



RWANDA
CIVIL AVIATION AUTHORITY

ADVISORY CIRCULAR ***RCAA-AC-SSP-26-001***

MANDATORY OCCURRENCE REPORTING SYSTEM

Purpose:

- A. The purpose of this Advisory Circular is to provide guidance on the use of SafetyCore as the Rwanda Civil Aviation Authority (RCAA) Mandatory Occurrence Reporting System.**
- B. SafetyCore is established to facilitate the timely reporting, collection, recording, processing, analysis and management of mandatory occurrence reports in accordance with RCARs Part 30 and applicable ICAO Standards and Recommended Practices.**
- C. The system enables RCAA to use occurrence data and safety information to support hazard identification, safety risk management, safety performance monitoring, safety intelligence and continuous improvement of aviation safety within Rwanda's State Safety Programme (SSP).**
- D. Mandatory reporting through SafetyCore is complemented not replaced by the Voluntary Reporting System (VRS), which provides an additional channel for reporting safety information that falls outside mandatory reporting requirements.**

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SECTION 1 GENERAL

1.1 Status of this Advisory Circular

This is an original issuance (1/2026) of this Advisory Circular (AC).

1.2 Background

ICAO Annex 19 – Safety Management requires States to establish a safety data collection and processing system (SDCPS) to capture, store, aggregate, and enable the analysis of safety data and safety information. States shall ensure that each SDCPS has a designated custodian to apply the appropriate protection to safety data and safety information. State authorities with responsibilities for the implementation of the State Safety Programme (SSP) should have access to the SDCPS to support their safety oversight responsibilities, and organizations should ensure they have qualified personnel to collect and store safety data in the SDCPS.

The Rwanda Civil Aviation Authority (RCAA) has established SafetyCore as the State's SDCPS. The SSP Department serves as the custodian of SafetyCore and is responsible for:

- Overseeing the monitoring, administration, and continuous improvement of the SafetyCore system;
- Coordinating the exchange and dissemination of safety data and information across all stakeholders;
- Conducting comprehensive analysis of collected safety data to identify trends, hazards, and emerging risks;
- Providing management with regular reports on industry safety performance and significant safety indicators; and
- Ensuring effective implementation and maintenance of the SSP through data-driven safety management.

SafetyCore development began in 2018, when the RCAA IT Department received system specifications from the SSP Department. From 2018 to 2019, RCAA engaged service providers to collect their inputs and feedback on the system. Before the system was deployed, all service providers (end-users) received training on its use, and applicable regulations were amended to require service providers to report occurrences within 72 hours of an accident or incident. SafetyCore was officially launched in 2020, and has since served as the RCAA's mandatory reporting system for hazards and occurrences.

1.3 Applicability

This AC applies to all aviation service providers required under RCAR Part 30 to establish and maintain an SMS, including but not limited to:

- Air operators certified by RCAA ;
- The air navigation services provider operating in Rwandan airspace;

- The aerodrome operator;
- Approved training organizations and approved maintenance organizations; and
- Any other RCAA-certified or approved organization required to report hazards and occurrences under applicable RCARs.

1.4 Related Regulations

The following regulations are directly applicable to the guidance contained in this AC:

- Rwanda Civil Aviation Regulations (RCAR) Part 30: Safety Management

1.5 Related Reading Material

For further information on this topic, individuals, organizations and other entities are invited to consult the following publications:

- ICAO Annex 13, Aircraft Accident and Incident Investigation;
- ICAO Annex 19, Safety Management; and
- ICAO Doc 9859, Safety Management Manual (SMM).

1.6 Definitions & Acronyms

The following definitions apply to this advisory circular:

1. 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.

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

3. Serious incident. An incident involving circumstances indicating that an accident nearly occurred.

4. Hazard. A condition or an object with the potential to cause or contribute to an aircraft incident or accident.

5. Occurrence. A safety-related event, including an accident or incident, that requires reporting under this AC and applicable RCARs.

6. Safety data. A defined set of facts or set of safety values collected from various aviation-related sources, which is used to maintain or improve safety.

7. Safety information. Safety data processed, organized or analysed in a given context so as to make it useful for safety management purposes.

8. Safety Data Collection and Processing System (SDCPS). A system of processes, tools, and services put in place to capture, store, aggregate, and enable the analysis of safety data and safety information.

9. Custodian. The entity responsible for the protection of safety data and safety information collected and stored in an SDCPS.

10. Mandatory reporting system. A system for the mandatory reporting of hazards, incidents, and accidents to enable the collection of information on actual or potential safety deficiencies.

11. Reportable occurrence. An accident, serious incident, incident, or other occurrence, as identified at Appendix B to this AC, which is required to be reported through SafetyCore under this AC and applicable RCARs.

1.7 Acronyms

The following acronyms are used in this advisory circular:

- AC – Advisory Circular
- AMO – Approved Maintenance Organization
- ANSP – Air Navigation Services Provider
- ATO – Approved Training Organization
- ICAO – International Civil Aviation Organization
- RCAA – Rwanda Civil Aviation Authority

- RCAR – Rwanda Civil Aviation Regulations
- SDCPS – Safety Data Collection and Processing System
- SMS – Safety Management System
- SSP – State Safety Programme
- VRS – Voluntary Reporting System

SECTION 2 INTRODUCTION & GENERAL CONCEPTS

2.1 How is this AC Organized

This AC is organized into the following sections:

- Section 1: General: sets out the status, background, applicability, related regulations and reading material, and definitions and acronyms used in this AC.
- Section 2: Introduction & General Concepts: explains how this AC is organized and who should use it.
- Section 3: System Description: describes SafetyCore, who must report, what must be reported, when reports are due, and the step-by-step procedures for submitting and tracking hazard and occurrence reports.
- Section 4: Processing of Hazards and Occurrences: describes how RCAA processes submitted reports, the follow-up and investigation of reported occurrences, feedback to the aviation community, and how to contact the SSP Department.
- Appendices: Appendix A sets out the reporting timelines applicable to each occurrence classification, and Appendix B provides non-exhaustive examples of reportable occurrences by aviation sector.

2.2 Who Should Use This AC

This AC should be used by:

- Aircraft operators and other aviation service providers subject to mandatory occurrence reporting requirements under applicable Rwandan civil aviation regulations;
- Pilots, flight crew and other aviation personnel who are required to report occurrences;
- Aerodrome operators and personnel subject to mandatory occurrence reporting requirements;
- Air navigation service providers and air traffic services personnel subject to mandatory reporting requirements;
- Approved, certified and licensed aviation organizations and personnel, including maintenance, ground handling and other organizations where applicable;
- Safety Managers and other personnel responsible for safety reporting within regulated organizations; and

- Any other person or organization required by applicable legislation or regulations to submit a mandatory occurrence report to RCAA through SafetyCore.

SECTION 3 SYSTEM DESCRIPTION

3.1 Objective of the Reporting System

SafetyCore is the SDCPS established by the RCAA to capture, store, aggregate, and facilitate the analysis of safety data and information. It is a web-based platform accessible via the RCAA website. To use the system, users must first create an account; access is granted based on the applicant's role within the aviation safety framework, and new accounts are subject to approval by the SSP Department.

The SafetyCore system is composed of two modules: hazard reporting and occurrence reporting. Hazard reporting includes tools that enable service providers to carry out safety risk management as part of their SMS, while the SSP Department reviews and monitors these assessments to ensure the effectiveness of the proposed risk controls. Occurrence reporting captures accidents, incidents, and serious incidents that must be reported under applicable RCARs. All data in SafetyCore is protected to maintain its integrity and availability.

3.2 Scope of Aviation Sectors / Areas Covered

Mandatory reporting through SafetyCore applies across the following aviation sectors:

3.2.1 Flight Operations:

Air operators certified by RCAA, including their flight crew and operations personnel.

3.2.2 Aerodrome Operations:

The aerodrome operator and airside personnel.

3.2.3 Air Traffic Management:

The air navigation services provider and air traffic services personnel.

3.2.4 Aircraft Maintenance:

Approved maintenance organizations and certifying staff.

3.2.5 Approved Training Organizations:

Approved training organizations and their instructional and safety personnel.

3.2.6 Miscellaneous:

Any other RCAA-certified or approved organization, or safety-critical personnel, required to report hazards and occurrences under applicable RCARs.

3.3 Who Must Report

All service providers listed at paragraph 1.3, and their safety-critical personnel, are required to report hazards and occurrences identified in the course of their duties

through SafetyCore. Unlike the Voluntary Reporting System (VRS), reporting through SafetyCore is mandatory and not anonymous; reporters are identified so that RCAA and the reporting organization can follow up as necessary.

3.4 What Must Be Reported

The following must be reported through SafetyCore:

- Hazards: any condition or object identified through safety risk management activities with the potential to cause or contribute to an incident or accident; and
- Occurrences: accidents, serious incidents, and incidents, as defined at paragraph 1.6, and any other occurrence subject to mandatory reporting under applicable RCARs.

Non-exhaustive examples of occurrences that must be reported under this AC, organized by aviation sector, are set out at Appendix B to this AC. Occurrences that fall outside mandatory reporting requirements may instead be reported through the VRS (see the RCAA Advisory Circular on the Voluntary Reporting System).

3.5 When to Report

The timeframe for reporting depends on how the occurrence is classified. An accident or serious incident must be notified to the RCAA immediately, or as soon as possible, by the fastest means available (e.g. telephone or email), and must then be followed by a full report submitted through SafetyCore within the applicable timeframe. An incident that does not meet the threshold of an accident or serious incident must be reported through SafetyCore within the applicable timeframe, without a separate prior notification. Hazards should be reported as soon as they are identified, to allow timely safety risk assessment and mitigation.

The notification and reporting timelines applicable to each occurrence classification are set out at Appendix A to this AC. A report shall not be delayed for lack of complete information; it should contain as much relevant information as is readily available at the time of submission, and may be supplemented as further details become known.

3.6 Accessing SafetyCore

SafetyCore is accessed through a web browser via the RCAA website. First-time users must register for an account; access to specific modules is granted according to the user's role within their organization's safety framework, and new account requests are reviewed and approved by the SSP Department before access is granted.

Once logged in, the main navigation menu provides access to the following:

- Home: the system dashboard, with shortcuts to create a new hazard or occurrence report;
- Hazard Identification & Risk Management: submenu with Add Hazard and View Hazards;

- Incident/Accident Reporting: submenu with Add Occurrence and View Occurrences;
- State Safety Program: safety performance information managed by the SSP Department; and
- Add Organization / Manage Users: administrative functions for organizational accounts and user access requests.

3.7 Steps to Submit a Hazard Report via SafetyCore

The following steps describe how to submit a hazard report through SafetyCore:

Step 1. Log in to SafetyCore using your registered username and password.

Step 2. From the main navigation menu, select “Hazard Identification & Risk Management,” then “Add Hazard” (or select “New Hazard” from the Home dashboard).

Step 3. Complete the Create Hazard form. All fields are mandatory and must be completed before the report can be saved. The table below explains each field.

Field	Mandatory	Guidance
Description	Yes	Describe the hazard factually and in as much detail as possible.
Upload File	No	Attach any supporting file, if available. Only PDF files are accepted. You can upload the file by browsing from your device.
Location	Yes	Enter the location where the hazard was identified.
Identification Date	Yes	Enter the date the hazard was identified, using the date picker.
Identification Time	Yes	Enter the time the hazard was identified, using the time picker.
Identified By	Yes	Enter the name of the person who identified the hazard.

Step 4. Select “Save” to submit the hazard report. The report is then routed to the SSP Department for review, as described in Section 4.

3.8 Steps to Submit an Occurrence Report via SafetyCore

The following steps describe how to submit an occurrence report through SafetyCore:

Step 1. Log in to SafetyCore using your registered username and password.

Step 2. From the main navigation menu, select “Incident/Accident Reporting,” then “Add Occurrence” (or select “New Occurrence” from the Home dashboard).

Step 3. Complete the Create Occurrence form. All fields are mandatory and must be completed before the report can be saved. The table below explains each field.

Field	Mandatory	Guidance
Category	Yes	Select the applicable occurrence category from the drop-down list.
Occurrence Date	Yes	Enter the date the occurrence took place, using the date picker.
Occurrence Time	Yes	Enter the time the occurrence took place, using the time picker.
Occurrence Location	Yes	Enter the location where the occurrence took place.
Upload	No	Attach any supporting file, if available. Only PDF files are accepted. You can upload the file by browsing from your device.
Description	Yes	Describe what happened factually and in as much detail as possible.

For an occurrence classified as an accident or serious incident, the Description field should include, as far as practicable and without delaying notification, details such as: the aircraft type and registration; the name and qualifications of the pilot-in-command; the number of crew and passengers on board and any fatalities or serious injuries; the last point of departure and next point of intended landing; the position of the aircraft or accident site; a description of the occurrence and the extent of damage as far as is known; and the presence of any dangerous goods on board, if applicable.

Step 4. Select “Save” to submit the occurrence report. Remember that the applicable reporting timeframe depends on the occurrence classification (see paragraph 3.5 and Appendix A). The report is then routed to the SSP Department for review, as described in Section 4.

3.9 Viewing, Tracking, and Exporting Submitted Reports

Submitted hazard and occurrence reports can be reviewed at any time by selecting “View Hazards” or “View Occurrences” from the main navigation menu. Each list displays a tracking number, along with the description, identification/occurrence date and time, location, uploaded files, and the person who entered the report, and allows an authorized user to edit or delete their own entries.

Report lists can be searched, and exported using the Copy, CSV, Excel, PDF, or Print functions provided at the top of each list, to support internal recordkeeping and analysis.

SECTION 4 PROCESSING OF HAZARDS AND OCCURRENCES

4.1 How Reports Are Processed

When a hazard is identified or an occurrence takes place, it is promptly reported in SafetyCore, as described in Section 3. The SSP Department reviews the submitted data and, where necessary, forwards it to the relevant oversight department for follow-up or investigation.

The oversight department conducts the required actions and provides feedback to the SSP Department upon completion. The SSP Department compiles the feedback into a comprehensive report, which is then presented to management. This process is designed to continuously enhance aviation safety performance.

Each report is assigned a unique reference number in SafetyCore and a status, which is updated as processing progresses:

- Initial Notification – the report has been received and is pending evaluation, follow-up, or further information;
- Under Investigation – the report is being investigated by the RCAA, the reporting organization, or another authority, as appropriate;
- Investigation Completed – the investigation has concluded and its results have been received and recorded in SafetyCore; and
- Closed – no further action is required.

4.2 Follow-up and Investigation

Service providers are responsible, as part of their SMS, for investigating incidents and other occurrences that arise during their operations, and for recording the outcome of such investigations in SafetyCore. The RCAA may additionally review or investigate any occurrence where it considers this necessary to fulfil its safety oversight responsibilities.

Accidents and serious incidents are investigated in accordance with applicable RCARs and ICAO Annex 13; the RCAA may, at its discretion, delegate the investigation of a serious incident or incident to the reporting organization's own investigation system.

Where an occurrence is investigated by a service provider's internal investigation system, the resulting investigation report must be submitted to the RCAA, through SafetyCore or as otherwise directed by the SSP Department, upon completion of the investigation, so that the occurrence can be closed. Indicative investigation report timelines are set out at Appendix A to this AC.

Where an occurrence investigation identifies the need for enforcement or other corrective action, the relevant RCAA oversight inspector forwards the recommendation to the Director responsible for safety oversight for consideration in accordance with RCAA's enforcement procedures.

4.3 Feedback to the Aviation Community

The SSP Department conducts comprehensive analysis of the safety data collected through SafetyCore to identify trends, hazards, and emerging risks, and provides management with regular reports on industry safety performance and significant safety indicators. Relevant de-identified information may be shared with the aviation community through periodic publication, so that stakeholders can learn from industry-wide trends and use the information to review their own policies and plan improvements.

4.4 Contacting the SSP Department

Service providers with questions about SafetyCore, including requests for a new account or assistance with reporting, are welcome to contact RCAA SSP Department on Email: ssp@caa.gov.rw

APPENDIX A: REPORTING TIMELINES

The table below sets out the timelines for notifying the RCAA of an accident or incident and for reporting occurrences through the established Safety Data Collection and Processing System (SDCPS) (SafetyCore), in accordance with the applicable Civil Aviation Regulations.

Occurrence	Initial Notification to RCAA	Written Notification to RCAA	Entry into SafetyCore
Accident	Immediate / as soon as possible, by the most expeditious means available (e.g. telephone or email)	Within 48 hours following the occurrence	Within 72 hours following the occurrence
Incident	Immediate / as soon as possible, by the most expeditious means available (e.g. telephone or email)	Within 48 hours following the occurrence	Within 72 hours following the occurrence
Hazard	Not applicable	Not applicable	As soon as the hazard is identified

Note 1: Air operators of civil, state, or foreign aircraft operating in Rwanda, aircraft maintenance organizations, air navigation service providers, aerodrome operators, and any other persons identified in the applicable Parts of the Civil Aviation Regulations shall notify the respective AAID and the RCAA of an accident or incident through the most expeditious means available, such as telephone or email.

Note 2: The written notification of an accident or incident shall be submitted to the respective AAID and the RCAA within 48 hours following the occurrence.

Note 3: The service provider shall ensure that the reported accident or incident is entered into the established SDCPS (SafetyCore) under its Safety Management System (SMS) within 72 hours following the occurrence.

Note 4: The timelines in this table are provided as a summary for ease of reference and do not replace the reporting requirements and timeframes prescribed in the applicable Civil Aviation Regulations. Where a regulatory requirement provides a different or more stringent timeframe, the applicable regulatory requirement shall prevail.

APPENDIX B: EXAMPLES OF REPORTABLE OCCURRENCES

The examples below are illustrative and non-exhaustive, and do not include accidents (which must always be reported). They are organized by the aviation sectors referred to at paragraph 3.2 of this AC.

Flight Operations

- Near collisions requiring an avoidance manoeuvre, or a situation in which an avoidance manoeuvre would have been appropriate;
- Controlled flight into terrain narrowly avoided;
- A rejected take-off, or a take-off, landing, or attempted landing on a closed, occupied, or unassigned runway or taxiway;
- Gross failure to achieve predicted performance during take-off or initial climb;
- An in-flight fire, smoke, or fumes, even where extinguished by on-board equipment;
- An emergency use of supplemental oxygen by the flight crew;
- A structural failure or an uncontained engine failure not classified as an accident;
- Multiple malfunctions of one or more aircraft systems seriously affecting the safe operation of the aircraft;
- Flight crew incapacitation in flight;
- A fuel quantity requiring the declaration of an emergency by the pilot;
- A runway incursion or excursion, or an undershoot or overrun on landing;
- Any other occurrence considered reportable by the RCAA.

Aerodrome Operations

- A runway incursion or excursion occurring within the aerodrome environment;
- Failure or significant malfunction of aerodrome or airfield lighting or visual aids;
- Damage to an aircraft resulting from contact with, or ingestion of, foreign object debris on a runway or taxiway;
- Any occurrence within the aerodrome boundary that damages an aircraft, or otherwise affects the safety of aircraft ground movements;
- Any other occurrence considered reportable by the RCAA.

Air Traffic Management

- A loss of separation between aircraft;
- Unauthorized penetration of controlled, restricted, or prohibited airspace;
- A significant level bust;
- An aircraft coming close to controlled flight into terrain;

- Any air navigation or communication, navigation, and surveillance (CNS) equipment or system defect, malfunction, or damage that could affect the safety of air navigation;
- Any other occurrence considered reportable by the RCAA.

Aircraft Maintenance

- Any airframe, engine, propeller, component, or system defect, malfunction, or damage found during scheduled or unscheduled maintenance that could lead to an accident or serious incident if not promptly corrected;
- Installation of an incorrect, unapproved, or unserviceable part;
- Any other occurrence considered reportable by the RCAA.

Approved Training Organizations

- Any occurrence during a training flight or simulator session that meets the definition of an accident, serious incident, or incident;
- A deficiency in training aircraft or equipment that could affect the safety of training operations;
- Any other occurrence considered reportable by the RCAA.

Miscellaneous

- Any design- or manufacturing-related defect or malfunction that could warrant an emergency airworthiness directive, airworthiness directive, or alert service bulletin;
- Any other hazard or occurrence that, in the reporting organization's judgement, has significant safety implications, even if not listed above.

End of Advisory Circular