensure that aircraft accident victims and their families receive the types of family assistance to which they are entitled, as determined by the State;
- b. Coordinating the resources involved in providing family assistance;
- c. Ensuring that human remains are identified;
- d. Providing for the return of human remains to the home country, where appropriate;
- e. Facilitating travel by family members to the hospitals where injured victims are being treated, the accident site and memorial services;
- f. Facilitating onward travel for survivors; and
- g. Providing families and survivors with information on the progress of the investigation of the accident.

The provision of family assistance involves many agencies, authorities and organizations. The designation of a coordinator is essential to ensure that the



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various agencies, authorities and organizations function together to provide the optimum assistance to the families and the survivors. The coordinator may also be the point of contact between the families and government agencies.

The means by which the coordinator may be contacted should be determined in the planning phase and should be promulgated as soon as practicable after the occurrence of an accident.

3.2.1 Coordinating Agency

KNKT are aware that the primary task of the investigator is to investigate the circumstances of the accident, that why as long as possible Family assistance should be provided by other agencies.

BNPB are the primary government agency for the disaster management so it a good reason that BNPB should coordinate the Assistances.

3.2.2 Aircraft Operator

The aircraft operator is normally the best entity to establish whether or not a person has been involved in an aircraft accident. Some states have legislation that aircraft operator to maintain an accurate passenger manifest to facilitate the identification of any of their citizens who may be involved in an aircraft accident.

The operator may also be required to have a plan for the provision of family assistance in the event of an accident in that state.

The aircraft operator should have an adequate number of suitably qualified available to answer inquiries concerning the passengers involved. The normal means of contacting this team is by telephone, the telephone numbers having been promulgate by the aircraft operator. The aircraft operator should also make every endeavor to ensure that the immediate family of any aircraft accident victim, about whom no enquiry has been made, is notified of the victim's involvement in the accident.

Other types of family assistance in which the operator can be expected to have a major role are;

- a. Transportation for the families and the survivors;
- b. Immediate financial assistance for the dependents of victims;
- c. The provision of counseling services for the families and the survivors;
- d. Arrangement for a visit to the accident site for the families and the survivors;
- e. Arrangement for memorial services and erection of memorial structures;
- f. Transportation for the families to any memorial service;
- g. The escorting and sheltering of families and survivors who visit the accident site and attend memorial services;
- h. The collection of ante-mortem information to assist in the identification of human remains;
- i. The return of human remains to their home country;



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- j. Assistance with funeral arrangements, if desired;
- k. The location, storage and return of personal effects to the families and the survivors; and
- l. The provision of information on matters related to the care of the families and the survivors.

In the case of code-share flights and airlines that are members of an alliance, the partner airlines should assist with these tasks, particularly when an accident occurs away from the home base of the airline.

3.2.3 Komite Nasional Keselamatan Transportasi

The accident investigation authority's investigator-in-charge must remain focused on his investigation of the accident. Nevertheless, the accident investigation authority has a responsibility to provide relevant and timely information to the families and the accident survivors. Depending upon the allocation of responsibilities for the investigation, the investigation authority may be able to provide to the families and the survivors information on issues of immediate concern, such as the release of human remains and personal effects held as part of the investigation, information on the progress of the investigation in determining the causes of the accident and ant safety recommendations being contemplated to prevent similar accidents.

The investigator-in-charge of an investigation should be aware of the concern of the families and the survivors and should ensure that they are kept informed. To shield the investigator-in-charge from a large number of direct inquiries, the accident investigator authority should consider appointing a liaison person as a focal point for such inquiries.

3.2.4 Authorities Responsible for Victim Identification

Police, Ministry of Public Health, health authorities and the aircraft operator may each have an important role in identifying and caring for the remains of victims. This responsibility may be shared or may be the sole responsibility of a specific authority, depending on the convention of the state of occurrence. Some airlines may delegate their responsibilities in this matter of an authorized commercial entity.

Following the identification of fatalities, arrangement must be made for the return of human remains across international boundaries and for the final interment of the victims in accordance with the cultural requirement of the families.

3.2.5 Directorate General of Civil Aviation

Liaison with the families and the survivors in matters related to relevant aviation regulations, aircraft airworthiness and any safety measures that will be introduced as a consequence of an accident is normally a function of the 3.2.5 Directorate General of Civil Aviation (DGCA).



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3.2.6 Indonesia National Police

The police are usually among the first to arrive at the scene of an accident and may have a significant role in the notification of the involvement of a family member in an aircraft accident, as well as in the security and return of personal effects. In some states, the responsibility for victim identification and notification of death to next of kin rests solely with the police.

3.2.7 Diplomatic and Consular Staff

The international nature of air transportation requires diplomatic and consular staff to have a liaison and coordination role in facilitating the provision of the family assistance. This may involve expediting the issuance of travel documentation, expediting or waiving visa requirements and acting as liaison between their own authority, their citizens and the state of occurrence.

3.2.8 Immigration and Customs Authority

The immigration and customs authorities have an important role in minimizing the travel formalities for the families, the survivors and the return of human remains.

3.2.9 Aid Agencies

Aid agencies have extensive experience in dealing with families and disaster survivors and are often able to provide services, such as crisis counseling and support for the families of accident victims. They may also be called upon to assist in;

- a. providing areas for families to grieve in private;
- b. meeting with families who have travelled to the location of the accident and providing childcare, where necessary;
- c. providing and coordinating crisis counselling services;
- d. contacting the families who are unable to travel to the location of the accident and providing crises counselling for them; and
- e. Advising the families of the roles of the aircraft operator and the various agencies involved, as well as providing liaison with these agencies.

3.2.10 Authorised Commercial Companies

Some government agencies and aircraft operators have found the use of authorized commercial entities or consultant to be an efficient way to provide some forms of family assistance. For example, a specialized company is often used by airlines to assist in the identification of disaster victims and the identification, custody and return of personal effects.



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3.2.11 Family Association

Following a major aircraft accident, associations of the families of the victims have in some instances been established. Family associations provide assistance to their members in various forms and, in some cases, have provided assistance to the family of victims of subsequent aircraft accident immediately following their occurrence.

3.3 Extent of Family Assistance

Planning for the provision of family assistance will involve determining the extent of each aspect of that assistance in order to determine the overall resources required. The following are the more important aspects to be considered.

3.3.1 Time Span

Determining the length of time for which each type of family assistance should be provided is an important consideration in the planning process. The appropriate duration of most types of assistance should be self-evident. The holding of funerals for the deceased, repatriation of the injured, return of personal effects and advance payments are obvious milestones which may provide natural limits to these types of family assistance.

The families and the survivors of aircraft accident may, however, be entitled to some form of assistance until the investigation of the accident has been concluded.

Because the investigation into an aircraft accident may take more than one year to complete, the most prolonged form of assistance may be the provision of information on the progress of the investigation.

3.3.2 Concept of Family

Determining the extent of the family and who is entitled to assistance is perhaps the most difficult and most important aspect of the planning process. This may involve deciding whether a person's motivation is that of genuine association as a member of the family or the potential for gain by claiming association with a victim.

There must be a limit to the extent of the family for whom assistance should be provided. Those normally considered for eligibility are the spouse, siblings, dependent children and the parents of victims. Exceptions may need to be made in order to ensure fairness. When taking into account cultural differences, it is important to ensure that all victims are treated equitably.

3.3.3 Resources

The family assistance plan should take into account there courses that will be required for the following phases:

- a. Immediately following an accident and prior to family assistance/disaster management teams becoming operational;



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- b. During activation of the planned family assistance/disaster management program and the subsequent operation of the plan, including the management centre; and
- c. Post-disaster management.

In order to better utilize available resources, it should be determined whether states could enter into cooperative family assistance/disaster management agreements or whether aircraft operators could pool their available resources.

Some states have introduced legislation requiring aircraft operators flying into their country to prepare a detailed plan on how they will provide family assistance following an accident involving one of their aircraft.



4 FAMILY ASSISTANCE PLAN

4.1 Development and Implementation of a Family Assistance Plan

Concern for the families and the survivors of aircraft accidents and awareness of their need for assistance are becoming increasingly important international social and political issues.

States and air operators that have neither the resources nor the means of providing a comprehensive family assistance plan should consider entering into appropriate cooperative arrangements with others in order to develop a family assistance plan.

A detailed, well-considered plan that is periodically exercised is critical to the provision of family assistance because the need to provide such assistance may occur with little or no warning, requiring an immediate response, and may involve large numbers of trained personnel, significant expense and the use of dedicated resources.

Family assistance is of such importance that it may require national legislation, regulations and/or policies to ensure that the necessary resources and commitment are available at short notice. Aircraft accident family assistance legislation, regulations and/or policies are often enacted before a plan is written. Legislated requirements will often influence aspects of the plan.

The seven steps that follow are suggested as a means for a State to prepare a national plan for the provision of family assistance to aircraft accident victims.

4.1.1 Determine the types of accidents for which the plan will apply

Criteria that will assist in determining the size of accident for which various types of family assistance will be provided are;

- a. The number of aircraft occupant;
- b. The scale of assistance envisaged;
- c. The resources available; and
- d. The registration and home base of the aircraft operator.

The total resources required are directly related to the scale of family assistance envisaged and the number of persons for whom it will be provided. In accident involving large aircraft, the total number of occupants, rather than the number of dead and injured, may be the key factor in determining the scale of the initial response required. During the initial, response all requests for the confirmation of the involvement of persons in an aircraft accident must be responded to irrespective of the state of incapacitation of those persons.



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4.1.2 Determine the types of assistance to be provided

Confirmation of the involvement

Confirmation of the involvement of a family member requires sufficient telephone lines to cater for upwards of 50000 calls in the first 24 hours after a major accident. Therefore a team, which should be established and trained in advance, must be available on short notice and for several days to respond to these calls. Experience has shown that such personnel have a tendency to work beyond the call of duty. It is essential that work schedules are maintained and that the provision for relief staff is taken into account in the planning phase.

Counselling

Counselling in this context is normally the provision of experienced persons who can advise the survivors and the families about the challenge of their situation and the practical steps that will help them to cope with their situation. The number of persons requiring counselling may exceed twice the number of accident victims.

Privacy

The need for privacy for the families and the survivors is normally recognized by aircraft operators and airport authorities and should include shelter from public gaze and questioning, as well as protection from specific groups attracted to an accident environment, such as media representative and lawyers.

There may be survivors and family members who wish to speak to the media and their right to do so, if so desired, should not be discouraged. Similarly, even though lawyers may be dissuaded from contacting family representatives, some families may wish to contact lawyers. In their efforts to provide effective privacy, family assistance providers must take care not to infringe on the rights of those whom they seek to protect. One state has enacted legislation prohibiting lawyers from engaging in unsolicited communication with the families and the survivors for 4 (four) days following an accident.

There may be several other groups that would appreciate the provision of privacy. These groups include those awaiting the aircraft at its destination those returning to the point of departure of the aircraft when they become aware of the accident, the survivors, and those travelling to be near the accident site to support the survivors or to deal with the consequences of the loss of one or more family members.

Information regarding financial assistance

Information regarding the availability of immediate financial assistance to entitled persons and the applicable procedures to obtain it will be appreciated by the families and the survivors. Assistance for immediate needs in the early stages of post-accident recovery is foreseen in article 28- Advanced payment of the convention for the unification of certain rules for international carriage by air (Doc 9740).

Immigration and customs

The provision of family assistance is likely to require considerable latitude with regards to immigration and customs formalities in the aftermath of an accident. Survivors are likely to have lost identity papers.

The families of foreign victims and injured survivors will appreciate immediate access to, and return from, the state of occurrence to attend to their responsibilities. The most expeditious procedures practicable should be developed to facilitate the



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movement of such individuals, as well as the return to the home country of the remains of those who lost their lives in the accident. The provision practical to enter the state and obtain clearance for their supporting equipment.

Identification, custody and return of human remains

Provision for the identification of human remains and sensitivity in handling the custody and return of such remains are essential.

Visits to the site

Visits to the accident site and accommodation and care of the families and the survivors at the accident site humanitarian component of family assistance. This can be one of the more immediate requirements following an accident. In some cultures, it is important for the relatives to visits the accident site. When a visit to the accident site is not possible, arrangement may be made for flowers to be released over the area from the air.

Personal effects

Effective procedures for the protection and return recovered personal effects have the potential to relieve anxiety among the families and the survivors. The return of property as expeditiously as practicable can significantly reduce the sense of loss and shock. However, secure custody of personal effects is sometimes an acceptable option for the families of the deceased.

Relatives of those who lost their lives in the accident may not wish to have any damage to the possessions repaired, but sensitivity and the risk of contamination by blood-borne pathogens will normally require careful cleaning of the possessions.

Provision of information

The provision of accurate and timely information by the aircraft operator and other agencies providing family assistance is an important aspect of assistance to the families and the survivors.

Liaison with families

Liaison with the families and the survivors to explain the roles of the various agencies involved and the progress made during the post-accident activities is an effective method of retaining their confidence.

Memorials

Liaison with the families I the planning of memorials services and memorial structures is important. Memorial services are normally nondenominational and may be held in conjunction with the interment of any unidentified remains.

Requests for cockpit voice recorder transcript.

Request for cockpit voice recorder transcript need to be considered when preparing a family assistance plan; such request should be referred to the accident investigation authority.

Legal advice

Families will appreciate any impartial information made available to them on relevant legal issues. The preparation of an information leaflet or similar guidance material



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would be a worthwhile supplement to the overall family assistance plan.

Cultural considerations

Cultural considerations are important factors in the preparation of a family assistance plan. The requirement for the treatment of the victims remain may involve distinct and specialized considerations, as may the provision of memorial services and the design of memorial structures to those who perished in an accident.

4.1.3 Determine the agencies that will provide the assistance

In assigning persons to provide assistance, consideration should be given to cultural aspects, such as age, gender and the suitability of the persons chosen.

In many cases, personnel who would normally be well-suited for family assistance tasks will have to attend to their normal duties. Some of the aircraft operators personnel may be in shock from the loss of friends in the company. Company personnel may also have a feeling of responsibility or guilt in connection with the accident, and this may interfere with their performance in the event of personal contact with family members. In this respect, utilizing company personnel to provide assistance should be carefully considered and assigning personnel who have been seriously affected should be avoided.

The sharing of resources amongst different agencies may help in overcoming some of these obstacles. Some airlines have developed emergency response teams which they are prepared to make available to another operator at a time of loss, particularly when there is an association, such as code sharing or an alliance.

Confirmation of involvement. The aircraft operator, using dedicated telephones answered by trained persons, normally provides the initial confirmation of the involvement of victims in an aircraft accident. The telephone numbers should be toll free for calls within the state, but access problems dictate that alternative (non toll-free) numbers be provided for incoming foreign calls. The necessary pre-planning and personnel training required for this task are expected of aircraft operators as part of their accident response planning. Planning for the rapid setting up of a facility to provide information will help to generate goodwill among the families. Some airlines have established comprehensive emergency response centers, which other operators may retain to handle the initial phase following an accident. Because a significant number of telephone inquiries are made by relatives of airlines personnel, some airlines have found it necessary to have a "call-home" procedure. The call-home procedure requires airline personnel on duty to call home when they receive notification of an accident in order to confirm to their families that they were not involved.

Experience has shown that the number of telephone inquiries following a major aircraft accident can exceed 50000 in the first 24 hours. Ideally, each of these inquiries should be answered promptly. Callers with inquiries regarding a victim should be referred, with as little delay as practicable, to a person who has both the required information and the necessary training to respond appropriately.

Counselling. Airlines, commercial entities and aid agencies in crisis counselling commonly provide this service. One state has employed an aid agency to coordinate the provision of counseling services.



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Privacy. Some airport authorities provide for post-accident privacy for the families and the survivors in their emergency response planning. In the case of major accidents, aircraft operators may have to seek suitable accommodation in which to sequester the families at the departure point of the aircraft, at its intended destination and in the vicinity of the accident site. This may involve reserving all the rooms in several hotels. The cooperation of the media may be enhanced by providing them with a dedicated area, scheduling regular briefings on the progress of the investigation and assuring them that they will be advised of any survivors or families who wish to talk to the media. It is advisable to arrange for separate hotels for the families of deceased victims, the families of survivors, the media and family assistance personnel.

Immediate financial assistance. The aircraft operator involved should be aware of the need to provide immediate assistance to the families and the survivors. In some states, legislation may provide for advance payments to be people.

Immigration and custom formalities. The immigration and customs authorities should have standard procedures for dealing with the repatriation of the survivors of an accident and the return of human remains to the home country.

These procedures may have to be reviewed to ensure that they are suitable for accident involving large numbers of people.

Involvement of diplomatic and consular staff. Since diplomatic and consular staff will have a supporting role to play, their involvement in family assistance programs will optimize the support available from these sources.

Visits to the accident site. The planning for visits to the accident site and the escorting of families and survivors will normally be arranged by the aircraft operator.

Identification, custody and return of human remains. The authority involved in retrieving, identifying and storing human remains may include coroners, police, the military, public health offices, ambulance services aircraft operators, morticians and special contractors. As regular providers of such services, these agencies are well versed in the delicate protocols involved.

Personnel effects. After a large accident has occurred, many agencies may be involved in the recovery of personal effects from the accident site. The police, search and rescue personnel, the aircraft operator and members of the public may all have access to the personal effects of the occupants. The police and the aircraft operators may collaborate to store and return personal effects to their owners. Normally, the aircraft operator is responsible for the storage, cleaning and return of personal effects. The nature of some investigation may dictate that relevant personal effects are held until the investigation is complete.

Provision of information. The initial provision of information to the families after the occurrence of an accident will be almost entirely by the aircraft operator.

Subsequently, the provision of information from the various agencies involved may become the responsibility of the coordinator. The coordinator has direct contact with each of the agencies involved and is therefore best suited to provide up-to-date information and to be a liaison officer, as well as a buffer, between the families and the agencies involved. In cases requiring prolonged liaison with the families and the survivors, the responsibility of coordinator should be delegated to a government agency. The use of dedicated internet web sites, as well as conference telephone calls, are an excellent means of disseminating information rapidly and have been



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used successfully following recent major accident.

Liaison with the families. Initial liaison with the families is the responsibility of the aircraft operator until immediate concern has been dealt with. The provision of information may be shared with or transferred to the coordinator over time. To facilitate liaison, relevant information should be provided to the coordinator from such agencies as the coroner, the police, the aircraft operator, the accident investigation authority and the civil aviation authority. While some of these agencies may wish to deal directly with the families and survivors, other will wish to keep their distance and objectivity and will therefore rely on liaison officers to present prepared briefings.

Memorial services and memorials. The planning for memorial services and the erecting of memorials will be the responsibility of the aircraft operator but may also involve the state of occurrence. Experience has shown that it is advisable that the content and form of the memorial services and the memorial are determined by or in coordination with the families. While memorial services and the erection of memorials are not standard features of a family assistance program, they have proven to be appropriate following some large accident, particularly where the recovery or identification of a number of victims has been impracticable.

Legal advice. Where necessary, specific legal advice to the families and the survivors will ultimately be provided by their chosen legal representative. Nevertheless, prior information on the general areas in which the survivors and the families may require legal assistance will often be appreciated. The preparation of this type of information may be entrusted, in advance of any accident, to a neutral agency or entity, such as a bar association.

Requests for cockpit voice recorder transcript. Response to request for cockpit voice recorder transcript is the responsibility of the accident investigation authority.

4.1.4 Draft the plan

The drafting of a family assistance plan will require input from the service providers and financial stakeholders involved in the provision of the required assistance.

Representatives of the agencies normally engaged in project involving the expenditure of government resources should also participate.

The family assistance plan may form the basis for empowering legislation. In this case, the legislation should outline the plan and address the practicalities of implanting such a plan.

There are several ways to tackle the drafting of the assistance plan, inc;

a) Engaging consultants to prepare a plan after all interested parties have decided on.

- the amount and types of family assistance that the state considers appropriate
- the agencies that will provide family assistance;
- the provision of the resources required to provide family assistance;
- the means of funding a family assistance plan; and
- the training required to provide family assistance;

b) Contracting a panel of experienced persons to formulate the family assistance



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and draft the legislation necessary to implement it; and

c) Adapting the existing legislation and family assistance plans of another state.

The adaptation of such a document would benefit from input from persons who have had first-hand experience with aircraft accidents in which similar family assistance programs were used. Representatives from the agencies and organizations that will be involved in the implementation of the resulting family assistance plan should also be involved.

4.1.5 Review the plan

Any plan that has the potential to involve large-scale expenditures of resources of resources must be reviewed and refined to the extent practicable before it is adopted by a state.

A plan can be reviewed by conducting tabletop exercises involving all the expected participants. This should be followed by a review of the areas in which improvements are required.

In addition to tabletop exercises, specific aspects of the plan could be exercised in order to review;

- The practicality of the system to be used to disseminate information;
- The ability to provide a secure area for grieving family members and friends;
- Coordination of the activities of the agencies involved;
- The means of recruiting large numbers of suitable personnel at short notice;
- The practicality of any resource-sharing arrangement.

The review may reveal conflicts and misunderstandings, particularly where regional and federal agencies are involved and where responsibilities are seen as the province of several agencies or jurisdictions. It is necessary to resolve any such issues before implementations of the plan.

4.1.6 Implement the plan

The potential cost of providing family assistance after a major accident is likely to be substantial and therefore prior approval for the expenditure of significant resources is essential. Family assistance is of such importance that it is likely to require national legislation to ensure that the necessary resources and commitments are available at short notice.

The drafting of appropriate legislation will be facilitated by the existence of a practical family assistance plan. Legislation also is enacted to define the responsibilities of the providers.



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4.1.7 Exercise the plan periodically

Periodic exercising of a comprehensive family assistance plan is an expensive but necessary insurance against unforeseen difficulties. Once the plan has been approved, provision should be made for an annual tabletop exercise (or practice) to ensure that changes in personnel or circumstances do not reduce the efficacy of the plan.

The agencies and personnel involved in the provision of family assistance, as well as the aircraft operators flying into a state, will change from time to time.

Therefore, any plan involving these agencies and personnel must be reviewed frequently and conscientiously to ensure that the key participants are still available at the specified contact point and are able to provide the resources expected of them. The KNKT and/or BNPB, as government representative, should endeavor to make frequent checks to confirm that all of the resources committed to the plan are still available and that the contacts for their activation are current. The plan exercise may be conducted parallel with the airport emergency exercise.

Most personnel and agencies providing this assistance have other duties that will have to be abandoned when the plan is activated. The challenge for any plan that involves a significant response on short notice is for the personnel and agencies involved to be readily reachable and able to respond on very short notice.

An effective family assistance program relies on a core of specially trained staff to ensure the reliability of the program. Engaging persons whose normal activities involve other types of emergency response, or the detailed organizations of large events, assist in maintaining a pool of trained and properly motivated personnel.



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4.2 IMPLEMENT THE PLAN

VICTIM SUPPORT TASKS – CHECKLISTS

Victim Support Tasks
Komite Nasional Keselamatan Transportasi (KNKT)
<input type="checkbox"/> Coordinate all agencies assistance and serve as a liaison between the air carrier and family members.
<input type="checkbox"/> Provide a KNKT toll-free number and e-mail address (knkt@dephub.go.id) to family members for obtaining information on the victim recovery and identification effort, accident investigation, and other concerns.
<input type="checkbox"/> Request a copy of the passenger manifest from the air operator.
<input type="checkbox"/> Review with the air operator the logistical needs of families, giving special consideration to security, quality of hotel rooms and facilities, and privacy for family members.
<input type="checkbox"/> Integrate military and civil government officials and air operator staff to form a Team to coordinate services and activities for families.
<input type="checkbox"/> Coordinate assistance efforts with local and national authorities and organizations
<input type="checkbox"/> Maintain communications with the air operator to receive updates regarding the notification status of the victims' families.
<input type="checkbox"/> Conduct daily coordination meetings with the air military and military and civil government representatives to review daily activities, resolve problems, and synchronize future family support operations and activities.
<input type="checkbox"/> Provide and coordinate family briefings both with families at the accident city and with families who remain at home.
<input type="checkbox"/> Discuss with the DVI team/ doctor/ medical examiner the subject of victim identification, in particular the use of DNA analysis.
<input type="checkbox"/> Discuss with the DVI team/ doctor/ medical examiner the capabilities of his or her office staff to conduct victim identification.
<input type="checkbox"/> At the discretion of the KNKT (IIC), coordinate a visit to the accident site for family members.
<input type="checkbox"/> Provide information releases to the media, in coordination with Chairman or IIC of KNKT, pertaining to the types of Team support available to assist family members.
<input type="checkbox"/> Maintain contact with family members to keep them informed about the victim recovery and identification effort, accident investigation, and other accident-related concerns. <ul style="list-style-type: none">• Inform family members of the release dates for preliminary, factual, and probable cause statements.• Inform family members of the date, time, and location of the information release, if applicable.• Inform family members of the date, time, and location of the information meeting, if applicable.
<input type="checkbox"/> If the accident is determined to be the result of a criminal act, the KNKT should submit the evidence collected to the Civil Servant Investigators/ Police and may assist in family assistance support.
<input type="checkbox"/> Consolidate and review the initial and preliminary report to resolve problem areas and to update operating plans.



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Victim Support Tasks
Air Operator
<input type="checkbox"/> Complete required accident notification as detailed in CASAR 830 Part 830.5.
<input type="checkbox"/> Notify the KNKT and DGCA offices of the accident and provide the following: <ul style="list-style-type: none">o Location or general vicinity of the accidento Number of passengers on boardo Number of crew on boardo Number of injuries and fatalities (if known)o Flight numbero Flight originationo Flight connection pointso Flight's final destinationo Demographics of passengers (if known)o Flight's designation as domestic or internationalo Name and telephone number of the operator's representative in charge of—<ul style="list-style-type: none">• Operator's humanitarian response• Passenger manifest reconciliation• Family notification processo Name, telephone number and location of the facility designated for use as the Command Crisis Center
<input type="checkbox"/> Provide a reliable publicized toll-free telephone number with sufficient capacity to handle the anticipated call volume from victims' families and friends.
<input type="checkbox"/> Coordinate public notification of the toll-free number with various media (television, radio, Internet) emphasizing the following: <ul style="list-style-type: none">o The number should only be used by people who have a reason to believe a family member or friend was a passenger on the accident flight.o Initial calls to the air carrier will provide basic accident information and establish point of contact information for affected family members and friends in order to initiate humanitarian support.o When referring to the toll-free telephone number, the following information should always be provided:<ul style="list-style-type: none">• Name of the operator or airlines involved• The accident flight number(s)• The flight's airport of origination• The flight's connection point(s)• The flight's final destination
<input type="checkbox"/> Modify normal "on-hold" messages. Eliminate music, sales information and similar non-accident-related messages.



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Victim Support Tasks
Air Operator
<input type="checkbox"/> Complete required accident notification as detailed in CASAR 830 Part 830.5.
<input type="checkbox"/> Provide timely notification to family members and friends prior to releasing passenger names to the public. <ul style="list-style-type: none">Request family members to designate one primary point of contact for information sharing.Remember that the air carrier is under no obligation to release the names of victims if family members request otherwise.
<input type="checkbox"/> Ensure notification of family members and crisis assistance available in the Command Crisis Center (CCC).
<input type="checkbox"/> Ensure notification of family members and crisis assistance available in the Command Crisis Center available after their return home (if applicable).
<input type="checkbox"/> Ensure that requests for crisis assistance are forwarded to the BNPB and PMI representative at the CCC.
<input type="checkbox"/> Provide media representatives with continuous updates regarding the following: <ul style="list-style-type: none">Progress of the notification process<ul style="list-style-type: none">The number of victims' family members notified as of a certain timeThe number of families remaining to be notifiedThis process continues until all victims' families have been notified.
<input type="checkbox"/> Provide the KNKT, upon request, with the most current reconciled copy of the passenger manifest. <ul style="list-style-type: none">Each copy of the manifest should be numbered or annotated indicating the date and time so that it is distinguishable from previous copies.
<input type="checkbox"/> Secure facilities at departure, arrival, and connecting airports for family members and/or friends who may be gathering. <ul style="list-style-type: none">This facility is designed to allow family members to grieve in private, shielding them from the media and solicitors; it serves as a secure location where families can receive continuous updates regarding the reconciliation of the passenger manifest and other accident information.

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