



**Agenda Item 2: Global and regional civil aviation requirements and challenges**

**SAM REGION FOLLOW UP ON RESULTS OF THE SECOND HIGH-LEVEL SAFETY CONFERENCE (HLSC 2015)**

(Presented by the Ecuador)

**SUMMARY**

This working paper (WP) presents information on the results of the Second High-Level Safety Conference (HLSC 2015) held in Montreal, Canada, on 2-5 February 2015, and its follow up in the SAM Region.

**References:**

- First high-level safety conference, Montreal, Canada, 29 March to 1 April 2010 (HLSC 2010)
- Second high-level safety conference, Montreal, Canada, 2-5 February 2015 (HLSC 2015)
- First edition of the revised version of the ICAO Global aviation safety plan (GASP) (Doc 10004, 2013)
- Resolution A38-2 – ICAO global planning for safety and air navigation

**ICAO Strategic Objectives:**

*A - Safety*

**1 Background**

1.1 On 29 March to 1 April 2010, ICAO held the *First high-level safety conference (HLSC 2010)* in Montreal, Canada, with the participation of 551 delegates of 117 member States and representatives of 32 international organisations. The First conference called on ICAO to facilitate the collection, analysis, and dissemination of the safety information provided by States and the industry, thus giving the Organization a powerful mandate to develop a strategy to further reduce the global accident rate through the exchange of safety information among member States and the air transport industry.

1.2 Likewise, on 2-5 February 2015, ICAO organised the *Second high-level safety conference (HLSC 2015)* at its Headquarters, with the participation of 714 delegates of 120 member States and representatives of 35 international organisations. The purpose of this Conference was to bring together the Directors General of Civil Aviation and strategic decision makers in order to reach consensus, obtain commitments, and formulate the recommendations required for effectively and efficiently advancing key aviation safety activities. The main issues addressed by this conference were: *review of the safety status, the future aviation safety management approach, and furthering improved regional cooperation.*

**2 Main results of the Second high-level safety conference (HLSC 2015)**

***Review of the safety status***

2.1 In reviewing this issue, the Conference acknowledged the measures taken by ICAO in response to 2010 HLSC recommendations, took note of the status of implementation of GASP objectives, and decided to support ICAO in the conduction of on-going initiatives, encouraging it to work in partnership with other stakeholders for the completion of these initiatives.

2.2 The Conference took note of the multi-disciplinary meeting held at ICAO Headquarters to address the events related to the disappearance of flight MH370 of Malaysia Airlines, which reached the conclusion that *global monitoring of flights* was urgently needed. Accordingly, two groups were established: the ICAO *ad-hoc* working group, which developed an operational concept in support of the future development of the *global aeronautical distress and safety system (GADSS)*, and a special aircraft tracking task force (ATTF), headed by the industry, which identified the short-term capabilities required for normal tracking of flights using existing technologies.

2.3 The Conference then reviewed global concern issues regarding air transport and matters concerning conflict zones, and agreed on the need to develop guidance for conducting and sharing risk assessments as well as to have a centralised repository of available information on notices to airmen (NOTAMs), aeronautical information circulars (AICs), aeronautical information publication (AIP) supplements, and other types of operational information aimed at supporting comprehensive risk assessment of operations in conflict zones.

2.4 Despite recognising the significant progress made in PBN implementation, the Conference noted that there was still work to do, and urged the States to improve their PBN monitoring activities, taking maximum advantage of ICAO resources for achieving uniform implementation.

#### ***Future aviation safety management approach***

2.5 Upon analysing the integration of the eight (8) critical elements with the SSP framework, the Conference highlighted the need to keep the eight critical elements (CE) of Annex 19 visible and intact, noting the importance of underlining their role as the main foundation of SSP. Likewise, the Conference noted that the change had to be gradual so as not to disrupt the progress achieved by States in SSP implementation.

2.6 Regarding the protection of information, the Conference fully endorsed the need to clarify concepts related to types of information, sources to be protected, the scope of protection, and the desired protection levels and limits. Likewise, the Conference firmly stressed the primary importance of having new and improved provisions on the protection of certain accident and incident records and other information required to maintain and improve safety and its relevant sources. The Conference also took note of the challenges involved in the implementation of new and improved provisions on safety protection and, specifically, the challenge of adapting the existing regulatory frameworks to some of the foreseen protections.

2.7 Finally, the Conference concluded that ICAO and the aeronautical community should support the States in the application of the new provisions, once they were adopted by the Council, through the drafting of guidelines, tools, and communication and training initiatives tailored to the concrete needs of each region.

2.8 Regarding the exchange of information, the Conference, upon reviewing the various working papers, recommended ICAO to develop a global information exchange framework that could be used for different types of information, including the exchange of operational information. The framework should have a harmonised format and taxonomies and should be gradually introduced. The Conference agreed that ICAO should start a study to assess the need to improve the USOAP CMA on-line

framework (OLF) so that it could become a more seamless data-merging centre to supplement the work carried out by ICAO and its States, regional aviation safety groups (RASG) and other working groups.

### ***Furthering improved regional cooperation***

2.9 Regarding this topic, the Conference examined the measures adopted by ICAO to strengthen regional cooperation by means of various initiatives, and called for the development of a resource mobilisation strategy for strengthening such cooperation with a view to attaining high-priority safety objectives. The Conference analysed the progress made by the Latin American *Regional Safety Oversight Cooperation System (SRVSOP)* and took note of the initiative by SAM States to create the *AIG Regional Cooperation Mechanism (ARCM)*. In this regard, it encouraged SAM States to approve its establishment.

2.10 Along the same lines, the Conference agreed to promote coordination and collaboration among RASGs and the regional planning and implementation groups (PIRGs) in order to ensure regional interoperability for a safer and more efficient implementation of the aviation system block upgrades (ASBUs) and recommended that the RASGs and PIRGs update their respective procedural handbooks to include their coordination mechanism.

2.11 The Conference went on to analyse the efforts made to reduce duplication of activities by approved maintenance organisation (AMO) certification and oversight. Although many States had entered into bilateral agreements to reduce such duplication, it still used up, not only AMO resources but also those of the States and industry. In this regard, the Conference agreed that ICAO, in collaboration with the States and the industry, should take the initiative of developing an international framework to reduce the aforementioned duplication.

2.12 In summary, the Conference and ICAO agreed to further the following main priorities:

- ✓ a global flight tracking standard;
- ✓ a comprehensive work programme to mitigate risks in conflict zones;
- ✓ development of a system for the exchange of critical safety information;
- ✓ strengthening and support, as needed, for States to attain the objectives set forth in the GASP; and
- ✓ a centralised resource mobilisation strategy to improve assistance capabilities so that “no country left behind.”

## **3 Participation of the SAM Region in the HLSC 2015**

3.1 Regarding the SAM Region participation, the Meeting took note that South American States had an outstanding participation at the HLSC 2015, where they proposed several topics that were welcomed by the meeting.

3.2 *Inter alia*, the Conference:

- ✓ highlighted the progress made by the SRVSOP and the creation of the ARCM;
- ✓ supported the need to clearly define the concepts related to types of information, sources to be protected, scope of protection, and levels and limits of the desired protection;
- ✓ supported the need for guidelines, tools, communication and training initiatives concerning the new provisions emerging from the HLSC 2015; and
- ✓ considered the gradual integration of the 8 CEs and the SSP framework.

3.3 It should be noted that, for the first time, the 13 South American States: Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Guyana, Panama, Paraguay, Peru, Uruguay, Venezuela, and Suriname had unanimously and collaboratively endorsed the regional position and viewpoints, which constituted a milestone in the regional and global aeronautical setting. SAM Region representatives that attended the HLSC 2015 also coordinated appropriately with representatives from Europe and Central America the necessary support to the position assumed by the South American States in the presentation of their working papers. In this regard, the Safety Directors Meeting recommended that for future ICAO meetings where the SAM Region participates, the support to their working papers be also coordinated with the representatives of other regions of the world.

3.4 Accordingly, the Meeting encouraged SAM States to continue collaborating and jointly addressing aeronautical issues for the benefit of South American aviation.

#### **4 Follow up on the main results achieved in the HLSC 2015**

4.1 The results attained at the HLSC 2015 will allow SAM States to continue improving their safety oversight systems, and this will be reflected on a gradual improvement of effective implementation (EI) levels in each State, and on a gradual reduction of accident rates in the South American Region.

4.2 Although States face an enormous challenge with the implementation of the aforementioned concepts and plans, at the end of the implementation, they will significantly enhance safety. **Appendix A** to this working paper analyses the follow up to be provided by the SAM Region to HLSC 2015 results.

4.3 **Appendix B** to this working paper contains the Declaration of Montreal on safety improvement planning, and **Appendix C** contains the conclusions and recommendations of HLSC 2015.

#### **5. Suggested action**

5.1 The Fourteenth Meeting of the Civil Aviation Authorities of the SAM Region (RAAC/14) is invited to take note and comment on the information provided in this working paper and in Appendices A, B, and C.

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## APPENDIX A

**SAM REGION FOLLOW UP ON RESULTS OF THE SECOND HIGH-LEVEL  
SAFETY CONFERENCE (HLSC 2015)**

DECLARATION OF MONTREAL	
Commitments of the States	Follow-up actions
Active participation in the activities of the RASGs (RASG-PA), RSOO (SRVSOP) and other regional frameworks (ARCM) that have been established to further GASP objectives	<ul style="list-style-type: none"> <li>✓ The SAM Region States will continue to participate actively in the RASG-PA subgroups and will contribute directly to achieve the GASP objectives.</li> <li>✓ SRVSOP States evaluated the work programme implemented in 2015 by this System, grading its performance with a <b>4.11</b>, which indicates that <i>the project objectives were achieved in all the cases</i>. Also, this System's Focal Points have agreed on 2016 work programme that will be present to the approval of the 28<sup>th</sup> Meeting of their General Board (JG/28). The follow up of 2016 work programme and corresponding evaluation will be in charge of the referred System Focal Points.</li> <li>✓ The State members of the South American AIG Regional Cooperation Mechanism (ARCM) are presently implementing the 2015 work programme. Focal Points of this mechanism have agreed on the 2016 work programme, which will be presented to the approval of the ARCM Executive Committee. Follow and evaluation of 2016 work programme will be in charge of the Focal Points of this mechanism.</li> <li>✓ SRVSOP and ARCM deliverables will contribute significantly to achieve the GASP objectives.</li> </ul>
Expedite full implementation of regulatory PBN oversight	<ul style="list-style-type: none"> <li>✓ The SRVSOP has contributed with the South American Implementation Group (SAM-IG) in the development of 12 advisory circulars that are facilitation PBN implementation in the SAM Region.</li> <li>✓ Follow up of PBN regulation implementation for SAM States is in charge</li> </ul>

<b>DECLARATION OF MONTREAL</b>	
<b>Commitments of the States</b>	<b>Follow-up actions</b>
	of the SAM-IG Implementation Group, and for SRVSOP States, of the SRVSOP System. This follow up is done during the annual meetings of each of these organisms.
Prompt implementation of the <i>Global aeronautical distress and safety system</i> GADSS operational concepts, including normal tracking every 15 minutes, and tracking every minute under hazardous conditions	<p>✓ Regarding GADSS operational concepts implementation, the Tenth Meeting of the SRVSOP Operations Experts Panel (RPEO/10) accepted the following proposals of amendments of LAR 121 in accordance with the proposal of amendment of Annex 6, Part I, related to <b>aircrafts normal follow-up</b>:</p> <ul style="list-style-type: none"> <li>➤ The obligation of the operator to establish a capacity for aircraft follow up in all its areas of operation;</li> <li>➤ The obligation of the operator to follow its aircrafts position <b>at least every 15 minutes</b> for flight operations portions to be executed in the oceanic areas under the following conditions: <ul style="list-style-type: none"> <li>• the aircraft has a maximum certified take-off mass (weight) of more than 27,000 kg, and seats capacity above 19, and</li> <li>• ATS office obtains information on the aircraft position at intervals of more than 15 minutes</li> </ul> </li> <li>➤ The obligation of the operator for establishing procedures that have been approved by the operator's State Civil Aviation Authority, to preserve aircraft follow up data in order to determine a known position of the aircrafts when necessary.</li> </ul> <p>✓ Once these proposals for amendment to LAR 121 are approved by the JG/28, SRVSOP States will initiate the amendment process of their national regulations to harmonize these regulations with LAR 121.</p>

<b>DECLARATION OF MONTREAL</b>	
<b>Commitments of the States</b>	<b>Follow-up actions</b>
	<ul style="list-style-type: none"> <li>✓ The follow up of the implementation of new requirement from part of the States will be in charge of the SRVSOP Technical Committee (TC).</li> </ul>
Promptly start the exchange of information on risk in conflict zones or their proximities	<ul style="list-style-type: none"> <li>✓ The SAM Office will coordinate at ICAO HQ with the organism in charge of the follow up of State Letter SMM 1/4-15/16 dated 20 March 2015, relative to the centralised repository based in the website regarding civil aviation risk information arising in conflict zones, in which States were requested to:               <ul style="list-style-type: none"> <li>➤ Name a coordinator as of 31 March 2015, and</li> <li>➤ Send comments to arrival Montreal not later than 15 December 2015.</li> </ul> </li> <li>✓ The provisional procedure to disseminate information on civil aviation risk arising in conflict zones was sent to States in the <b>attachment</b> of the above mentioned State Letter.</li> </ul>
Apply risk management principles to SSP and SMS	<ul style="list-style-type: none"> <li>✓ On 24 September 2015, ICAO South American Regional Office circulated among its States a survey related to the 91 protocol questions on safety management that will be applied starting 1 January 2016. With this survey, the SAM Office will provide follow up to the States on the application of the SSP and SMS risk management principles. In this regards, States were requested to send the surveys duly completed to arrive the SAM Office not later than <b>30 October 2015</b>.</li> <li>✓ In accordance with Doc 9859, Third Edition, the SRVSOP and the ARCM are presently developing guidance material in the investigators and inspectors procedures manuals and in the advisory circulars for the industry, in which SSP and SMS risk management principles will be included.</li> </ul>

<b>DECLARATION OF MONTREAL</b>	
<b>Commitments of the States</b>	<b>Follow-up actions</b>
<p>Cooperation among States to facilitate effective implementation of the new medium and long term GASP objectives</p>	<ul style="list-style-type: none"> <li>✓ The ICAO South American Office is presently organising seminars, courses and annual meetings to facilitate the effective implementation of the GASP new objectives in the middle and long term, as described below:                             <ul style="list-style-type: none"> <li>➤ <b>Medium term (2022):</b> Complete implementation of ICAO SSP framework.</li> <li>➤ <b>Long term (2027):</b> Safety oversight advanced system predictive risk management.</li> </ul> </li> <li>✓ During SSP annual meetings follow up will be given to the cooperation among States to facilitate the effective implementation of the new objectives of the GASP in the middle and long term.</li> </ul>
<p>Engage other ministries or organisations within their administration in obtaining the funds for sustainable development of air transport and support the inclusion of aviation-related contributions in the sustainable development objectives and related goals of the United Nations</p>	<ul style="list-style-type: none"> <li>✓ State should make an effort to involve other ministries and organization within their governments in order to obtain funds for sustainable development of air transport, and support the inclusion of aviation-related contributions in the sustainable development objectives and related goals of the United Nations</li> </ul>

**MONTRÉAL DECLARATION  
ON PLANNING FOR AVIATION SAFETY IMPROVEMENT**

*Whereas* the Convention on International Civil Aviation and its Annexes provide the essential framework required to support the safe operation of a global aviation system;

*Whereas* aviation safety is a prerequisite for the sustainable development of air transport which is a catalyst for economic and social development;

*Whereas* Member States have a collective responsibility for aviation safety and its enhancement can only be possible through a cooperative, collaborative and coordinated effort among all stakeholders under the leadership of the International Civil Aviation Organization (ICAO);

*Recognizing* the efforts of the international community towards the implementation of Conclusions and Recommendation of the High-level Safety Conference held in 2010;

*Recognizing* the actions taken by ICAO and the role of the regional aviation safety groups (RASGs), Member States and aviation safety partners in identifying and attaining the objectives and priorities of the Global Aviation Safety Plan (GASP) endorsed by the 38th Session of the Assembly;

*Recognizing* that performance-based navigation (PBN) is the primary air navigation priority and that effective regulatory oversight is an essential requirement to achieve its safe implementation;

*Recognizing* that recent events showed the need for improvements in the timely identification and localization of aircraft in distress as well as the effective search and rescue efforts (SAR) and recovery operations;

*Recognizing* the complexities in safely integrating remotely piloted aircraft systems (RPAS) into national air navigation systems;

*Recognizing* that the recent event of the downing of a civil aircraft has demonstrated the urgent need to provide accurate and timely information to States and airlines regarding risks to civil aviation arising from conflict zones and to enhance existing mechanisms to share such information;

*Recalling* that mutual trust between States, as well as public confidence in the safety of air transportation, is contingent upon access to relevant and timely safety information;

*Recognizing* the role of aviation in public health emergencies and the importance of collaboration between the aviation and public health sectors in preparedness planning and response to public health events;

*Recognizing* the challenges faced by States in achieving a mature safety oversight system and implementing a State safety programme (SSP) to attain the GASP objectives;

*Recalling* that the safety framework must be fully utilized by all stakeholders and evolve into the implementation of proactive safety management practices to ensure its sustained effectiveness and efficiency in the changing regulatory, economic and technical environment of the 21st century;

*Recognizing* that the protection of certain accident and incident records, other information collected for the purposes of maintaining or improving safety and its related sources is essential to ensure

the continued availability of information in support of accident investigation and safety management activities;

*Recognizing* that sharing of safety information is essential for the evaluation and identification of risks associated with operational safety at the State, regional and global levels;

*Recognizing* that regional frameworks, including RASGs, Cooperative Development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs), Regional Safety Oversight Organizations (RSOOs), Regional Accident and Incident Investigation Organizations (RAIOs), are effective mechanisms to support States in addressing safety deficiencies and enhancing aviation safety in a coordinated, cooperative and collaborative manner;

*Recognizing* that enhanced resource mobilization strategies can support States in establishing effective safety oversight systems due to insufficient resources;

The Directors General for Civil Aviation and heads of other relevant authorities, meeting in Montréal, Canada from 2 to 5 February 2015, on the occasion of the Second High-level Safety Conference:

1. *Commit to act upon the plans agreed during this Conference by:*
  - a) actively participating in the activities of the RASGs, RSOOs and other regional frameworks established to facilitate the GASP objectives;
  - b) making use of all available resources to expedite full implementation of PBN regulatory oversight;
  - c) promptly implementing the Global Aeronautical Distress and Safety System (GADSS) concepts of operations, including normal tracking every fifteen minutes and distress tracking every minute;
  - d) initiating without delay the sharing of information concerning risks to civil aviation arising from operations over or near conflict zones;
  - e) applying safety risk management principles to the SSP in their States and ensuring implementation of such principles in the safety management systems across the aviation system;
  - f) cooperating with each other to facilitate the effective implementation of the GASP new-, mid- and long-term objectives;
  - g) approaching other Ministries and entities within their Governments to secure funding for the sustainable development of air transport, as well as to support the introduction of aviation-related inputs into the UN Sustainable Development Goals and related targets.
2. *The Conference:*
  - a) *Calls upon* States to contribute technical expertise to the activities of the RASGs and to implement their safety initiatives while focusing on their priorities;
  - b) *Urges* States and aviation safety partners to maintain the confidence of the public in the safe air transportation system by improving flight tracking, especially over oceanic and remote areas, and improving SAR procedures;

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- c) *Urges* States and ICAO, as a matter of priority, to publish, further develop and implement principles of global tracking, location of an accident site, retrieval of flight recordings and SAR procedures in accordance with the GADSS;
  - d) *Urges* ICAO to facilitate the sharing of information about risks to civil aviation arising from operations over or near conflict zones and States to share all available and relevant information on this matter;
  - e) *Urge* States to strengthen arrangements to address risk to civil aviation arising from conflict zones through robust risk assessments;
  - f) *Urges* States to ensure the safety of civil aircraft through civil military coordination as outlined in the ICAO circular on *Civil/Military Cooperation in Air Traffic Management* (Cir 330);
  - g) *Calls upon* States to assist in the development of procedures that facilitate improved public health event management and response in the aviation sector;
  - h) *Calls upon* States to take appropriate measures, based on their Universal Safety Oversight Audit Programme (USOAP) effective implementation, to progress the implementation of their SSP and indicate its progress to ICAO;
  - i) *Calls upon* States to further enhance SSP and safety management provisions to support its implementation consistent with the GASP objectives;
  - j) *Calls upon* States to refer to the ICAO guidance when developing or amending RPAS regulations and establish a formal means to educate users on the risks associated with their operation;
  - k) *Calls upon* States, ICAO and aviation safety partners to cooperate with each other to facilitate the resolution of safety issues in relation to the international operation of aircraft;
  - l) *Urges* States, supported by ICAO, to implement new and enhanced provisions on the protection of certain accident and incident records, and other information collected to maintain or improve safety and related sources;
  - m) *Calls upon* States, RASGs and other aviation stakeholders to support ICAO in the phased development of a global information sharing framework;
  - n) *Calls upon* States, RASGs, aviation safety partners and the industry to support the update of the GASP particularly as it relates to best practices in States and regions, sharing of safety information and development of safety roadmap(s);
  - o) *Calls upon* States, aviation safety partners and the industry to support the RASGs and RSOOs by reinforcing their role as strategic cooperative and coordinating frameworks to address deficiencies and focus on priorities of each region;
  - p) *Calls upon* States and relevant stakeholders to increase their participation and contributions to regional frameworks in addressing safety deficiencies and enhancing aviation safety;
  - q) *Calls upon* States and the industry to support ICAO in developing an international framework to reduce the duplication of certification and surveillance activities of approved maintenance organizations (AMOs).

- r) *Calls upon* ICAO to:
- i) continue assisting States in implementing safety-related Standards and Recommended Practices (SARPs) and an effective safety oversight system through additional guidance material, training and tools;
  - ii) continue assisting States in implementing PBN;
  - iii) finalize the GADSS concept for global tracking and lead the conduct of an implementation initiative using existing technologies;
  - iv) define and update related guidance material, including the review of Cir 330, on risk assessments of civil aircraft operations over or near conflict zones as well as develop and host a centralized repository of information available on conflict zones;
  - v) pursue its work in studying information from accident and incident investigations as well as information provided by aircraft manufacturers linked to unusual or extreme weather events;
  - vi) continue supporting States in achieving the GASP objectives by refining and harmonizing the identified safety performance indicators (SPIs) to facilitate monitoring and measurement;
  - vii) monitor the implementation of SSPs by Member States;
  - viii) expedite the development of provisions to enable a harmonized approach to the regulation of RPAS and provide a forum for States to share their experiences and best practices;
  - ix) assure expeditious progress towards the adoption of new and enhanced provisions on the protection of safety management information as well as accident and incident records and support States in their implementation;
  - x) assure appropriate means to adequately protect safety information to facilitate the development of a global information sharing framework using a phased approach;
  - xi) support the implementation of the GASP through the development of safety roadmap(s) and its stable evolution using a data-driven approach;
  - xii) lead the coordination and facilitation for donors and partners by establishing an aviation safety implementation assistance partners group for the provision of assistance to States;
  - xiii) develop a resource mobilization strategy to enhance implementation assistance capacity and participate in the development of the United Nations Sustainable Development Goals;
  - xiv) lead the alignment and integration of regional frameworks, including RASGs and RSOOs, towards attaining the objectives of the GASP and regional targets; and
  - xv) exercise its role by fostering further development of RSOOs to ensure a harmonized framework and cooperation between States and other stakeholders.

In view of the above, the Directors General of Civil Aviation, heads of other relevant authorities and the conference have approved conclusions and recommendations to be acted upon by all involved.

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**CONCLUSIONS AND RECOMMENDATIONS****THEME 1: REVIEWING THE CURRENT SITUATION**

**Topic 1.1: Achievements and remaining work**  
**HLSC/15-WPs/1, 16, 17, 18, 19, 20, 28 Revised, 30, 32, 35 Revised, 83, 85, 88**  
**Revised, 100, 101 Revised**  
**HLSC/15-IPs/6, 8, 9, 13, 26, 27**

**1. CONCLUSION 1/1**

1.1 The conference agreed on the following conclusions:

a) *Progress made since the High-level Safety Conference held in 2010 (HLSC 2010):*

- 1) Significant progress was noted in implementing the recommendations of the HLSC 2010 and attaining the Global Aviation Safety Plan (GASP) objectives; and
- 2) Additional effort is needed to effectively implement the on-going initiatives of the HLSC 2010 and to fully achieve the GASP objectives.

b) *Supporting the activities of Regional Aviation Safety Groups (RASGs):*

[The conclusions related to this issue are addressed under Topic 3.1 of the conference, *Effective and efficient regional collaborations.*]

c) *Regulatory oversight for the effective implementation of performance-based navigation (PBN):*

- 1) Given that the lack of proper regulatory oversight has contributed to the delay in implementing Assembly Resolution A37-11 — *Performance-based navigation global goals*, priority should now be on areas where maximum safety benefits can be gained.

**2. RECOMMENDATION 1/1**

2.1 The conference agreed on the following recommendations:

a) *Progress made since the High-level Safety Conference held in 2010 (HLSC 2010):*

- 1) ICAO, States and aviation safety partners should continue working on the on-going initiatives resulting from the recommendations of HLSC 2010;
- 2) States should encourage air operators to effectively use safety management system (SMS) processes before implementing a Fatigue Risk Management System (FRMS) in order to gain optimum safety and efficiency of its benefits; and

- 3) ICAO should make available safety-related documentation in all ICAO languages using consistent terminology.
- b) *Supporting the activities of Regional Aviation Safety Groups (RASGs):*  
  
[The recommendations related to this issue are addressed under Topic 3.1 of the conference, *Effective and efficient regional collaborations.*]
- c) *Regulatory oversight for the effective implementation of performance-based navigation (PBN):*
  - 1) States should expedite full implementation of performance-based navigation (PBN) regulatory oversight by making full use of all available resources to improve the effectiveness of their PBN oversight function;
  - 2) States should proceed with the implementation of Assembly Resolution A37-11 — *Performance-based navigation global goals* with emphasis on areas where maximum safety benefits can be gained; and
  - 3) ICAO should develop a clear overview of the different regulatory oversight requirements, functionalities and activities necessary for an effective PBN implementation.

**Topic 1.2: Emerging safety issues**  
**HLSC/15-WPs/2, 3, 9, 10, 11, 12, 13, 15, 21, 33, 36, 48 Revised, 49, 50, 53, 64, 65, 67, 74, 81, 82, 84, 91, 97, 99, 102 Revised**  
**HLSC/15-IPs/18, 19, 24, 30, 31, 32, 40**

## 1. CONCLUSION 1/2

1.1 The conference agreed on the following conclusions:

- a) *Global flight tracking*
  - 1) Recent events, such as the accident to Flight AF447 and the disappearance of Flight MH370, have shown that there is a need for provisions requiring operators to determine the position of an aircraft at any time in any location; and
  - 2) States, air navigation authorities and the industry should begin voluntary implementation of global tracking using available technologies as a matter of urgency.
- b) *Conflict zones*
  - 1) The tragic loss of Flight MH17 highlights the necessity to provide accurate and timely information to States and airlines regarding risks to civil aviation arising from conflict zones as a matter of urgency; and

- 2) there is an urgent need to utilize and enhance existing mechanisms for the purpose of sharing critical information related to airspace use restrictions that are associated with conflict zones to ensure robust risk assessments.

c) *Civil/military coordination*

- 1) States should ensure the safety of civil aircraft through civil/military coordination as outlined in the ICAO circular on *Civil/Military Cooperation in Air Traffic Management* (Cir 330) and should update that circular on a regular basis.

d) *Public health*

- 1) The Ebola virus disease outbreak has demonstrated the ongoing value of the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA) programme and there is a need to find resources to ensure its sustainability; and
- 2) States may utilize expertise already available within their regulatory authority to facilitate improved management of public health events that impact the aviation sector.

e) *Extreme meteorological conditions*

- 1) There is a need for further analysis of information from accident and incident investigations to determine whether enhancements to ICAO provisions are required to further mitigate risks associated with extreme meteorological conditions.

f) *Duration of CVR recordings*

- 1) States should support the proposed amendments from the Flight Recorder Panel (FLIRECP) concerning extended cockpit voice recorder (CVR) recording duration for newly manufactured large aeroplanes to 25 hours; and
- 2) ICAO should ensure that this extended CVR recording duration is accompanied by the relevant safeguards regarding the possible use of CVRs, limiting it to the purposes of maintaining or improving aviation safety.

2. **RECOMMENDATION 1/2**

2.1 The conference agreed on the following recommendations:

a) *Global flight tracking*

- 1) ICAO should expeditiously publish and use the Global Aeronautical Distress and Safety System (GADSS) for the implementation of normal, abnormal and distress flight tracking, search and rescue (SAR) activities and retrieval of cockpit voice recorders (CVRs) and flight data recorders (FDRs) data;
- 2) ICAO should continue developing performance-based provisions for normal aircraft tracking, which provide industry with viable options, as a matter of

urgency, and urge industry to start implementing global tracking, on a voluntary basis, through the use of available technologies;

- 3) ICAO should lead a global aircraft tracking implementation initiative in a multinational context designed to demonstrate best use of equipment in use today and integrate the outcome into guidance material;
- 4) ICAO should support regional SAR training exercises related to abnormal flight behaviour and share the outcomes with the international community;
- 5) ICAO should review the interaction between Annex 12 — *Search and Rescue* and Annex 13 — *Aircraft Accident and Incident Investigation* and clarify the relevant provisions when an aircraft remains missing at the end of the search and rescue phase and the search continues to locate the aircraft for investigation purposes; and
- 6) ICAO should encourage States and the International Telecommunication Union (ITU) to discuss allocation requirements at the World Radio Communication Conference in 2015 (WRC-15) to provide the necessary spectrum allocations for global air traffic services surveillance as a matter of urgency.

b) *Conflict zones*

- 1) ICAO and States should work to implement the strategy developed by the Task Force on Risk to Civil Aviation arising from Conflict Zones (TF-RCZ) as the basis for strengthening arrangements to address risk to civil aviation arising from conflict zones;
- 2) ICAO should establish, as matter of urgency, a simple centralized web-based repository to make information available which supports the assessment of risks over or near conflict zones. The source of this information should be clearly identified in the repository;
- 3) ICAO should review relevant SARPs and guidance material on risk assessments for flights over or near conflict zones to support the highest level of safety to civil aviation;
- 4) ICAO should task the Accident Investigation Panel (AIGP) to review relevant provisions in Annex 13 — *Aircraft Accident and Incident Investigation* with due consideration to the following scenarios:
  - i) the State of Occurrence does not conduct an investigation called for in Annex 13 and does not intend to delegate the investigation to another State;
  - ii) the Final Report is not issued within a reasonable timeframe; and
  - iii) extent of participation in an investigation of States that have suffered fatalities or serious injuries to their citizens;

- 5) States should support the ICAO information exchange framework by making all relevant information on the risks associated with operations over or near conflict zones available, as a matter of urgency.

c) *Extreme meteorological conditions*

- 1) ICAO should pursue its work in studying data and information from accident and incident investigations as well as data and information provided by aircraft manufacturers, linked to unusual/extreme weather events; and
- 2) ICAO, based on the study results, should evaluate the need for improved ICAO airworthiness, operations and detection equipment carriage related provisions in order to further mitigate changing meteorological risks and take appropriate action.

d) *Civil/military cooperation*

- 1) ICAO should support States in ensuring the safety of civil aircraft through civil military coordination as outlined in the ICAO circular on *Civil/Military Cooperation in Air Traffic Management* (Cir 330) and should update that circular on a regular basis.

e) *Public health*

- 1) ICAO should sustain the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA) programme to assist States prepare for and respond rapidly to any new public health event;
- 2) States should engage in supporting the CAPSCA programme and contribute to it financially and/or in kind; and
- 3) States should, where feasible, utilize expertise in the medical department of their regulatory authority, in addition to other public health experts, to improve public health event management and response in the aviation sector.

f) *General*

- 1) ICAO should provide updated information on the progress and implementation of all above-mentioned subjects in a report to be presented at the 39th Session of the Assembly.

**THEME 2: FUTURE APPROACH TO MANAGE AVIATION SAFETY****Topic 2.1: State safety programme**

HLSC/15-WPs/8, 22, 24, 27, 31, 35 Revised, 37, 44, 47, 51, 56, 57, 60, 61, 62, 63, 69,  
71, 72, 73, 75, 76, 77, 79, 87, 88 Revised, 89, 90, 98, 103

HLSC/15-IPs/1, 2, 4, 5, 7, 10, 11, 12, 15, 20, 21, 25, 29, 33, 35, 39

**1. CONCLUSION 2/1**

1.1 The conference agreed on the following conclusions:

a) *Strategies for managing aviation safety*

- 1) A risk-based approach is an effective means for States to manage new and existing aviation activities;
- 2) Additional guidance material is needed for States to develop performance-based regulations; and
- 3) New or enhanced ICAO provisions, as well as collaboration between States, are required to ensure the safe integration of remotely piloted aircraft system (RPAS).

b) *Implementing State safety programme (SSP)*

- 1) The implementation of the State safety oversight system and State safety programme (SSP) should be monitored to determine the progress attained towards the Global Aviation Safety Plan (GASP) objectives;
- 2) Additional guidance and sharing of experiences are necessary for States to further develop and implement SSPs; and
- 3) Safety performance indicators (SPIs) are needed to enable States to monitor and measure performance.

c) *Enhancing State safety programme (SSP) provisions*

- 1) The adoption of Annex 19 — *Safety Management* has facilitated the consolidation of overarching safety management Standards and Recommended Practices (SARPs) that will enable their further evolution; and
- 2) Enhancements to State safety programme (SSP) provisions should support States' efforts to meet the Global Aviation Safety Plan (GASP) objectives, incorporating the integration of the eight critical elements of a safety oversight system with the SSP framework in a way that allows States to gain the maturity needed at each step to achieve sustainable improved performance.

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2. **RECOMMENDATION 2/1**

2.1 The conference agreed on the following recommendations:

a) *Strategies for managing aviation safety*

- 1) ICAO should assess the feasibility and benefits of expanding safety management system (SMS) applicability to additional aviation activities;
- 2) ICAO should establish a coordination mechanism to assist States in resolving safety issues related to foreign aircraft operators;
- 3) ICAO should develop guidance material to facilitate the establishment of performance-based regulations;
- 4) ICAO should expedite the development of provisions to be used by States to regulate remotely piloted aircraft system (RPAS) operations within their airspace and to educate users regarding the risks associated with their operations;
- 5) States should address the risks of non-regulated use of remotely piloted aircraft (RPA) in the vicinity of aerodromes to international flights; and
- 6) ICAO should provide supporting material to assist States in the mitigation of risks posed to international flights from RPA operating in the vicinity of aerodromes.

b) *Implementing State safety programme (SSP)*

- 1) States should use the ICAO State safety programme (SSP) gap analysis tool and Universal Safety Oversight Audit Programme (USOAP) self-assessment to facilitate the monitoring and implementation of SSP;
- 2) ICAO should develop guidance and mechanisms for sharing best practices to support SSP implementation; and
- 3) ICAO should improve and harmonize the defined safety performance indicators (SPIs) taking into account those currently in use.

c) *Enhancing State safety programme (SSP) provisions*

- 1) ICAO, in considering the integration of the eight critical elements of a State safety oversight system and the eleven elements of the State safety programme (SSP) framework, should ensure that the eight critical elements remain visible and that their role as the foundation of the SSP is emphasized; and
- 2) ICAO should harmonize the safety data collection provisions.

**Topic 2.2: Safety information protection**  
**HLSC/15-WPs/4, 25, 38, 46, 54, 78, 80, 88 Revised, 93, 104**  
**HLSC/15-IPs/28, 39**

**1. CONCLUSION 2/2**

1.1 The conference agreed on the following conclusions:

- a) Accident investigation authorities gather and generate records during the course of investigations instituted with the objective of determining causes of and/or contributing factors to aviation accidents or incidents to prevent their recurrence. Safeguarding accident investigation authorities' continued access to essential information during the course of an investigation relies on States' ability to implement appropriate protection for accident and incident records;
- b) Proactive mechanisms designed to manage aviation safety rely on the collection, analysis and exchange of safety information for the timely identification and subsequent mitigation of risks and hazards that may result in an accident or an incident. The success of this proactive approach to manage aviation safety depends on the appropriate protection of safety information and related sources to encourage meaningful reporting;
- c) The protection of certain accident and incident records, other information collected for the purposes of maintaining or improving safety and its related sources is an enabler for safety improvement and should be introduced at a legislative level;
- d) Multidisciplinary groups of experts have contributed towards the development of proposals to enhance ICAO provisions on the protection of certain accident and incident records and other information collected for the purposes of maintaining or improving safety and its related sources;
- e) Consistency and coherence in the proposals for relevant Annexes, to be achieved by reconciling the work of relevant groups of experts, the comments from States and the inputs provided during the conference, is fundamental for the development, adoption and efficient implementation of new or enhanced provisions on this topic. Further, there is a need to clearly define the types of information and sources to be protected as well as the scope, levels and limits of protection sought; and
- f) Expeditious progress in ICAO's work to adopt new and enhanced provisions on the protection of certain accident and incident records and information collected for the purpose of maintaining or improving safety in addition to assistance to States in implementing these new protective frameworks is critical for the improvement of aviation safety.

**2. RECOMMENDATION 2/2**

2.1 The conference agreed on the following recommendations:

- a) That ICAO ensure meaningful and expeditious progress towards the adoption of new and enhanced provisions on the protection of certain accident and incident records,

other information collected for the purposes of maintaining or improving safety and its related sources, while ensuring consistency, coherence and clarity in the proposals and taking into consideration the necessary timeframes for States to enact or amend relevant legislation(s);

- b) That States undertake the necessary legal adjustments to efficiently implement new and enhanced protective frameworks to facilitate safety management and accident investigation activities; and
- c) That ICAO support States in implementing new and enhanced provisions through a strategy comprised of supporting guidance material, tools and seminars tailored to the needs of each region aiming at building trust, cooperation, accountability and a common understanding among aviation safety professionals, accident investigation authorities, regulators, law enforcement officers and the judiciary in the context of an open reporting culture.

**Topic 2.3: Safety information sharing**  
**HLSC/15-WPs/5, 15, 26, 27, 34, 39, 59, 70, 86, 88 Revised, 95, 105**  
**HLSC/15-IPs/16, 38**

## 1. CONCLUSION 2/3

1.1 The conference agreed on the following conclusions:

- a) The exchange of information is a fundamental tenet of a safe air transportation system and is acknowledged as an enabler to achieve the objectives of the Global Aviation Safety Plan (GASP);
- b) Safety initiatives rely on a clear understanding of how safety information is defined and protected;
- c) Appropriate tools, systems and legal frameworks need to be available to enable States and organizations to use the shared safety information;
- d) Further development of global safety initiatives and implementation strategies should be built on the collection, analysis and sharing of information between States and aviation stakeholders;
- e) A phased approach is essential for the development of the global information sharing framework; and
- f) There is a recognition of the benefits of making available at a global level safety information collected through regional safety exchange mechanisms.

**2. RECOMMENDATION 2/3**

2.1 The conference agreed on the following recommendations:

- a) that ICAO facilitate a phased approach towards the development of the global framework for the exchange of information pertaining to the identification of systemic safety issues and other types of information in the interest of safety;
- b) that ICAO launch a study to assess the need to endorse the Universal Safety Oversight Audit Programme – Continuous Monitoring Approach (USOAP-CMA) online framework to a more transparent data fusion centre that would complement the work conducted by ICAO and Member States through the USOAP-CMA, Electronic Filing of Differences (EFOD), Regional Aviation Safety Group (RASG) and other working groups;
- c) that ICAO consider the development of a mechanism for the evaluation of the adherence to the Code of Conduct on the Sharing and Use of Safety Information;
- d) that States should develop methods for the collection and sharing of operational safety data, as well as a standardized safety risk management methodology in order to promote harmonization of continuing airworthiness processes; and
- e) that ICAO establish a database for safety recommendations of global concern and expedite appropriate actions to make it available on an appropriate ICAO website.

**Topic 2.4: Evolution of the Global Aviation Safety Plan**  
**HLSC/15-WPs/6, 14, 40, 45, 52, 55, 56, 58, 61, 69, 88 Revised, 92, 106**  
**HLSC/15-IPs/34, 36**

**1. CONCLUSION 2/4**

1.1 The conference agreed on the following conclusions:

- a) *Updating the 2014 – 2016 Global Aviation Safety Plan (GASP)*
  - 1) Safety roadmap(s) will assist States and regions in the implementation of the GASP; and
  - 2) The update of the GASP requires a collaborative effort of all stakeholders to promote its continuous and stable evolution.

2. **RECOMMENDATION 2/4**

2.1 The conference agreed on the following recommendations:

a) *Updating the 2014 – 2016 Global Aviation Safety Plan (GASP)*

- 1) ICAO, in collaboration with States, Regional Aviation Safety Groups (RASGs), aviation safety partners and the industry, should develop safety roadmap(s) in support of the GASP; and
- 2) ICAO, in collaboration with States, RASGs, aviation safety partners and the industry, should develop methods to identify future safety objectives and priorities to update the GASP while taking into account operational safety data and the necessary continuity and stability of the strategic document.

**THEME 3: FACILITATING INCREASED REGIONAL COOPERATION**

**Topic 3.1: Effective and efficient regional collaboration**  
**HLSC/15-WPs/7, 23, 26, 29, 41, 42, 43, 66, 68, 94, 96, 107**  
**HLSC/15-IPs/3, 7, 9, 14, 17, 22, 23, 33, 37, 38**

1. **CONCLUSION 3/1**

1.1 The conference agreed on the following conclusions:

a) *Regional collaboration to improve safety in States*

- 1) Aviation safety partners including donor States, international organizations, industry and financial institutions are encouraged to support ICAO's efforts to assist States to improve aviation safety by enhancing regional coordination, cooperation and collaboration;
- 2) There is a need for ICAO to develop a resource mobilization strategy to enhance implementation assistance capacity;
- 3) It is encouraged that ICAO participate in the development of the United Nations Sustainable Development Goals; and
- 4) voluntary contributions to the Human Resources Development Fund (HRDF) are encouraged.

b) *Regional Safety Oversight Organizations (RSOOs)*

- 1) A harmonized and common framework and cooperation between States, safety partners and donors is essential to facilitate the establishment and sustainable evolution of Regional Safety Oversight Organizations (RSOOs);

- 2) The role of ICAO is key in the provision of guidance, review and sharing of information and best practices on RSOOs, in order to eliminate inefficiencies and increase effectiveness, and support States with the global safety objectives; and
  - 3) Regional Safety Oversight Organisations (RSOOs) are a growing reality in the modern aviation world and deserve special attention from ICAO, States and safety partners; RSOOs in developing regions should receive additional support.
- c) *Certification and surveillance activities of approved maintenance organizations (AMOs)*
- 1) ICAO should, in collaboration with States and industry, develop an international framework and regional initiative to facilitate reducing duplication of certification and surveillance activities of approved maintenance organizations (AMOs).

## 2. **RECOMMENDATION 3/1**

2.1 The conference agreed on the following recommendations:

- a) *Regional collaboration to improve safety in States*
- 1) Aviation safety partners, including donor States, international organizations, industry and financial institutions, assist States to improve aviation safety by enhancing regional coordination, cooperation and collaboration under ICAO's safety policies, strategy, framework and mechanisms;
  - 2) ICAO lead the coordination and facilitation for donors and partners on the provision of aviation safety implementation assistance in States;
  - 3) ICAO consider establishing an aviation safety implementation assistance partners group, built upon the existing Safety Collaborative Assistance Network (SCAN), with the objectives of assistance information sharing, collaboration, resource mobilization, and agreeing on outcome indicators and targets;
  - 4) ICAO develop a resource mobilization strategy and implementation plan to increase resources, assistance activities and implementation assistance capacity;
  - 5) ICAO lead the alignment of and coordination between regional initiatives to improve safety, implement the Global Aviation Safety Plan (GASP) objectives, and achieve the regional safety targets, involving the Regional Aviation Safety Groups (RASGs), Planning and Implementation Regional Groups (PIRGs), Cooperative Development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs), Regional Safety Oversight Organizations (RSOOs), Regional Accident and Incident Investigation Organizations (RAIOs), regional Civil Aviation Commissions (CACs) and Aviation Training Organizations (ATOs), avoiding duplication as well as gaps;
  - 6) Each region to establish and enhance mechanisms for Planning and Implementation Regional Group-Regional Aviation Safety Group (PIRG-RASG) coordination and include this in the respective procedural handbooks/manuals;

- 7) States, international organizations and industry increase their participation in and contributions to the ICAO and partner regional safety mechanisms;
  - 8) States, international organizations and industry continue their support to the activities of the Regional Aviation Safety Groups (RASGs) by increasing their level of participation and contribution of resources, including technical experts, and promoting further implementation of RASGs' safety initiatives;
  - 9) ICAO participate in the development of the United Nations Sustainable Development Goals; and
  - 10) States, international and regional organizations and industry increase contributions to the ICAO Voluntary Funds including the Safety Fund (SAFE) and Human Resources Development Fund (HRDF).
- b) *Regional Safety Oversight Organizations (RSOOs)*
- 1) ICAO be provided voluntary in-kind contributions of resources for the work programme to support Regional Safety Oversight Organizations (RSOOs) by:
    - i) Undertaking a study, possibly supported by the establishment of a working group, to consider ways to integrate functions and increase the powers of RSOOs in relation to the ICAO regional safety framework, possible sustainable funding mechanisms, mergers and agreements between RSOOs, evolve Cooperative Development of Operational Safety and Continuing Airworthiness Programme (COSCAPs) into RSOOs, and report the results to the 39th Session of the ICAO Assembly;
    - ii) Enhancing the guidance provided in the ICAO *Safety Oversight Manual*, (Doc 9734), Part B — *The Establishment and Management of a Regional Safety Oversight Organization*; and
    - iii) Stakeholders and development partners should extend their support for international cooperation projects to cover the activities and work programmes of RSOOs.
- c) *Certification and surveillance activities of approved maintenance organizations (AMOs)*
- 1) ICAO be provided voluntary in-kind contributions of resources for the work programme to support States by undertaking a study, possibly supported by the establishment of a working group, to consider the development of a global framework and regional initiatives to reduce duplication of certification and surveillance activities of approved maintenance organizations (AMOs), and report the results to the 39th Session of the ICAO Assembly.