

INTERNATIONAL CIVIL
AVIATION ORGANIZATION



HIGH-LEVEL SAFETY CONFERENCE 2010

Montréal, 29 March – 1 April 2010

REPORT

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

MONTREAL

2010

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LETTER OF TRANSMITTAL

To: The President of the ICAO Council

From: The Chairman, High-level Safety Conference 2010

I have the honour to submit the report of the High-level Safety Conference 2010, which was held in Montréal from 29 March to 1 April 2010.

Radu Mircea Berceanu
Chairman



Montréal, 1 April 2010



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HISTORY OF THE MEETING

1. DURATION

1.1 The High-level Safety Conference 2010 (HLSC/2010) was opened by the President of the Council, Mr. Roberto Kobeh González, at 1230 hours on 29 March 2010 in the Assembly Hall of the Headquarters of the International Civil Aviation Organization in Montréal.

2. REPRESENTATION

2.1 The HLSC was attended by 551 participants from 117 Contracting States and Observers representing 32 international organizations.

3. OFFICERS

3.1 The Chairman of the Conference, Mr. Radu Mircea Berceanu, was elected following the opening of the Conference. On the proposal of the Chief Delegate of the United Arab Emirates, seconded by the Chief Delegate of Brazil, Dr. Harold Olusegun Demuren was elected Vice-Chairman of the Conference by acclamation.

4. SECRETARIAT

4.1 The Secretary of the Conference was Ms. Nancy J. Graham, Director of the Air Navigation Bureau. The advisers to the Secretary of the Conference were Mr. Vincent Galotti, Deputy Director, Air Navigation Bureau and Mr. Paul Lamy, Consultant, Air Navigation Bureau. The Assistant Secretaries were: Messers. Marcus Costa, Henry Defalque, Mitchell Fox, Henry Gourdji, John Illson, Richard Macfarlane, Marco Merens, Miguel Ramos and Thormodur Thormodsson.

4.2 The general administrative arrangements for the Conference were under the direction of Dr. F. Liu, Director, Bureau of Administration and Services. Language services were provided under the supervision of Mr. L. Cherif, Chief, Language and Publications Branch, assisted by Mr. V.A. Samochkine, Chief, Interpretation Section; Mrs. Nancy Shewan (English and Publications Section); Mr. P.J. Butler (French Section); Mr. A. Fedorchenko (Russian Section); Mrs. A. de Cuadra-Lindstrom (Spanish Section); Mr. G.M. Elbushra (Arabic Section); and Mr. K. Li (Chinese Section).

4.3 The physical arrangements for the Conference were made by Ms. L. Dery, Acting Chief, Conference and Office Services Section; Mrs. R. Zagoritis, Associate Conference Service Officer; Mrs. D. Rahmani, Supervisor, Documentation Control Unit; Mr. J.D. Daoust, Chief, Reproduction, Sales and External Distribution Services; and Mr. G. Beaudet, Supervisor, Internal Distribution Unit. 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**

I am delighted to welcome all of you to this High-level Safety Conference.

I view this Conference as the third in a series of ground-breaking meetings to fundamentally overhaul the way in which we manage safety issues globally.

The first was the Directors General of Civil Aviation Conference of 1997 which established USOAP – ICAO’s mandatory Universal Safety Oversight Audit Programme (USOAP). The creation of USOAP was a paradigm shift in attitudes and policies; for the first time, sovereign States authorized a United Nations agency to assess their respective capabilities to oversee the implementation of agreed-upon international Standards on their territory.

The second was the 2006 DGCA Conference when participants agreed to post USOAP results on ICAO’s public website. This was tacit recognition that transparency and sharing of information are fundamental to a safe air transport system. It was not an easy decision, but it was certainly the right thing to do.

The focus of this week’s Conference is the sharing of safety information – an essential element in our global safety strategy. We must build on the concept of transparency and demonstrate our capability to work together as never before, to achieve additional improvements in safety where they are most needed.

It begins with taking stock of the current situation. While the number of fatal accidents and associated fatalities has consistently dropped over the past decade or so, despite an increase in traffic, the gap in safety results has widened between certain States and regions.

Our task now is to develop and implement more flexible and effective strategies to help States with specific challenges in reducing their accident rates and contribute to an even safer global air transport system, while reinforcing safety in others.

This means agreeing on new strategies for managing safety and complementing our traditional prescriptive-based methodology with a proactive, performance-based approach better equipped to reduce accident rates from their present levels.

This new way of doing business will allow proactive identification and response to emerging safety issues before they result in accidents or incidents.

Worldwide, Safety Management Systems and newly-created State Safety Programmes are being implemented. ICAO programmes have adapted. A Continuous Monitoring Approach for USOAP encourages a more effective and efficient use of resources in assessing State compliance with ICAO Standards and Recommended Practices. These innovations and trends are fundamental building blocks of ICAO's evolving safety strategy and will provide increasing benefits as they continue to mature.

Yes, ICAO has irrevocably embraced the risk-based approach, at the same time recognizing that this requires an equivalent commitment to risk-management. At an organizational level, for ICAO, for States and for aviation organizations, we must all adjust the way in which we respond to risk through our respective safety management processes.

By definition, proactive safety strategies to avert potential accidents cannot be based on simply reacting to serious events. We also need to fully understand the risks associated with the many facets of today's complex aviation system. And while vast amounts of data are regularly collected, the problem is that this information is not effectively shared. The time has come to ensure that all critical safety-related information is disseminated throughout the international aviation community and processed using globally harmonized analysis methods.

To that end, ICAO is currently developing an internal integrated safety trend analysis and reporting system that will eventually have the capability to analyze various types of data, thereby creating a multidimensional assessment of emerging safety issues.

The success of these efforts, however, will ultimately rest on policy decisions that facilitate the free exchange of information. Simply stated, the sharing of valuable safety information must become the norm, rather than an exceptional practice among States and concerned aviation stakeholders.

Obviously there are risks involved in the sharing of information. And so, it is essential that we establish an environment where the exchange of critical safety information can be encouraged and facilitated without jeopardizing information sources. Without such a protective environment, a proactive approach to safety will not be possible.

Another critical element of a sound proactive safety strategy is having the competencies needed for an effective safety oversight system. With State Safety Programmes at varying levels of maturity, we must be more creative and flexible in finding solutions tailored to each State's needs.

One option remains the tried-and-tested concept of Regional Safety Oversight Organizations which have demonstrated their ability to overcome many of the obstacles faced by States. Other alternatives include bilateral agreements or external service providers conducting technical work related to safety oversight. Whichever solution provides the best fit, in all cases States retain responsibility for safety oversight.

As you can see, there are a number of options to be considered as we continue to develop a global safety strategy. Nonetheless, we must always be cognizant of the fact that, despite our tireless efforts, a certain degree of risk is inherent to aviation operations. While all accidents are tragic, we must recognize the need for continued development of safety initiatives that prevent their recurrence.

These are just some of the issues that we will cover, not only in the next few days but also in the years to come. As was the case in 1997 and 2006, the time has come to take bold and difficult decisions, because it is the right thing to do for the aviation community.

In concrete terms, this is what I expect from the High-level Safety Conference:

1. Support for the transition in the near-term to the Continuous Monitoring Approach to safety oversight.

This will require your commitment to providing ICAO with accurate and complete information in a timely manner.

I also ask you to reaffirm your commitment to the transparency of USOAP audit results and to agree that this principle be applied to the issuance of significant safety concerns.

2. Support for the integration of State safety information through the harmonization of key safety metrics and the coordination of safety analysis methods.

In addition, the sharing of information from State safety analyses is essential to the success of a global safety strategy and I ask that when possible you make the required expertise available.

3. Affirmation of the role of Regional Safety Oversight Organizations.

These can help States in need to leverage limited resources and to obtain aggregate data for meaningful safety analyses.

4. Agreement on the development of a global organizational framework to protect the providers of sensitive safety data used for future information sharing initiatives.

Without this protective framework, essential information will remain unavailable to ICAO and to other organizations involved in the analysis and resolution of global safety issues.

Finally, I ask the Conference to consider the need for a dedicated Safety Management Annex.

This will require resources and therefore deserves careful consideration; however, a dedicated safety management Annex will highlight safety as ICAO's primary focus, relevant to all aviation professionals, regardless of their operational expertise. It will facilitate a coordinated approach for the promulgation of the practices necessary to assure the highest levels of safety throughout the international aviation system.

In closing, ladies and gentlemen, I want to thank you for taking the time to attend this High-level Safety Conference. I believe it can rank as another milestone in our successful drive to provide the citizens of all Member States of ICAO, the people you represent, with the safest national, regional and global air transport systems possible. And we must achieve this, as we have always done, through our collective resolve to honour our commitments and to take all necessary action to ensure the continued successful evolution of a global safety strategy.

7.2 Opening remarks were also given by Representatives of Japan, Arab Civil Aviation Commission (ACAC), African Civil Aviation Commission (AFCAC), Latin American Civil Aviation Commission (LACAC), European Union (EU) and the Federal Aviation Administration (FAA). The remarks are available on the HLSC official website at <http://www2.icao.int/en/HLSC/default.aspx>.

8. CLOSING REMARK

8.1 Secretary General

Ladies and gentlemen, we have come to the end of a very successful Conference.

The Conference began with a status report on the safety targets contained in the Global Aviation Safety Plan. As you may recall, we've made good progress in achieving some of the GASP targets, but not all. While the number of fatal accidents and related fatalities has decreased over the past ten years, the overall accident rate has remained steady. Of significant concern is the variation in accident rates among States as well as regions.

Which brings us to the central theme of this Conference: to work collaboratively – sharing information with the objective of responding to risks before they result in accidents or serious incidents.

Earlier in the Conference, we made a good start toward information sharing when ICAO, the Federal Aviation Administration of the United States, the Commission of the European Union and the International Air Transport Association signed a Declaration of Intent on the Development of a Global Safety Information Exchange Agreement.

These are bold steps that we are taking together. Based on the discussions of this Conference, it is clear that ICAO must play a central role in the sharing of information, and I can assure you that we will make the most effective use of our resources to make meaningful contributions.

During his opening remarks, President Kobeh called upon this High Level Safety Conference to address five specific areas, and I'd like to review the outcomes of those deliberations, as well as their implications for a future safety strategy.

First, the Conference's decision to endorse the transition to a continuous monitoring approach will provide ICAO with valuable safety information to be shared with the international community. As a supplement to the robust USOAP audit data, continuous monitoring will create a steady flow of information allowing for more timely identification and mitigation of emerging safety issues. Based on your deliberations, ICAO will continue to work in a transparent manner, assuring that information learned through the continuous monitoring process is used to promote aviation safety, and not used for the purpose of retribution or economic advantage.

Second, the Conference has provided the guidance needed for the aviation community to implement a truly international information sharing initiative. ICAO will convene groups of experts to make safety information sharing a reality through development of common safety metrics, harmonized analysis methods as well as the required technical capabilities. The willingness to share sensitive safety information is an essential step toward a more proactive approach to managing the risks inherent to a complex and dynamic operating environment. Nonetheless, this type of collaboration is essential to influence strategic safety decisions through the predictive analysis of accurate and comprehensive information, rather than primarily basing such decisions in response to tragic accidents.

The third item referred to this Conference by the President was to affirm the role of regional safety oversight organizations. As you may recall from the briefing delivered at the beginning of the Conference by Nancy Graham, States have safety oversight systems in varying levels of maturity, and many lack the necessary resources to implement complex safety programmes on their own. Therefore, we must ensure that alternative solutions are available and regional safety oversight organizations can play a strategic role.

Fourth, the Conference endorsed the safety framework as proposed by ICAO – a necessary step to ensure that the many components of our respective safety programmes are implemented in a strategic and coordinated manner. ICAO will continue to develop its internal processes to ensure that realistic objectives are set and realized through sound business practices. Beyond the commitment to improve our internal processes, ICAO will take measures to make all safety-related documents available in the six official ICAO languages.

Finally, the Conference has taken an important step in endorsing the creation of a dedicated Safety Annex; only the fourth new Annex since the early years of ICAO and the first in over 25 years. A new Annex will require a significant investment of resources but it is an investment that will pay dividends in the better management and alignment of ICAO's Standards and Recommended Practices. Also, safety professionals in the international community will have a clearer understanding of what is expected of them.

But no matter how robust our shared information and predictive safety analyses, we will still learn difficult lessons from accidents although, hopefully, they will be few and far between. And so, the Conference has re-affirmed that all accidents need to be thoroughly investigated in order to ensure that lessons are learned and integrated into the safety framework. As a result, ICAO will review Standards and Recommended Practices (SARPs) and guidance material to ensure that the data necessary to support accident investigations is available. This review will include provisions for the recovery of data and information from flight recorders. ICAO will also assess changes which may be necessary to improve surveillance, flight monitoring and communications in oceanic airspace or in remote areas, including timely and adequate search and rescue services. In addition, ICAO will review existing provisions and guidance material regarding flight deck activities in order to assess whether further action on this issue is required.

Yes, this has been a very productive Conference, but there is a substantial amount of work to follow. It is critical for ICAO to do this work, but we will need to prioritize our efforts and determine which tasks can be accomplished in the short, medium and long term. Of critical importance is your support to ensure that we have the resources to achieve the ambitious goals established by this Conference.

As you are aware, we are establishing a budget for the next triennium and the Council and the Assembly will have to provide the necessary resources to achieve the ambitious goals that you

have identified. In this context, I am more than grateful to the United Arab Emirates for their generous contribution of \$200,000 in support of our safety efforts. Also, I would like to publically acknowledge the Republic of Korea for their contribution a few months ago of \$100,000. Finally, I want to express my continued appreciation for the numerous Member States who provide ongoing assistance to ICAO through secondments of talented aviation professionals and with other resources.

Your success in achieving the objectives of this Conference in such a short time frame is indeed remarkable and for this, we are indebted to the Chairman of the Conference, Mr. Radu Mircea Berceanu, who has displayed strong management skills in taking us through the agenda. As Secretary General I wish to acknowledge Nancy Graham for her leadership and to recognize the tremendous work done behind the scenes by her exceptional team in the Air Navigation Bureau and also by the staff of other Bureaux who have helped this event run smoothly.

Let me also mention the good media attention that the Conference has received and my thanks to the Delegations for helping to get the message out on what we have accomplished at this ICAO High-level Safety Conference.

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LIST OF PARTICIPANTS

CD	—	Chief Delegate	ADV	—	Adviser
ACD	—	Alternate Chief Delegate	COBS	—	Chief Observer
D	—	Delegate	OBS	—	Observer
ICM	—	ICAO Council Member	ANC	—	Air Navigation Commissioner
AICM	—	Alternate ICAO Council Member	IR	—	ICAO Representative

CONTRACTING STATES

State	Family Name	First Name	Position in Delegation
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AFGHANISTAN

ALAMI	R.M.	D
DORES	K.L.	ADV
IRWIN	S.	ADV
KORHONEN	J.O.	ADV

ARGENTINA

DÁVILA	L.R.	CD
SINGH	M. A.	ICM
PRADO	S.	AICM
GONZÁLEZ	S.A.	ANC
GELSO	J.	D

AUSTRALIA

MCCORMICK	J.	CD
FARQUARSON	T.	ACD
TIEDE	A.H.R.	ANC
ALECK	J.	D
BOYD	P.	D
BROOKS	L.	D
DOHERTY	J.	D
EVANS	P.K.	D
MACAULEY	K.	D

AUSTRIA

BIALONCZYK	M.	CD
KRZIWANEK	K.	ACD
SCHLEIFER	C.	ANC
NIRSCHL	F.	D



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YOUNES	K.	D

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MEHDI ALAM	S.	CD
KHAN MAJIS	S.I.	ACD
AHMED	A.	D
SH Aidur Rahman	M.	D

BARBADOS

ARCHER	E.	CD
LAKE	O.E.	D

BELGIUM

DURINCKX	F.	CD
ROBERT	G.	ADV

BENIN

DE SOUZA	M.	D
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BOLIVIA

PARDO	J.	D
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BOTSWANA

BELAYNEH	M.	CD
EBINENG	J.	D

BRAZIL

CARDOSO	R.	ACD
SIMAO	C.P.	ACD
MAGNO	R.	CD
ROMERA	A.	D
ALVES	J.L.F.	ANC
BASTOS	L.C.	D
CAMPOS	D.B.	D
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SILVA	A.	D
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YOUSOF	A.	D
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DIEGUIMDE	M.	CD
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ZOA ETUNDI	E.	ICM
BEKOLO	E.	D
ESSIMI	L.	D
MBOTTO EDIMO	F.	D
MELOM	P.	D
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CLITSOME	M.	D
GIRARD	N.	D
MCNAIR	D.J.	D
SHERITT	D.	D
STANFIELD	S.	D
TADROS	W.	D
DIAMANT BOUSTEAD	J.	ADV
LACHANCE	L.	ADV
SAYFI	R.	ADV
KNAAPEN	L.	OBS
LANGLOIS	M	OBS
MARTEL	E	OBS

CHAD

ALI MAHAMAT ZENE	W	CD
MAHAMAT SEID	A	D
NGAKO	B	D

CHILE

HUEPE	J	CD
SEPULVEDA	L	ACD
GALAN	I	D
CANTILLANO GALVEZ	M	ADV
HADAD	N	ADV

CHINA

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YANG	J	D
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