

INTERNATIONAL CIVIL
AVIATION ORGANIZATION



DIRECTORS GENERAL OF CIVIL AVIATION CONFERENCE ON A GLOBAL STRATEGY FOR AVIATION SAFETY

Montréal, 20 to 22 March 2006

REPORT

Approved by the Conference and
published by authority of the Secretary General

MONTRÉAL

2006

LETTER OF TRANSMITTAL

To: The President of the ICAO Council

From: The Chairman, Directors General of Civil Aviation Conference on a Global Strategy for Safety Oversight

I have the honour to submit the report of the Directors General of Civil Aviation Conference on a Global Strategy for Aviation Safety, which was held in Montreal from 20 to 22 March 2006.

Assad Kotaite
Chairman

Montreal, 22 March 2006

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HISTORY OF THE MEETING

1. DURATION

1.1 The Directors General of Civil Aviation Conference on a Global Strategy for Aviation Safety (DGCA/06) was opened by the President of the Council, Dr. Assad Kotaite, at 0900 hours on 20 March 2006 in the Assembly Hall of the Headquarters of the International Civil Aviation Organization in Montreal.

2. REPRESENTATION

2.1 The DGCA Conference was attended by 567 participants from 153 Contracting States and 26 international organizations.

3. OFFICERS

3.1 The Chairman of the conference, Dr. A. Kotaite, was elected following the opening of the conference.

4. SECRETARIAT

4.1 The Secretary of the conference was Mr. William R. Voss, Director of the Air Navigation Bureau. The advisers to the Secretary of the conference were Mr. Marinus C.F. Heijl, Deputy Director, Air Navigation Bureau and Mr. P. Lamy, Chief, Flight Safety (FLS) Section, and the Assistant Secretaries were: Mr. M. Costa, Chief, Accident Investigation and Prevention Section; Mr. A. Quiroz, Training and Administrative Coordinator, Safety Oversight Audit Section; Mr. M.A. Fox, Chief, Aviation Training Policy and Standards Unit; Mr. D. Maurino, Coordinator, Flight Safety and Human Factors Programme, FLS Section; and Mr. G. Herpst, Chief, Unified Strategy Programme Unit.

4.2 The general administrative arrangements for the conference were under the direction of Mr. A. Singh, Director, Bureau of Administration and Services. Language services were provided under the supervision of Mr. Y.N. Beliaev, Chief, Language and Publications Branch, assisted by Mrs. R.J. Ezrati, Chief, Interpretation Section; Mr. D. Wilson (English and Publications Section); Mr. P.J. Butler (French Section); Mr. V.A. Gapakov (Russian Section); Mrs. A. de Cuadra-Lindstrom (Spanish Section); Mr. M. El-Baghir (Arabic Section); and Mr. K. Li (Chinese Section).

4.3 The physical arrangements for the conference were made by Mr. M. Blanch, Chief, Conference and Office Services Section; Mrs. R. Zagoritis, Associate Conference Service Officer; Mrs. D. Rahmani, Acting Document Control Officer; Mr. J.D. Daoust, Chief, Printing Unit; and Mr. G. Beaudet, Supervisor, Internal Distribution Unit; Mr. S. Dobrica, Chief, Web, Library and Archives. Other specialist officers of the ICAO Secretariat provided advice to the conference as required.

5. ADOPTION OF THE AGENDA

- 5.1 The agenda transmitted to the conference by the Council was adopted at the first meeting.

6. WORKING ARRANGEMENTS

- 6.1 The working schedule submitted to States in advance of the conference, was accepted at the opening meeting.

6.2 A coordinating group was established in accordance with the *Directives to Divisional-type Air Navigation Meetings and Rules of Procedure for their Conduct* (Doc 8143) and met throughout the conference. The members were the Secretary of the conference, the Assistant Secretaries and representatives of various Secretariat services catering to the conference. The group was able to coordinate the activities of the conference using the services and accommodations available.

7. OPENING REMARKS

7.1 President of the Council

On behalf of the Council and Secretary General of the International Civil Aviation Organization (ICAO), I have the honour to declare open this Conference of Directors General of Civil Aviation (DGCA). I would like to extend a warm welcome to The Honourable Lawrence Cannon, Minister of Transport, Infrastructure and Communities of Canada, and to all the participants to this Conference.

The purpose of the Conference is to reach consensus on a Global Strategy for Aviation Safety in the 21st century. While 2003 and 2004 were the safest years since the creation of ICAO in 1944, six major accidents in August and September of last year claimed more lives than in all of 2004. Those accidents were timely reminders that systemic deficiencies identified under the Universal Safety Oversight Audit Programme (USOAP) since 1999 were still present. They also reminded us never to take aviation safety for granted. There is absolutely no room for complacency where safety is concerned, there never was and there never will be.

Public reaction reinforced the message. News reports showed people who sought answers to troubling questions and expressed anger at the lack of response from some authorities. Where Governments did implement measures intended to increase safety in their own airspace, their actions were not always understood or accepted by other States. If left unchecked, such misunderstandings could erode the very system that has supported the safe development of international civil aviation over the past 60 years. Directors General could argue with each other instead of relying on each other to improve safety.

That issue must be addressed squarely and decisively at this meeting. Aviation safety can only be achieved through a network of Directors General working as one. The strategy that you develop at this Conference must strengthen the system that binds you together. It must be a strategy that recognizes that a weakness in one is a weakness in all. And the thread that must run through this strategy is transparency. By being transparent and freely sharing information with each other and the public, you recapture the ability to act as one, to reinforce each others' actions, and to strengthen public confidence.

You will be better able to stand united against those who compromise aviation safety. It will help you to strengthen the process of recognition of foreign air operators and surveillance of their aircraft in your respective territories. A dangerous operator that escapes detection by one Director General can and should be controlled by another. In this battle, you are all allies on the side of safety.

Having said that, it is not enough to strengthen the system without strengthening the components of the system, that is to say the safety oversight capabilities of your respective administrations. This is particularly significant for Contracting States that lack the necessary human, technical or financial resources. DGCAs need to support one another, through the implementation of sustainable regional safety oversight organizations. These organizations can only be established by coordinated efforts from ICAO, States, industry and donors.

National civil aviation authorities, industry and funding institutions must cooperate fully in the provision of aviation technical assistance and guidance around the world. ICAO also stands ready to help in coordinating multilateral assistance when that is the preferred approach, so that States may build the required safety oversight capacity and implement safe practices throughout their air transport systems.

While safety oversight auditing can prove effective in identifying and promoting corrective action, it should not be seen as an end in itself. Equally important is the ability to bring about improvements. Resources allocated to audits and to remedies must be evaluated carefully; no disproportionate amount of resources should be allocated to auditing, at the expense of resources for safety enhancements.

Ladies and gentlemen, in a few months I will be retiring from ICAO after 53 years of service to this extraordinary Organization. Throughout my career, aviation safety has been my constant preoccupation. For me, one accident was always one too many, and the loss of even one life, was one too many. Like all of you here, I was entrusted with a noble mission, to protect the lives and well-being of the travelling public. We have done and must continue to do everything within our power to make sure they get to their destination safely and unharmed, and that no one on the ground will be killed or injured because of an aircraft accident.

You are the custodians of a powerful instrument of economic, social and cultural development for the citizens of your respective countries. You hold in your hands the tools that keep air transport safe and efficient for all those who fly on your airlines, who walk through your airports and who travel through your airspace.

Together, you form a global network. Together, you can save lives and give meaning to the vision of the Chicago Convention for a world aviation system that promotes peace and understanding among peoples and nations of the world. Together, you can create a global strategy for aviation safety that will be your legacy to the world for decades to come.

What we need is a strategy that propels us into action. I look forward to building this global strategy with you over the next few days.

7.2 Secretary General

Ladies and gentlemen, on behalf of the Secretariat of ICAO, I commend you for attending this action-oriented conference. It is essential that the discussions you will have and the decisions you will

make lead to concrete results in solving the safety issues that continue to undermine the integrity of the global air transport system.

The Conference agenda is compact and designed to promote frank exchanges. Introductory remarks by the President and myself have been kept short and traditional oral opening statements by participants have been eliminated to provide more time for dialogue and deliberations. Interventions from participants are necessary and encouraged, but we ask your cooperation in making them brief, concise and focused on consensus-building around the approved agenda items.

I want to assure all of you in this room that once the conclusions and recommendations of your Conference have been reviewed by the Council of ICAO, the Secretariat, which I am proud to lead, will implement each and every one of them in a timely, collaborative and cost-effective manner.

The ICAO Strategic Objectives and the Business Plan are already transforming the Secretariat into an even more results-oriented Organization. At all levels, we are introducing new working methods that lead to increased efficiency and effectiveness, while making prudent use of limited resources. Horizontal integration of Headquarters with the Regional Offices accredited to your States bring ICAO closer to each one of you. And a built-in review process will ensure that our activities are realigned periodically, so as to better support you in your efforts to further the safety of air transport operations in your respective countries and regions. In this connection, you will have received a memorandum and questionnaire concerning the Strategic Objectives of ICAO. ICAO is seeking your viewpoint on this important area. You are kindly requested to complete and return the documentation as indicated before your departure.

Before I conclude, I want to thank and congratulate Mr. Bill Voss, Director of the Air Navigation Bureau, his team and other members of the Secretariat who have deployed tremendous energy and time in making sure that the Conference is successful in creating a Global Strategy for Aviation Safety in the 21st Century.

**7.3 Honourable Lawrence Cannon,
Minister of Transport, Infrastructure and Communities — Canada**

Introduction

As Canada's Minister of Transport, Infrastructure and Communities, I am proud to welcome you to the Directors General Conference on Civil Aviation Safety of ICAO member States.

I am especially proud to welcome you here to Montreal, the ICAO Headquarters since 1945.

Welcome home.

The relationship between Canada and the ICAO dates back to the Quebec Conference in August 1943, where President Roosevelt and Prime Minister Churchill, in the midst of a world war, proposed that an organization similar to the United Nations be created to manage certain aspects of international civil aviation.

Canada and the other member countries have done good work over the years.

But we still have a lot to do to ensure that the global aviation system remains fundamentally safe.

To achieve this goal, we must strengthen aviation safety through the combined efforts of all Contracting States and the air transport industry.

This is the only way we will be able to uphold the public confidence in air transport safety, which is key to ensuring that the industry thrives.

This conference will no doubt help you move ahead towards fulfilling this shared goal.

Agenda

First of all, I am very impressed by the agenda that you have prepared for the next two days. I wish you all the success in your proceedings.

I am particularly pleased to see that you will be studying the disparity between the safety levels from one region to another, as well as the difficulties created by increased air traffic and globalization of the industry.

In civil aviation, as in so many other fields, it has become clear that international cooperation is the key to success in the new economy.

Liberalization has also become a determining factor in modern aviation, and as a result, we need to redefine the existing relationship between the industry and its governmental authority.

You are completely right in saying that all parties, governments, service providers and airlines should understand and fully assume their responsibilities.

We all understand that member States and the industry have a common interest, which is to see a thriving air transport system. That is why member States and the industry have taken many initiatives to strengthen safety.

Unfortunately, the initiatives aimed at ensuring greater safety have benefited only one State or group of States at a time, because the benefits have not been shared equally. You have good reason for tackling this problem, which, if left unresolved, will increase the disparity between too many countries in terms of air safety.

You will also be focusing on the need for transparency and information sharing with regard to safety.

That is a wise choice.

There is no doubt that better sharing of information on safety among Contracting States would help them increase their effectiveness in overseeing safety.

Committing to transparency and the sharing of information is not necessarily a natural or easy decision for companies or governments. Scrutiny can mean challenges from outside, and requires time and effort to manage information and to respond to public issues.

But it is also an essential piece of the puzzle that will lead us to the improved safety records of the future that all of us here in attendance today are striving for.

Canada is highly committed to the principles of transparency and sharing of safety information. We have demonstrated this commitment for example by authorizing ICAO to release its audit of air safety in Canada, and by making our regulatory responses to safety challenges that we find in the Canadian aviation system available.

I am very encouraged to see that the ICAO Council appears ready to take further action on transparency and our government will be of course more than happy to cooperate with regard.

I can also tell you that during this conference Transport Canada will sign an agreement with the United States Federal Aviation Administration to establish the terms and conditions under which Transport Canada will participate in the FAA's international aviation safety data exchange system.

But governments alone, however well intentioned and however numerous, will not be able to bring about the needed new environment that will allow a better flow of information.

Committing ourselves to increased transparency and accountability therefore also means that those responsible for maintaining the business end of civil aviation organizations are responsible and accountable for their safety policy and record as well.

SMS

I also want to point out that in terms of working together to improve safety records, we already have some important accomplishments under our belt, highlighted by ICAO's Universal Safety Oversight Programme.

In fact, Canada was the first State to be audited under the new systems approach, so we can attest to its value and merit.

We need to do more.

We need to build upon our existing regulatory frameworks and focus on risk management practices.

This means changing the way we all do business — from safety at an operations level to a systems-wide approach.

Canada sees Safety Management Systems — also known as SMS — as a big part of the solution.

SMS will be essential in further strengthening our programmes over the coming years. Essential as it may be, however, I want to make it clear that Canada feels SMS is not the *only* solution to enhanced aviation safety; it's only *part* of the solution.

At the heart of SMS is the idea that safety performance should be priority number one in the aviation industry and at ICAO. This may seem obvious to some of us, but the value of a systems-wide approach is that it places responsibility for safety upon everyone in the organization — from the CEO to the mechanic on the shop floor.

This represents a major cultural shift for many organizations. But the benefits are clear. Better safety means more trust. It means better business. Not just in aviation, but in all safety sectors. We have experienced this in Canada.

For example, Canadian aviation organizations that have embraced SMS have found that both safety and business have been enhanced.

Why? Because risks are identified before they become incidents. Small problems are fixed before they turn into big ones. Reduced risks also mean reduced insurance rates and higher confidence, not only in the public sector, but within the industry as well.

Baggage

As Canada's new Minister of Transport, Infrastructure and Communities, I was heartened to learn that ICAO set an important task for the aviation community to ensure that, by January 1st of this year, all countries would be able to screen all checked baggage on international flights.

This is an important milestone in aviation security. Canada worked hard to meet this deadline and we have gone one step further by screening checked baggage on domestic flights as well.

And while we are proud of this achievement, we know more must be done. Last year an audit team from ICAO reviewed our security program — we were pleased with the result and are following up on their recommendations.

We are also developing enhanced passenger assessment programmes and new security programmes for air cargo in a continuing effort to further protect travellers from the threat of terrorism.

Canada is well aware it is not alone in its commitment to aviation safety and security. These are issues that each one of us here cares deeply about. It is an issue that all air travelers cares personally about. We are making great progress. But, unfortunately, our job is not getting any easier.

Future demographics for example tell us that the current safety framework simply is not sustainable.

As air traffic grows, so will the number of accidents, unless better ways are found to reduce them. We've seen a slight increase in accidents in 2005 and this simply must be addressed.

Together we must therefore constantly strive to improve the level of safety in our civil aviation systems. This conference, then, is about people having confidence in flying. It's about being innovative. It's about determination, training, hard work and most importantly, it's about commitment and the need for transparency.

It's also about having a commitment to safety at the top, and driving that into the culture and practices of an organization. In today's business world, every director general, and every corporate CEO, must constantly communicate and affirm their commitment to safety.

That's leadership.

If we are to drive these solutions from the top-down, it's clear that ICAO has a critical role to play. This organization has a proud history, but must also keep pace with global developments and show leadership on this issue.

In this context, I believe three objectives must be addressed if we are to truly protect the right of passengers to embark on a safe and secure aircraft:

First, recognizing that this is a global industry. We must recommit to working together through ICAO and other organizations on new approaches to maintain and improve existing safety records. Such new approaches can and have included increased transparency in sharing vital safety-related information between ICAO member States;

Second, we must embrace the concept that safety is everyone's business. It must be a priority in the boardrooms of the world's airlines and airports as much as it is on the hangar floor, in our skies, and in the ICAO Council; and

Third, we must accept that maintaining safe skies will not only result from new or enhanced safety rules and practices, but also from new levels of accountability and transparency in government and in industry.

I know that the ICAO Council is capable and determined to demonstrate leadership in this regard.

Conclusion

We all know that passengers simply won't — and shouldn't — fly on aircraft they don't feel are safe, regardless of perks or incentives or special rates.

We also understand that every passenger has a right to embark on an aircraft that is safe and secure. Only we can make that happen by working together.

And I am firmly convinced that there is no better tool for international cooperation and action than the ICAO.

As Directors General of aviation safety in your respective countries, you have a very heavy responsibility. But I also know how serious and how committed you are to fulfilling this duty.

In closing, I hope that this conference will help you accomplish a mission that is greatly appreciated by millions of people, across all continents.

Merci. Thank you.

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LIST OF REPRESENTATIVES

CD	—	Chief Delegate	ADV	—	Adviser
ACD	—	Alternate Chief Delegate	COBS	—	Chief Observer
D	—	Delegate	OBS	—	Observer
ALT	—	Alternate			

STATE/TERRITORY	NAME	DESIGNATION
CONTRACTING STATES		
Afghanistan	Mir, Y.	CD
Albania	Dibra, G.	CD
Algeria	Benchemam, M.	CD
Angola	Preza, H.	CD
	Dos Santos, G.	D
	Pinto Da Cruz, A.	D
	Pombal, A.	D
Argentina	Matiak, C.	CD
	Lopez Gonzalez, J.	ACD
	Di Risio, H.	D
	Dimeglio, N.	D
	Valente, D.	D
	Cornelio, J.	ALT
	Riaboi, J.	ALT
Armenia	Movsesyan, A.	CD
	Karapetyan, S.	D
Australia	Doherty, J.	CD
	Murray, P.	ACD
	Bills, K.	D
	Brooks, L.	D
	Clegg, S.	D
	Harfield, J.	D
	Sutherland, V.	D
	Macfarlane, R.	ADV
Austria	Bialonczyk, M.	CD
	Gehrer, S.	D
	Puleo - Leodolter, K.	D
Bahrain	Abdulrahim, A.	CD
	Al Alawi, E.	D
	Al Kooheji, G.	D
Barbados	Archer, E.	CD
Belarus	Mazai, N.	CD
Belgium	De Smet, M.	CD
	Ardui, M.	ACD

STATE/TERRITORY	NAME	DESIGNATION
Belize	Contreras, J.	CD
Benin	De Souza, A.	CD
Bolivia	Garcia Soruco, R.	CD
	Ballesteros H, W.	ACD
	Andrade Requena, J.	ADV
Bosnia and Herzegovina	Ratkovica, D.	CD
	Hodzic, S.	D
Brazil	Almeida, P.	CD
	Pohlmann, A.	CD
	Cunha, P.	D
	Pinto, R.	ALT
	Brasil, R.	ADV
	Cirilo, C.	ADV
	Ferreira, R.	ADV
	Gageiro Pinto, M.	ADV
	Machado, S.	ADV
	Medeiros, N.	ADV
	Mendes Da Silva, J.	ADV
	Rodrigues, A.	ADV
	Vieira, P.	ADV
Brunei Darussalam	Haji Latip, H.	CD
	Haji Besar, H.	ACD
Bulgaria	Stoyanov, G.	CD
	Petrova, I.	D
Burkina Faso	Salambere, R.	CD
Cameroon	Sama, I.	CD
	Mandeng, S.	D
	Tekou, T.	D
	Tsamo, C.	D
Canada	Preuss, M.	CD
	Dupuis, L.	ACD
	Shuter, R.	ACD
	Chambers, S.	D
	Deshaies, M.	D
	Normoyle, D.	D
	Sherritt, D.	D
	Vineberg, P.	D
	Ouellette, Y.	ADV
Cape Verde	Barbosa, A.	ACD
	Correia, V.	D
Central African Republic	Lenguendayen, G.	CD
Chad	Guelpina, C.	CD
Chile	Rosende, E.	CD
	De La Vega, A.	D
	Gomez, C.	D
	Mena, A.	D

STATE/TERRITORY	NAME	DESIGNATION
China	Miranda, G.	D
	Sepulveda, L.	D
	Yuraszeck, G.	ALT
	Wang, C.	CD
	Chan, W.	D
	Diao, Y.	D
	Fang, J.	D
	Han, J.	D
	Jiang, H.	D
	Li, K.	D
	Li, M.	D
	Liu, S.	D
	Liu, Y.	D
	Lo, N.	D
	Tsang, Y.	D
	Wang, L.	D
	Wong, E.	D
	Wong, P.	D
	Wu, Z.	D
	Xia, X.	D
	Zhang, H.	D
	Zhang, Y.	D
Colombia	Sanclemente, F.	CD
	Ortiz, J.	ACD
	Bejarano, C.	ADV
	Paez, L.	ADV
	Paris, S.	ADV
Comoros	Anzi Mohamed, S.	CD
Congo	Nzaou, G.	CD
Costa Rica	Lopez Viquez, V.	CD
	Duran Orozco, A.	D
Côte d'Ivoire	Abonouan, J.	CD
	Douka, K.	ACD
	Elefteriou, G.	D
Croatia	Bilas, P.	CD
	Mrden Korac, V.	D
	Cop, S.	ADV
Cuba	Ojeda Vives, A.	CD
	Silveira Carrazana, A.	ACD
	Castillo De La Paz, J.	D
	Castro Amechazurra, A.	D
	Lopez Falcon, J.	D
	Valdivia Acosta, R.	D
	Calderin Rodriguez, D.	ALT
Cyprus	Leonidou, L.	CD
Czech Republic	Stolc, J.	CD
	Ploch, J.	ACD

STATE/TERRITORY	NAME	DESIGNATION
Democratic Republic of the Congo	Mika, L.	D
	Strubl, P.	D
	Nsiye, I.	CD
	Tshiumba, M.	ACD
Denmark	Larsen, K.	CD
	Remmer, N.	ACD
	Veingberg, P.	ACD
	Holdt, J.	D
Dominican Republic	Rodriguez, L.	CD
	Veras, C.	D
Ecuador	Birkett, W.	CD
Egypt	Farrag, S.	CD
	Kamel, N.	D
El Salvador	Rodriguez, J.	CD
	Zaghini, R.	D
Estonia	Kaskel, K.	CD
	Martsenkov, K.	D
Ethiopia	Woldeyohannes, M.	CD
	Belayneh, M.	D
	Meshesha, G.	D
Fiji	Waq, N.	D
Finland	Salonen, K.	CD
	Tupamaki, M.	D
France	Wachenheim, M.	CD
	Chouvet, J.	ACD
	Coffin, M.	ACD
	Arslanian, P.	D
	Bour, J.	D
	Dehais, M.	D
	Jaquard, P.	D
	Lapene, L.	D
	Thirion, G.	D
	Aqallal, A.	ADV
	Iches, M.	ADV
	Olivero, G.	ADV
	Pape, P.	ADV
	Ravelojaona, M.	ADV
	Thebault, B.	ADV
Gabon	Obiang Zue Beyeme, J.	ACD
	Ayiliga, A.	D
	Bemengue, S.	D
Gambia	Bass, JR, P.	CD
	Njie, K.	D
Germany	Dr. Froböse, H.-J.	CD
	Mickler, T.	ACD
	Burlage, T.	D

STATE/TERRITORY	NAME	DESIGNATION
	Köster, M.	D
	Matthes, H.	D
	Mürl, H.	D
	Nitschke, D.	D
	Schwierczinski, U.	D
Ghana	Adumansa-Baddoo, N.	CD
	Kwakwa, K.	CD
	Allotey, S.	ACD
	Akohene, E.	D
Greece	Vasilakos, E.	CD
	Dochtsis, D.	D
	Iliou, V.	D
	Marini, A.	D
	Rigas, V.	D
	Sfakianakis, K.	D
	Sourvanos, G.	D
	Tzanetouleas-Zanetouleas-Dimidis, H.	D
Guatemala	Moreno, J.	CD
Guinea	Camara, A.	CD
	Bah, B.	D
	Villet, P.	D
Guinea-Bissau	Co, J.	CD
Guyana	Ramphul, C.	CD
Haiti	Pierre, J.	CD
	Dumas, L.	D
Honduras	Pagoada Figueroa, B.	CD
	Seaman Martinez, G.	D
	Suazo Morazan, A.	D
Hungary	Kiss, L.	CD
	Szekely, Z.	ACD
	Mudra, I.	D
	Sipos, A.	D
	Omajnikov, V.	ADV
Iceland	Palsson, T.	CD
	Palsson, A.	D
	Tomasson, J.	D
India	Gohain, K.	CD
	Ramalingam, K.	ACD
	Zaidi, N.	ACD
	Goswami, S.	ADV
	Ram, A.	ADV
Indonesia	Tatang, M.	CD
	Hardono, D.	ACD
	Darwoto, B.	D
	Fuschad, M.	D
	Haryoto, E.	D