



**SECOND HIGH-LEVEL SAFETY CONFERENCE 2015 (HLSC 2015)
PLANNING FOR GLOBAL AVIATION SAFETY IMPROVEMENT**

Montréal, 2 to 5 February 2015

**SUMMARY OF DISCUSSIONS
CONCLUSIONS AND RECOMMENDATIONS**

FOR

THEME 1: REVIEWING THE CURRENT SITUATION

(Presented by the ICAO Secretariat)

REFERENCES

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

SUMMARY OF DISCUSSIONS

1. TOPIC 1.2: EMERGING SAFETY ISSUES

1.1 Global flight tracking

1.1.1 The conference reviewed HLSC/15-WPs/2, 11, 48, 49, 50, 53, 74 and 91, 97 on updating the Global Aeronautical Distress and Safety System (GADSS) and its future use, presented by Ireland, Italy and Denmark; Canada; Australia; International Coordinating Council of Aerospace Industries Associations (ICCAIA) and the ICAO Secretariat. The conference also reviewed HLSC/15-WPs/12, 65, 84, 97 and 99 on timelines for normal tracking Standards and Recommended Practices (SRPs), presented by Latvia on behalf of the European Union (EU) and its Member States and the other Member States of the European Civil Aviation Conference (ECAC) and by EUROCONTROL; Malaysia, International Air Transport Association (IATA) and the ICAO Secretariat. In addition, the conference reviewed HLSC/15-WPs/21, 53 and 81 on regional search and rescue (SAR) training exercises, presented by Sudan; China and the ICAO Secretariat.

1.1.2 The conference noted the developments related to global flight tracking, which were initiated during the Multidisciplinary Meeting convened at ICAO Headquarters on May 2014 following the disappearance of Malaysia Airlines Flight MH370. That meeting concluded that global flight tracking should be pursued as a matter of urgency and as a result, two groups were formed; the ICAO Ad hoc Working Group, which developed a concept of operations to support future development of a Global

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Aeronautical Distress and Safety System (GADSS) and the Aircraft Tracking Task Force (ATTF), an industry-led group under the ICAO framework that identified near-term capabilities for normal flight tracking using existing technologies.

1.1.3 The GADSS concept of operations was presented to the conference to gain feedback and the conference noted the plan to finalize it by the third quarter of 2015. The conference provided suggestions and recommendations to enhance the GADSS with specific text; proposals for provisions; and that a performance-based approach should be included in the concepts of operation.

1.1.4 The conference was updated on the search for MH370 and the lessons learned from this tragic occurrence. The Secretariat outlined the planned timelines for a proposed amendments to Annex 6 — *Operation of Aircraft, Part I — International Commercial Air Transport — Aeroplanes* regarding normal flight tracking. The conference agreed that ICAO should continue developing performance-based provisions for aircraft tracking, which provide industry with viable options, as a matter of urgency.

1.1.5 With regards to the flight tracking technology, the conference noted the ATTF Report which detailed existing technologies which are already installed on aircraft and which could be used to perform global aircraft tracking. This range of technologies and related services will enable operators to take a performance-based approach when implementing aircraft tracking capabilities. The ATTF report contained a set of performance-based criteria that could be used to establish a baseline level of aircraft tracking capability. Additionally, the report also identified future technologies that could support flight tracking in oceanic and remote airspace such as satellite-based automatic dependent surveillance – broadcast (ADS-B). In this regard, the conference supported that ICAO should encourage States and the International Telecommunication Union (ITU) to discuss allocation requirements at the World Radiocommunication Conference in 2015 (WRC-15) to provide the necessary frequency spectrum allocations to enable global air traffic services (ATS) surveillance. The conference strongly encouraged industry to begin implementing flight tracking on a voluntary basis.

1.1.6 The conference agreed that ICAO should lead an implementation initiative designed to expedite integration of best practices in use today, including but not limited to operator flight monitoring; air traffic services; search and rescue; and civil/military cooperation. Industry stakeholders agreed to support this effort. Additionally, the conference agreed that the implementation initiative should be conducted in a multinational context and that planning should begin shortly after the HLSC and be concluded by 31 August 2015 to enhance guidance material used to advance normal tracking procedures.

1.1.7 The conference noted the challenges and suggestions to improve search and rescue (SAR) activities through regional SAR organizations. The conference agreed that regional SAR training exercises related to abnormal flight behaviour can serve as a means to maintain proficiency on seldom used emergency procedures and also provide feedback to further develop the GADSS in the future. This is particularly the case when cooperation amongst several stakeholders is essential.

1.1.8 The conference, recognizing the essential role of cockpit voice recorders (CVR) in the prevention of civil aviation accidents and the need to increase CVR recording duration in order to prevent the loss of relevant data, noted and fully supported the ongoing work on extending the recording duration of cockpit voice recorders (CVR).

1.1.9 The conference supported the conduct of a review to improve the interaction between Annex 12 — *Search and Rescue* and Annex 13 — *Aircraft Accident and Incident Investigation* when search and rescue operations are completed but searching continues to locate the aircraft for investigation purposes.

1.1.10 The conference, recognizing that recent occurrences had demonstrated the need for improvements in the coordination of civil and military flights in high seas airspace, called upon Contracting States to ensure proper civil/military coordination so that due regard is taken by military aircraft when using high traffic density areas over high seas.

1.1.11 Finally, the conference acknowledged the work under the leadership of ICAO of the Ad hoc WG and the ATTF in developing the GADSS and the ATTF Report and recognized those documents as a good way forward.

1.2 Conflict zones

1.2.1 The conference reviewed HLSC/15-WPs/3, 10 and 33 presented by the ICAO Secretariat and indicated strong support for the work of the Task Force on Risk to Civil Aviation arising from Conflict Zones (TF-RCZ), including the development of guidance for conducting and sharing risk assessments.

1.2.2 During the discussion of HLSC/15-WP/9, presented by the Secretariat, it was agreed that there is a need for a centralized repository of information provided by States and international organizations. This information repository would support the availability of notices to airmen (NOTAMs), aeronautical information circulars (AICs), aeronautical information publication supplements (AIPs) and other types of operational information intended to support the conduct of comprehensive risk assessments related to operations in conflict zones.

1.2.3 The conference further discussed HLSC/15-WP/13, presented by the Secretariat, related to progress made on the development of an initial prototype centralized capability to support the exchange of available information in support of such risk assessments.

1.2.4 The conference strongly supported the development of such a capability and indicated that a simple web-based system should be developed and implemented without delay.

1.2.5 The conference also noted HLSC/15-WP/64, presented by the Interstate Aviation Committee (IAC).

1.2.6 The conference acknowledged that there may be implementation issues which may need to be considered, but the overwhelming majority agreed that these issues could be addressed as they arise during the implementation process.

1.2.7 The conference supported the need to address accident investigation issues which need consideration in the future as outlined in HLSC/15-WP/67, presented by Latvia on behalf of the European Union (EU) and its Member States and the other Member States of the European Civil Aviation Conference (ECAC) and by EUROCONTROL.

1.2.8 HLSC/15-WP/82, presented by Sweden, Canada, Denmark, Finland, the Netherlands, Poland, United Kingdom and EUROCONTROL presented views for strengthening the coordination between civil and military operations over the high-seas in all types of airspace. There was strong support and agreement by the conference to call upon States' responsibility 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). The conference also encouraged updates to Cir 330 on a regular basis.

1.2.9 The conference noted HLSC/15-IP/31, presented by the Philippines and HLSC/15-IP/32, presented by Afghanistan.

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1.3.1 The conference noted the importance of the aviation sector in helping to prevent the spread of communicable disease and recognised the value of a multi-sector approach in effectively managing public health events, which can develop rapidly. It strongly supported the continuation of the “Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation” (CAPSCA) programme, in a sustained manner. The conference encouraged States to utilize expertise in the medical department of their regulatory authority, in addition to public health experts in other authorities, to facilitate improved management of public health events that impact the aviation sector and to gather and share relevant information.

1.4 Other emerging issues

1.4.1 Under this item, the conference noted HLSC/15-WP/36, presented by Latvia on behalf of the EU and its Member States and the other Member States of the ECAC and by EUROCONTROL, and the need for improvements regarding operations in extreme meteorological conditions and supported the ongoing ICAO work in this area.

CONCLUSION**2. CONCLUSION 1/2**

2.1 The conference agreed on the following conclusions:

Global flight tracking

- a) 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;
- b) States, air navigation authorities and the industry should begin voluntary implementation of global tracking using available technologies as a matter of urgency;

Conflict zones

- c) 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;
- d) 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 and to ensure robust risk assessments;
- e) States should ensure the safety of civil aircraft through civil military coordination as outlined in the ICAO circular *Civil / Military Cooperation in Air Traffic Management (Cir330)* and should update that Circular on a regular basis.

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

Public health

- g) The Ebola Virus Disease outbreak has demonstrated the ongoing value of the CAPSCA programme and there is a need to find resources to ensure its sustainability.
- h) States may utilize expertise already available within their regulatory authority to facilitate improved management of public health events that impact the aviation sector.

Extreme meteorological conditions

- i) 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;
- j) 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 takes appropriate action; and

Duration of CVR recordings

- k) States should support the proposed amendments from the FLIRECP concerning extended CVR recording duration for newly manufactured large aeroplanes to 25 hours; and
- l) 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.

RECOMMENDATION

3. RECOMMENDATION 1/2

- 3.1 The conference agreed on the following recommendations:

Global flight tracking

- a) ICAO should expeditiously finalize 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;
- b) ICAO should continue developing performance-based provisions for normal aircraft tracking, which provide industry with viable options, as a matter of urgency, and urge

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

- c) 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;
- d) ICAO should support regional SAR training exercises related to abnormal flight behaviour and share the outcomes with the international community;
- e) 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;
- f) 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;

Conflict zones

- g) ICAO and States should work to implement the strategy developed by the TF-RCZ as the basis for strengthening arrangements to address risk to civil aviation arising from conflict zones.
- h) 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
- i) 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;
- j) ICAO should task the Accident Investigation Panel (AIGP) to review relevant provisions in Annex 13 with due consideration to the following scenarios:
 - 1) 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;
 - 2) the Final Report is not issued within a reasonable timeframe;
 - 3) extent of participation in an investigation of States that have suffered fatalities or serious injuries to their citizens;
- k) 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;

- l) 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

Public health

- m) 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;
- n) States should engage in supporting the CAPSCA programme and contribute to it financially and/or in kind;
- o) 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.
- p) ICAO should provide updated information on the progress and implementation of above-mentioned subjects in a report to be presented at the 39th Session of the Assembly.

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