DECLARATION OF THE HIGH LEVEL SAFETY CONFERENCE 2010

Whereas the Convention on International Civil Aviation and its Annexes provide the essential framework required to meet the safety needs of a global aviation system;

Whereas Contracting States have a collective responsibility for international civil aviation safety;

Recognizing that recent accidents have demonstrated the need for improvements in communications over oceanic and remote areas, search and rescue procedures and the revision of cockpit procedures

Recognizing that the safety framework must be fully utilized by all stakeholders and that it must continuously evolve to ensure its sustained effectiveness and efficiency in the changing regulatory, economic and technical environment of the 21st century;

Recalling that transparency and sharing of safety information are fundamental tenets of a safe air transportation system and that one of the objectives of sharing information is to ensure a consistent, fact-based and transparent response to safety concerns at the State and at the global levels;

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

Recognizing that safety is a shared responsibility, and advancements in global safety can only be possible through a cooperative, collaborative and coordinated effort among all stakeholders, with ICAO’s active participation and leadership role;

Recognizing that further improvements in aviation safety within and among States require a cooperative and proactive approach in which safety risks are identified and managed;

Recognizing that the safety data necessary to support an effective safety management process require adequate protection from inappropriate use;

Recognizing the difficulties that many ICAO States have in establishing and operating an efficient safety oversight system and the need for these States to pool resources and work together within Regional Safety Oversight Organizations;

Recognizing that the Universal Safety Oversight Audit Programme’s Continuous Monitoring Approach (CMA) being established by ICAO will be implemented in stages;

The Directors General of Civil Aviation:

1. Commit to reinforce the global aviation safety framework by:

   a) supporting the CMA and providing ICAO with accurate and timely information;

   b) implementing expeditiously the State Safety Programme (SSP) in their own States and ensuring the implementation of safety management systems across the aviation industry;
c) maintaining the confidence of the public in the safe air transportation system through enhanced transparency of safety information;

d) developing sustainable safety solutions, including the creation or strengthening of regional and sub-regional safety oversight organizations and initiatives;

e) sharing appropriate safety-related information among States and all other aviation stakeholders; and

f) working with ICAO and other stakeholders to identify actions that can be taken to reduce the burden for certificate holders to comply with multiple sets of requirements;

The Conference:

2. **Calls upon** States and other stakeholders to enter into agreements with one another for the exchange of safety information;

3 **Calls upon** States to use shared information in a fair and consistent manner, solely to improve aviation safety and not for inappropriate purpose including for the purpose of gaining economic advantage;

4. **Calls upon** States and other stakeholders to provide ICAO with accurate and timely information in support of the CMA and its transition plan as requested;

5. **Calls upon** States to examine their existing legislation and adjust, as necessary, or enact laws and regulations to protect safety information and its sources where the purpose is to improve safety;

6. **Calls upon** States, ICAO, industry, and donor organizations to direct resources towards the establishment of sustainable safety oversight solutions;

7. **Calls upon** States, ICAO and industry to support the coordinated implementation of safety management principles;

8. **Calls upon** ICAO to:

   a) act as repository and disseminator of safety information provided by the international community;

   b) develop a new Annex dedicated to safety management processes which would define, among other things, the safety management responsibilities of States under the SSP;

   c) maintain the confidence of the public in the safe air transportation system through enhanced transparency of safety information;

   d) disseminate appropriate safety information in order to respond to the increasing demands of the travelling public.

   e) identify actions which can be taken to reduce the burden for certificate holders to comply with multiple sets of requirements; and
conclude to support the establishment of Regional Safety Oversight Organizations (RSOOs) and explore the development of alternative solutions for situations where the establishment of RSOO is not possible;

9. **Calls upon** States to strengthen the political will needed to address aviation safety shortcomings, including the creation, strengthening and, where necessary, participation in RSOOs;

10. **Calls upon** States, ICAO and industry to increase their efforts to further improve the competencies and professionalism of aviation personnel;

11. **Calls upon** States and industry to closely coordinate with ICAO their safety initiatives to ensure optimum benefits to global aviation safety and to reduce duplication in effort;

12. **calls upon** states and industry to work together to develop improvements in communications over oceanic and remote areas, search and rescue procedures, and the design of cockpit procedures; and

13. **Re-emphasizes** the need for States, ICAO and industry to act effectively and in a timely fashion on lessons learnt from accidents.

In view of the above, the Directors General of Civil Aviation and the Conference have approved conclusions and recommendations to be acted upon by all involved

**CONCLUSIONS AND RECOMMENDATIONS**

1. **CONCLUSION 1/1**

1.1 The Conference agreed on the following conclusion:

a) **Aviation safety**

1) Even though air transport is a very safe mode of transportation, there is a need to achieve a further reduction in the number of accidents and especially fatal accidents to maintain the public confidence in the safety of the global air transport system; and

2) States support an ICAO safety framework based on sound safety management principles and processes.

b) **Business Aviation**

1) Business aviation safety information needs to be recognized and incorporated into ICAO’s safety framework.

2. **RECOMMENDATION 1/1**

2.1 The Conference agreed on the following recommendation:

a) **Aviation safety**
1) Further improvement of aviation safety and the reduction of the number of accidents, fatal accidents and fatalities should continue to be an objective of the highest priority for ICAO, and that States support the ICAO safety framework based on sound safety management principles and processes;

2) States should support the ICAO framework based on sound safety management principles and processes by providing safety information and support as required; and

3) Responding to a moral need, ICAO should ensure enhanced transparency of civil aviation safety information to the travelling public

b) Business Aviation

ICAO should incorporate business aviation safety information into its safety framework and work with IBAC and other interested parties to that effect.

3. CONCLUSION 1/2

3.1 The Conference agreed on the following conclusions:

g) the Conference agreed that the Universal Safety Oversight Audit Programme (USOAP) has been a major achievement for aviation safety, and has provided the ability to evaluate States’ oversight capabilities and identify areas for improvement;

b) the Conference fully supports the evolution of the ICAO Audit Programme toward the Continuous Monitoring Approach (CMA);

c) the Conference agreed that Contracting States and regional organizations should support ICAO in the implementation of the CMA, notably by providing ICAO with information in a timely manner;

d) the Conference agreed that the sharing of safety information between ICAO, regional and international entities and organizations under the USOAP-CMA will allow for the optimum use of resources and potentially lead to less duplication of monitoring activities;

e) the Conference agreed that prior to launching the USOAP-CMA, a transition period is required. The duration of this transition period should be flexible, but will initially be set at two years. ICAO Coordinated Validation Missions (ICVMs) will take place throughout the transition period;

f) as is necessary with any fundamental shift in methodology, the Conference agreed that ICAO should provide States, regional organizations and other stakeholders with ongoing training in the new approach, together with appropriate support tools, procedures and guidance material; and

g) the Conference agreed that detailed information regarding the transition plan to USOAP-CMA should be provided to each State prior to the next Assembly via State Letter or Electronic Bulletin.
h) The Conference agreed that the principle of transparency currently applied under the USOAP Comprehensive Systems Approach (CSA) will continue to apply under the USOAP-CMA.

i) The Conference agreed that USOAP-CMA procedures should allow for the appointment of more than one National Continuous Monitoring Coordinator, where necessary.

4. RECOMMENDATION 1/2

4.1 The Conference agreed on the following recommendations:

a) States should commit to supporting the CMA, particularly during the transition period, by providing ICAO with relevant safety information;

b) the Council of ICAO should monitor the progress made during the transition period and adjust it duration is required. The Council should report to the 37th and 38th Sessions of the ICAO Assembly on progress made in transitioning to the CMA; and

c) ICAO should enter into new agreements and amend existing agreements for the sharing of confidential safety information with international entities and organizations in order to reduce the burden on States caused by repetitive audits or inspections and to decrease the systematic duplication of monitoring activities.

5. CONCLUSION 2/1

5.1 The Conference agreed on the following conclusion:

a) Managing the transition to an SSP environment

1) States require a phased transition to the implementation of SSP with the integration of performance-based processes and practices into the prevailing prescriptive environment;

2) the incorporation of performance based processes by States requires effective interaction with industry, recognizing the value of best practices and standards in order to successfully implement an SSP;

3) there is a need for harmonized methodology for the development of Safety Performance Indicators (SPIs) to enable States to develop and establish an Acceptable Level of Safety (ALoS) related to an SSP;

4) there is a need to develop further tools and guidance material, as well to share experiences and lessons learned at individual and regional level, in the development and implementation of SSP; and

5) ICAO should explore alternatives to a single accountable person when the SSP is established in a decentralized environment.
6. **RECOMMENDATION 2/1**

6.1 The Conference agreed on the following recommendation:

   a) *Managing the transition to an SSP environment*

      1) States should undertake the necessary legal and structural adjustments required to manage a phased transition to the implementation of SSP with the integration of safety data management activities and risk reduction strategies;

      2) ICAO should work with States and regions in developing a common methodology for the development of Safety Performance Indicators (SPIs); and

      3) ICAO should assist States in the implementation of State Safety Programmes through the development of additional guidance material, facilitating the sharing of experiences and other appropriate means.

7. **CONCLUSION 2/2**

7.1 The Conference agreed on the following conclusions:

   a) that effective implementation of State Safety Programmes (SSPs) requires a constant inflow of safety information from service providers and other source of safety data to support the safety risk management (SRM) and safety assurance (SA) processes;

   b) that the Continuous Monitoring Approach (CMA) will use safety data generated by States as SSPs evolve over time, in addition to data provided by other recognized entities. This data will be used to enhance the CMA’s effectiveness. It is envisioned that the CMA will provide the means for the future oversight of SSP, once both programmes have been deployed and have had time to mature;

   c) that the integrated analysis of data generated by both SSP and CMA will strengthen the SSP/CMA link and will yield significant benefits in the conduct of safety oversight. The realization of such benefits will be dependent upon the free exchange of safety information derived from analysis of common safety metrics as well as the development of advanced analysis capabilities; and

   d) the Conference recognized the need to develop standardized methodologies for the establishment of safety performance indicators (SPIs) in support of the information exchange process.
8. **RECOMMENDATION 2/2**

8.1 The Conference agreed on the following recommendations:

   a) ICAO should develop a methodology for safety performance measurement, including key safety performance indicators that can facilitate the exchange of safety information among States, service providers and ICAO. The safety data gathered through the application of this methodology could also be used to support the CMA; and

   b) ICAO should continue to participate in the Safety Management International Collaboration Group, and evaluate the safety measurement matrix proposed in WP/37 as an appropriate framework to be used to define safety performance indicators.

9. **CONCLUSION 2/3**

9.1 The Conference agreed on the following conclusions:

   a) *Sharing of safety information:*

      1) that the sharing of safety information is essential to the furtherance of aviation safety and that measures taken to improve safety, including those related to foreign operators, should be based on consistent safety indicators;

      2) there is a need to develop principles of confidentiality and transparency to ensure that safety information is used in a fair and consistent manner, solely to improve aviation safety and not for inappropriate purposes including for the purpose of gaining economic advantage. These principles should be developed in a code of conduct;

      3) that it is important to define and harmonize safety metrics, associated data requirements and processes in support of integrated safety analyses, which can be best accomplished by an international group of experts;

      4) the analysis of State safety data should normally be conducted at the State or regional levels, with the integration of resulting information to be facilitated by ICAO;

   b) *Transparency:*

      1) that ICAO should also explore measures to increase transparency, including how:

         i. SSCs could be shared with interested stakeholders, such as international organizations, regional safety groups, operators, airports and service providers; and

         ii. SSC information could be shared with the public in a form which would allow them to make an informed decision about the safety of air transportation; and
2) that safety information made available by ICAO should be used by Member States, regional organizations and other donors to prioritize technical and financial assistance, with particular priority given to assisting regional cooperation projects in States whose safety performance is not at an acceptable level and where political willingness exists to improve State safety oversight functions.

10. **RECOMMENDATION 2/3**

10.1 The Conference agreed on the following recommendations:

a) **Sharing of safety information:**

1) ICAO should develop a code of conduct on the sharing of safety information, which will state that such information is to be used in a fair and consistent manner, solely to improve aviation safety, and not for inappropriate purposes including for the purpose of gaining economic advantage;

2) ICAO should convene a group of experts to determine harmonized safety metrics, associated data requirements and processes to enable integrated safety analyses and to ensure consistent development of related safety measures; and

3) ICAO should facilitate the integration of safety data and information from various sources as well as the dissemination of related analysis output, with the objective to ensure that such information is disseminated for appropriate purposes.

c) **Transparency:**

1) ICAO should develop criteria for the sharing of SSCs with interested stakeholders and assess how the information on SSCs could be shared with the public in a form which would allow them to make an informed decision about the safety of air transportation;

2) ICAO should collaborate in the identification of financial and technical support for Member States with unresolved SSCs, or whose safety performance is shown to be at an unacceptable level and/or deteriorating rapidly where the political willingness exists to improve State safety oversight functions; and

3) ICAO should develop a framework for the use of safety information to include clearly identified expected actions for both ICAO and Member States.

11. **CONCLUSION 2/4**

11.1 The Conference agreed on the following conclusions:
a) both the State Safety Programme (SSP) and Safety Management Systems (SMS) need a steady inflow of safety data beyond those related to accidents or serious incidents to function effectively;

1) to assure the continued inflow of safety data to support development and implementation of SSP and SMS, data relating to hazards identified through routine operations must not be used for retributive purposes against the sources of such data. Nor should the collection and archiving such data, necessary in support of SSP and SMS safety risk management processes create an undue liability for aviation organizations;

2) the protection of information from all available sources of safety data from improper use is essential to ensure its continued availability;

3) that safety information should be used only for safety purposes including the prioritization of technical cooperation; and

4) recommendations from accident and incident investigations should be followed up and the effectiveness of their implementation monitored and confirmed.

12. RECOMMENDATION 2/4

12.1 The Conference agreed on the following recommendations:

a) that ICAO establishes a multidisciplinary taskforce to progress activities regarding the protection of safety data and safety information with the view to ensure the availability of safety information required for the management of safety;

b) States and international organizations should support the taskforce; and

c) when establishing the terms of reference for the taskforce, ICAO should take into account the ideas developed in the working papers on this item and should consider:

1) protection of safety data in support of SSP and SMS other than those related to accidents and incidents records;

2) protection of certain accident and incident records; and

3) interactions between safety and judicial authorities and the concept of open reporting culture.

d) States should follow the safety recommendations issued by their accident and incident investigation authorities, ask for the action to be taken, evaluate their effectiveness and record their results

13. CONCLUSION 2/5

13.1 The Conference agreed on the following conclusions:

a) Safety management
1) Safety management processes under the direct responsibility of Contracting States that are critical to civil aviation safety should be contained in a single Annex. They are contained, in a principled manner, within the ICAO State Safety Programme (SSP) framework, and include the eight critical elements of a safety oversight system;

2) The SMS requirements specific to one area of activities, such as operations, airport or air traffic service should remain in individual Annexes; and

3) The SMS requirements should cover general and business aviation activities.

b) SARPs and PANS development

1) Proposals for new Standards and Recommended Practices (SARPs) or new Procedures for Air Navigation Services (PANS) should be supported by an ICAO impact statement to assist States in evaluating such proposals and also facilitate the development of associated impact statements by States when integrating ICAO SARPs into their own regulations; and

2) ICAO should consider improving the user friendliness of Annexes and other documents by taking advantage of tools such as hyperlinks in electronic versions.

14. RECOMMENDATION 2/5

14.1 The Conference agreed on the following recommendations:

a) Safety management

1) ICAO should develop, in close collaboration with States, international and national organisations, a new Annex dedicated to safety management responsibilities and processes which would address the safety management responsibilities of States framed under the State Safety Programme (SSP).

2) The new Safety Management Annex, should facilitate the provision of State and air carrier safety information to the travelling public, in addition to specifying the high level safety responsibilities of States,

b) SARPs and PANS development

1) ICAO should develop a methodology for impact assessment to be used when proposing new SARPs or new PANS.

2) ICAO should ensure wide dissemination of available contextual information associated with the development of SARPs and PANS using already existing tools and platforms.
15. **CONCLUSION 3/1**

15.1 The Conference agreed on the following conclusions:

a) there is a need for globally harmonized systems of certification, approval or acceptance by a State. Such systems should be based only on safety requirements taking into account regional initiatives, to facilitate the recognition and validation by other States of certificates, approvals or acceptances regarding Air Operators Certificates, Approved Maintenance Organizations, Approved Training Organizations, Safety Management Systems and products;

b) harmonization efforts should be data driven;

c) sharing of information among Contracting States is essential to maintain trust and facilitate the recognition of Air Operators Certificates, Approved Maintenance Organizations and Approved Training Organizations of other States; and

d) the Conference recognized and supported the role of Regional Safety Oversight Organizations in reducing the administrative and financial burdens to industry for the approval of Maintenance Organizations (AMOs) and Training Organizations (ATOs) and for recognition of type certificates.

16. **RECOMMENDATION 3/1**

16.1 The Conference agreed on the following recommendations:

a) **State and industry access to information and assistance, transparency and sharing of information**

   1) That all Contracting States and concerned stakeholders should cooperate to share sufficient information to properly manage the recognition process of Air Operator Certificates (AOC), Approved Maintenance Organizations (AMO) and Approved Training Organizations (ATO). Contracting States and all civil aviation stakeholders need sufficiently detailed information in order to maintain mutual trust.

b) **Verification**

   1) That States verify that the requirements under which other States approve AMOs and ATOs, and conduct their surveillance responsibilities, are at least equal to applicable ICAO Standards before recognizing and/or validating AMOs and ATOs; and

   2) that guidance material should be developed in such a way as to permit joint regulatory audits by States.

c) **Approval, acceptance and recognition**

   1) That ICAO should establish groups of expert to develop the framework and conditions for the recognition of certificates, approvals or acceptance of AOCs, AMOs, ATOs, Safety Management Systems and products; and
2) in developing the terms of reference for the groups of experts, ICAO should take into account the ideas developed in the working paper presented under this topic and during the ensuing discussion.

17. CONCLUSION 3/2

17.1 The Conference agreed on the following conclusions:

a) the Conference re-affirms that all accidents need to be thoroughly investigated in order to ensure that lessons are learnt and integrated into the safety framework;

b) it is not acceptable that an accident cannot be completely investigated due to the lack of recorded data. As a result, ICAO should pursue as a matter of high priority a review of Standards and Recommended Practices (SARPs) and guidance material with the aim of proposing to States for consideration any amendment which would be necessary to ensure that the data necessary to support investigations of accidents are available, including provisions for the recovery of data and information from flight recorders;

c) ICAO should also assess the changes which might be necessary to improve surveillance, flight monitoring and communications in oceanic/remote areas, including timely and adequate search and rescue services and review SARPs and guidance material as necessary;

d) ICAO should review existing provisions and guidance material regarding flight deck activities in order to assess further actions to be taken; and

e) ICAO should provide the most up-to-date information on the subject above at the 37th Session of the Assembly.

18. RECOMMENDATION 3/2

18.1 The Conference agreed on the following recommendations:

a) ICAO should pursue as a matter of high priority a review of SARPs and guidance material with the aim of ensuring that necessary data to support investigations of accidents and incidents are available to investigators, including provisions for the recovery of flight recorder data;

b) ICAO should review with priority SARPs and guidance material to improve surveillance, flight monitoring and communications of aircraft operating in oceanic/remote areas and the provision of timely and adequate search and rescue services in areas of need;

c) ICAO should review with priority existing requirements on flight deck activities, checklist and standard operating procedure design with emphasis on critical phases of flight operations in order to assess, applying safety management principle, further actions to be taken;
d) ICAO should urge States to take urgent action to address safety issues arising from accidents in particular those actions which can have an immediate safety benefit at a reasonable implementation cost. One example of such action may be the increase of the ULB battery life from 30 to 90 days;

e) ICAO should urge States, as a priority, to take all the necessary measures to utilize aircraft and ground stations available technology to enable permanent communication and surveillance over oceanic and remote areas, including modification of procedures for alerting key personnel; and

f) ICAO should provide updated information on the above-mentioned subjects in a report to be presented at the 37th Session of the Assembly;

19. CONCLUSION 3/3

19.1 The Conference agreed on the following conclusions:

a) Safety oversight collaboration

1) Regional Safety Oversight Organisations (RSOOs) are having an increasingly important role in supporting States to meet their safety oversight responsibilities;

2) ICAO needs support to foster the development and sustainability of RSOOs;

3) Alternative solutions for States in situations where the establishment of an RSOO is not possible need to be explored; and

4) There is a need to update existing guidance material on Regional Safety Oversight Organizations contained in ICAO Doc 9734, Safety Oversight Manual, Part B — The Establishment and Management of a Regional Safety Oversight System particularly with respect to guidance on the sustainable funding of RSOOs and their underlying business models.

b) The Next Generation of Aviation Professionals and harmonized training proposals

1) Efforts should be made to further improve the competencies and professionalism of aviation personnel and to ensure that training of aviation professionals is enhanced to meet the demands of new procedures and increasingly complex technologies;

2) States and the industry should support the work of the Next Generation of Aviation Professionals Task Force (NGAP) including work on the enhancement of pilot training to meet the demand of new procedures and increasingly complex technologies; and

3) There is need to support the Task Force’s recommendations to develop Competency based requirement for inclusion in ICAO Standards and Recommended Practices (SARPs), PANS/TRG as well as guidance material as required.

c) Suspension and revocation of type certificates
1) There is a need for a common international understanding of how design-related airworthiness instructions should be provided to the State of Registry in the event that the Type Certificate is suspended, surrendered or revoked by the State of Design.

d) Improving the safety of approach and landing operations

1) Approach and landing operations have historically experienced a high number of fatal accidents and that unstable approaches have been identified as a causal factor in the majority of approach and landing accidents and incidents. There is a need for a harmonized effort by all parties to address this issue; and

2) Runway safety continues to be one of aviation’s greatest challenges and every practical effort should be made to stop runway incursions at airports throughout the world.

e) Availability of ICAO guidance material in the official languages of ICAO

1) The Conference agreed on the importance of having the safety-related documents of ICAO translated into all the languages of the organization.

f) Development of guidance material on the conduct of safety management systems audits based on safety performance management

1) ICAO needs to develop guidance material for inclusion in the ICAO Safety Management Manual, regarding the conduct of safety management systems audits based on safety performance management.

g) Funding of ICAO safety framework initiative

1) Several States and regions of the world including Africa are in need of assistance in the development of sustainable levels of aviation safety, and particularly in the development of funding models that would guarantee sustainability in the provision of infrastructure and services for adequate air transport activity.

20. RECOMMENDATION 3/3

20.1 The Conference agreed on the following recommendations:

a) Regional safety oversight arrangements

1) States should support ICAO in their efforts to foster the development and sustainability of Regional Safety Oversight Organisations (RSOOs);

2) States should participate and actively support RSOOs whenever possible;

3) ICAO should explore the development of alternative solutions for situations where the development of an RSOO is not possible; and
4) ICAO should update existing guidance material on Regional safety Oversight Organizations in ICAO Doc 9734, Safety Oversight Manual, Part B — The Establishment and Management of a Regional Safety Oversight System including guidance on the sustainable funding of RSOOs and their underlying business models.

b) *The Next Generation of Aviation Professionals and harmonized training proposals*

1) States should support the work of the Next Generation of Aviation Professionals (NGAP) Task Force including work on the enhancement of pilot training to meet the demand of new procedures and increasingly complex technologies;

c) *Suspension and revocation of type certificates*

1) ICAO should consider establishing a group of experts to facilitate the development of a process for assessing State of Design responsibilities when Types Certificates are suspended, surrendered or revoked.

d) *Improving the safety of approach and landing operations*

1) ICAO should continue its efforts to support the implementation of initiatives that can improve safety in all phases of flight, such as performance based navigation or enhanced flight vision systems.

2) States should support the proposal to hold regional International Runway Safety Summits with the support and assistance of ICAO.

e) *Availability of ICAO guidance material in the official languages of ICAO*

1) ICAO should prioritize the allocation of its limited translation resources based on risk for the aviation community. Safety related documents should have priority over internal documents.

f) *Development of guidance material on the conduct of safety management systems audits based on safety performance management*

1) ICAO should develop guidance material for inclusion in the ICAO Safety Management Manual, on the conduct of safety management systems audits based on safety performance management.

g) *Funding of ICAO safety framework initiative*

1) ICAO should work with States and Regional Organizations requiring assistance to develop appropriate funding models to ensure the sustainable provision of infrastructure and services based on the level of activity for adequate air transport activity.

— END —