

INTERNATIONAL CIVIL  
AVIATION ORGANIZATION



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

**Montréal, 20 to 22 March 2006**

**REPORT**

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

**MONTRÉAL**

**2006**

## **LETTER OF TRANSMITTAL**

To: The President of the ICAO Council

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

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

Assad Kotaite  
Chairman

**Montreal, 22 March 2006**



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## HISTORY OF THE MEETING

### 1. DURATION

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

### 2. REPRESENTATION

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

### 3. OFFICERS

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

### 4. SECRETARIAT

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

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

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

## 5. ADOPTION OF THE AGENDA

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

## 6. WORKING ARRANGEMENTS

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

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

## 7. OPENING REMARKS

### 7.1 President of the Council

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

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

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

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

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

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

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

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

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

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

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

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

## 7.2 Secretary General

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



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

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

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

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

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

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

**Introduction**

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

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

Welcome home.

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

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

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

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

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

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

### **Agenda**

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

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

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

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

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

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

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

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

That is a wise choice.

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

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

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

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

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

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

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

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

## **SMS**

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

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

We need to do more.

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

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

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

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

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

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

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

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

## **Baggage**

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

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

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

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

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

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

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

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

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

That's leadership.

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

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

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

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

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

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

## **Conclusion**

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

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

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

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

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

Merci. Thank you.

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**LIST OF REPRESENTATIVES**

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

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

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

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



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

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

STATE/TERRITORY	NAME	DESIGNATION
	Idrus, I.	D
	Martono, A.	D
	Nuryadin, R.	D
	Sunardi, D.	D
	Mala, A.	ALT
Iran, Islamic Republic of	Rezaei Niaraky, N.	CD
	Karimi Majd, F.	D
Iraq	Blebil, A.	CD
	Al-Khayat, S.	D
Ireland	McKay, R.	ACD
Italy	Manera, S.	CD
	Carrabba, G.	D
	Cristiani, F.	D
	Marasa, B.	D
	Ciancaglioni, P.	ADV
Jamaica	Lewis, T.	CD
	Fox, G.	ADV
Japan	Endoh, S.	CD
	Kawakami, M.	ACD
	Kono, H.	ACD
	Fujisaki, A.	D
	Imawaka, Y.	D
	Kudo, M.	D
	Machida, M.	D
	Nakada, T.	D
	Sato, K.	D
	Tanaka, T.	D
	Watanabe, S.	D
Jordan	Obeidat, S.	CD
Kazakhstan	Koshanov, Y.	CD
	Shnayder, Z.	D
	Murzalin, Z.	ADV
Kenya	Kuto, C.	CD
	Chocho, T.	D
	Murani, G.	D
Kuwait	Alfozan, F.	CD
	Al-Buloushi, N.	ACD
	Al-Enezi, F.	D
Lebanon	Chaouk, H.	CD
Lesotho	Moeketsi, K	CD
Libyan Arab Jamahiriya	EL-Mesallati, S.	CD
	Abughres, M.	ACD
Lithuania	Sumskas, A.	CD
	Paulauskiene, M.	D
Luxembourg	Klein, H.	CD

STATE/TERRITORY	NAME	DESIGNATION
Madagascar	Randriamahandry, F.	CD
Malaysia	Kok, S.	CD
	Abdul Rahman, A.	D
	Abdul Rahman, Y.	D
	Gunaseelan, V.	D
	Mohammad, N.	D
	Van Lutam, S.	D
Maldives	Razee, M.	CD
Mali	Sanogho, K.	CD
	Traore, K.	ACD
Malta	Sultana, J.	CD
Marshall Islands	Myazoe, S.	CD
Mauritania	Ould Zoueine, M.	CD
Mauritius	Gungah, A.	CD
Mexico	Lopez Meyer, G.	CD
	Kobeh, R.	ACD
	Mendez Mayora, D.	D
Monaco	Bayol, H.	CD
Morocco	Yaalaoui, A.	CD
Mozambique	Samuel, A.	CD
	Pinto, A.	ACD
	Deus, D.	D
Myanmar	Nu, M.	D
Namibia	Mujetenga, B.	CD
Nepal	Neupane, R.	CD
	Rawal, M.	D
Netherlands	Kneepkens, J.	CD
	Blaauw, F.	D
	De Jong, M.	D
	Kok, T.	D
	Reed, L.	D
	Van Lieshout, J.	D
	Wilbrink, J.	D
New Zealand	Jones, J.	CD
	Douglas, S.	D
Nicaragua	Watson, O.	CD
Niger	Halidou, M.	CD
Nigeria	Demuren, H.	CD
	Aliu, O.	ACD
	Dare, A.	D
	Tukur, M.	D
	Jallow, M.	ADV

STATE/TERRITORY	NAME	DESIGNATION
Norway	Lagarhus, O.	CD
	Lysne, T.	ACD
	Uribarri, E.	D
	Ramfjord, B.	ADV
Oman	AL-Amri, M.	CD
	AL-Harthy, A.	D
	AL-Zuwadi, A.	D
Pakistan	Nawaz, P.	CD
	Awan, M.	ACD
Panama	Paredes, T.	CD
	Garcia De Paredes, R.	D
	Sarasqueta Oller, G.	D
Papua New Guinea	Sagati, W.	CD
Paraguay	Bittar Navarro, T.	CD
	Rios Rabello, J.	ACD
	Moringo Torres, S.	ADV
Peru	Rivera Perez, L.	CD
	Rodriguez Gallso, R.	ACD
	Gamarra, M.	D
	Munoz Deacon, J.	D
Philippines	Jatico, N.	CD
Poland	Mikrut, C.	CD
	Krolikowski, W.	ACD
	Jankowiak, R.	ADV
	Netkowski, W.	ADV
	Porzozynska, E.	ADV
Portugal	Almeida, L.	CD
	Cunha, J.	D
Qatar	AL-Janahi, I.	CD
Republic of Korea	Chung, S.	CD
	Kim, K.	ACD
	Chang, M.	D
	Kim, G.	D
	Yu, K.	D
Republic of Moldova	Vizant, V.	CD
	Costei, E.	ACD
Romania	Andrei, D.	CD
	Cotrut, C.	ACD
Russian Federation	Aristov, S.	CD
	Lysenko, I.	ACD
	Ruppel, K.	ACD
	Korsakov, A.	D
	Lobachev, E.	D
	Saleev, V.	D
	Shavlyugin, V.	ADV

STATE/TERRITORY	NAME	DESIGNATION
Saint Lucia	Wilson, H.	CD
	James, R.	D
Saudi Arabia	Berenji, M.	CD
	Alsalmi, M.	D
	Nagadi, A.	D
	Rashad, A.	D
Senegal	Bessane, M.	CD
	Mbengue, P.	ACD
	Dieng, M.	D
	Fall, P.	D
	Gueye, B.	D
	Mbaye, A.	D
	Ngom, M.	D
Sall, S.	D	
Serbia and Montenegro	Saranovic, B.	CD
	Potparevic, A.	D
Seychelles	Faure, G.	CD
	Orr, M.	ACD
Sierra Leone	Gbon'gbor, G.	CD
Singapore	Wong, W.	CD
	Tay, T.	ACD
	Foo, A.	D
	Hoh, M.	D
	Loo, C.	D
	Mohamed Jumari, H.	D
Tan, Y.	ADV	
Slovakia	Zupanic, F.	CD
Solomon Islands	MacGregor, W.	CD
South Africa	Mpofu, M.	CD
	Msomi, N.	ACD
	Chakarisa, O.	D
	Lephuthing, F.	D
	Mabaso, L.	D
	Machobane, S.	D
	Marais, P.	D
	Mngomezulu, S.	D
	Morrison, J.	D
	Peege, T.	D
	Matshoba, J.	ADV
	Thakurdin, R.	ADV
Spain	Bautista Perez, M.	CD
	Rodriguez Gil, L.	ACD
	Adrover, L.	D
	Ferreiro, D.	D
	Gonzalez, E.	D
	Herrero, J.	D
	Nogales Chavero, J.	D

STATE/TERRITORY	NAME	DESIGNATION
Sri Lanka	Nimalsiri, C.	CD
	Fernando, M.	D
Sudan	Karim, A.	CD
	Elmagamer, M.	ACD
Suriname	Hanenberg, V.	
Swaziland	Litchfield, D.	CD
Sweden	Billinger, N.	CD
	Eckerbert, N.	ACD
	Gustavsson, S.	ACD
	Bystrom Moller, L.	D
	Karlsson, K.	D
Switzerland	Linden, I.	D
	Cron, R.	CD
	Gschwind, D.	D
Syrian Arab Republic	Hunninghaus, R.	D
	Vonlanthen, L.	D
	Aisa, F.	CD
Thailand	Sardini, M.	ACD
	Alkhatib, N.	D
	Theanthanoo, P.	CD
The former Yugoslav Republic of Macedonia	Pongthai, S.	D
	Mehmedi, I.	CD
Timor-Leste	Andonova, E.	D
	Cruz, F.	CD
	Da Silva, R.	ACD
Togo	Domankusic, E.	ADV
	Latta, D.	CD
Trinidad and Tobago	Lutchmedial, R.	CD
Tunisia	Cherif, M.	CD
	Dridi, R.	ALT
Turkey	Tozar, B.	CD
	Calislar, S.	ACD
	Yalcin, H.	D
	Bakay, E.	D
	Sarigul, G.	D
	Aygun, C.	ADV
Turkmenistan	Charyev, T.	CD
	Rozyev, A.	ADV
Uganda	Akandonda, A.	CD
	Opolot, A.	D
	Twijuke, J.	D
Ukraine	Marchenko, M.	CD
	Melnyk, O.	D
	Mischenko, V.	D
	Sukhopara, M.	D

STATE/TERRITORY	NAME	DESIGNATION
United Arab Emirates	Ghanem AL Ghaith, M.	CD
	Abubaker AL Farea, M.	D
United Kingdom	Mcmillan, D.	CD
	Macintyre, I.	D
	Ricketts, P.	D
	Sayce, A.	D
	Smethers, M.	D
	Smith, R.	D
	Zilz, R.	D
United Republic of Tanzania	Munyagi, M.	CD
	Maugo, M.	D
	Nundu, O.	D
United States	Blakey, M.	CD
	Bliss, D.	ACD
	Sabatini, N.	ACD
	Bogosian, J.	D
	Daniel, M.	D
	Gallegos, R.	D
	Jennison, M.	D
	Maillett, L.	D
	Creamer, S.	ADV
	Mattingley, B.	ADV
	McDermott, S.	ADV
Serwer, C.	ADV	
Wilson-Hunter, C.	ADV	
Uruguay	Vilardo, J.	CD
	Olmedo, D.	ACD
	Bianchi, E.	D
Uzbekistan	Lim, O.	CD
Venezuela	Paz, F.	CD
	Falcon Gotopo, E.	ACD
	Isea Monagas, D.	ACD
	Castillio Mena, H.	D
	Fraino, C.	D
	Nessi, O.	D
Salazar, M.	D	
Viet Nam	Dinh, V.	D
	Duong, V.	D
Yemen	Farag, H.	CD
	AL-Theeb, S.	ACD
	Allmadaghi, M.	D
Zambia	Kabalika, C.	CD
Zimbabwe	Chawota, D.	CD
	Mlilo, G.	D



STATE/TERRITORY	NAME	DESIGNATION
<b>OTHER DELEGATIONS</b>		
AAMAC (Autorités Africaines et Malgaches de l'Aviation Civile)	Latta, D.	COBS
ACAC (Arab Civil Aviation Commission)	EL Alj, M.	COBS
	Jabboura, A.	OBS
	Lahboubi, A.	OBS
ACI (Airports Council International)	Aaronson, R.	COBS
	Griffins, R.	OBS
	McGinley, A.	OBS
AFCAC (African Civil Aviation Commission)	Diop, C.	COBS
	Djibo, B.	OBS
	Chingosho, E.	OBS
ASECNA (Agency for Air Navigation Safety in Africa and Madagascar)	Youssef, M.	COBS
	Courbin, J.	OBS
	Marafa, S.	OBS
	Mdiaye, M.	OBS
	Oyougou, P.	OBS
	Sissoko, M.	OBS
	Veillard, A.	OBS
CANSO (Civil Air Navigation Services Organisation)	Ter Kuile, A.	COBS
COCESNA (Central American Corporation for Air Navigation Services)	Marin, E.	COBS
	Alvarez, F.	OBS
DPKO (Department of Peacekeeping Operations)	Divounguy, S.	COBS
	Petrunov, E.	OBS
EASA (European Aviation Safety Authority)	Goudou, P.	OBS
EC (European Commission)	Calleja, D.	OBS
	Cras, S.	OBS
	Fajardo, J.	OBS
	Fenoulhet, T.	OBS
ECAC (European Civil Aviation Conference)	Benjamin, R.	COBS
	Auer, A.	OBS
	Mariadassou, J.	OBS
EUROCONTROL	Aguado, V.	COBS
	Cerasi, É.	OBS
	Paulson, G.	OBS
	Stadler, G.	OBS
	Stasny, P.	OBS
FSF (Flight Safety Foundation)	Matthews, S.	OBS
	Stimpson, E.	OBS
IAC (Inter-State Aviation Committee)	Filatov, A.	COBS
	Rukhlinskiy, V.	OBS
IAOPA (International Council of Aircraft Owner and Pilot Associations)	Sheehan, J.	COBS
	Hofmann, F.	OBS

STATE/TERRITORY	NAME	DESIGNATION
IATA (International Air Transport Association)	Bisignani, G.	COBS
	Comber, M.	OBS
	Galibert, D.	OBS
	Gates, C.	OBS
	Heighes-Thiessen, R.	OBS
	Hubble, M.	OBS
	Matschnigg, G.	OBS
	Mawdsley, D.	OBS
	Morgan, P.	OBS
	O'Brien, M.	OBS
	Ryan, F. Windmuller, T.	OBS OBS
IBAC (International Business Aviation Council)	Spruston, D.	COBS
	Brown, S.	OBS
	Rohr, R.	OBS
ICCAIA (International Coordinating Council of Aerospace Industries Association)	Schmitt, C.	COBS
	Atkins, S.	OBS
	Barthelemy, J.	OBS
	Engler, W.	OBS
	Mack, G.	OBS
	Mather, R.	OBS
	Mello, F.	OBS
	Romanowski, M.	OBS
IFALPA	D'Ancey, B.	OBS
	McCarthy, P.	OBS
IFATCA	Churchill, D.	COBS
LACAC (Latin American Civil Aviation Commission)	Ospina, M.	OBS
	Queiroz, M.	OBS
UEMAO (Union Economique et Monétaire Ouest Africaine)	Akoko, H.	COBS
	Seka, I.	OBS
UN (UNITED NATIONS)	O'Brien, C.	COBS
	Cissoko, A.	OBS
	Dietrich, C.	OBS
	Van Der Westhuizen, V.	OBS
UNWTO (World Tourism Organization)	Lyle, C.	COBS
WFP (World Food Programme)	Arroyo, C.	OBS
WORLD BANK	Schlumberger, C.	COBS

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## **AGENDA AND EXPLANATORY NOTES OF THE MEETING**

### **THEME 1: THE STATUS OF AVIATION SAFETY TODAY**

The global aviation system continues to be fundamentally safe. However, there is a need to further improve aviation safety through coordinated action by all Contracting States and the aviation industry. This will help to maintain public confidence in the safety of air transport, which is essential for the aviation industry to flourish.

#### **Topic 1.1 Worldwide and regional trends in aviation safety**

The significant variation in the level of safety from one region to the other, the challenges created by the increase of traffic and the globalization of the industry, the continuing difficulties of States in establishing and maintaining an efficient safety oversight system, and the limitations of an oversight system exclusively based on compliance are examples of topics that should be addressed to ensure that aviation safety continues to improve. An overview of current trends will be presented.

#### **Topic 1.2 The status of safety oversight**

The initial audits under the ICAO Universal Safety Oversight Audit Programme (USOAP) in 181 States were conducted from 1999 to 2001. Follow-up audits were conducted in 162 States from 2001 to 2004. ICAO has now begun its systematic audit of all safety-related provisions of safety-related Annexes with a focus on the eight critical elements of a State's safety oversight systems. As a result of the ICAO safety oversight audits, Contracting States and ICAO have learned a great deal concerning the status of States' safety oversight systems. Under this agenda topic, the results, observations and trends will be presented.

#### **Topic 1.3 Initiatives by States and industry**

International cooperation is the key to building a safer air transport system and to maintaining the public's confidence in its safety. States and industry have a shared interest in seeing the air transport system flourish and have taken many initiatives aimed at safety enhancement. However, there are numerous occasions in which the initiatives benefit only a single State or grouping of States at one time and the products of the work are not shared beyond that. To achieve optimum results, significant duplications in effort, inefficiencies and instances in which safety-related materials are not available to States in need, should be avoided. The nature of these safety initiatives will be presented under this agenda topic.

### **THEME 2: IMPROVING AVIATION SAFETY**

The conference will review potential solutions to the challenges identified during the first part of the agenda. The need for transparency and sharing of safety information will be at the core of the discussions. Substantially improving safety levels, while using existing regulatory approaches in an environment in which resources are limited, is becoming increasingly difficult. Therefore, new and innovative approaches are required.

**Topic 2.1: Transparency and sharing of safety information**

Transparency and sharing of safety information are among the fundamental tenets of a safe air transportation system. It should be recognized that the sharing of safety-related information between Contracting States would assist each State in effectively performing its safety oversight functions. The conference will examine impediments to the free flow of safety information. The need to keep the industry and the public appropriately informed will also be discussed.

**Topic 2.2: Management of aviation safety**

Compliance with safety-related Standards and Recommended Practices (SARPs) is the cornerstone of international civil aviation safety. A rapidly expanding industry and resource limitations within oversight authorities make it increasingly difficult to efficiently and effectively sustain an approach to the management of safety exclusively based upon regulatory compliance. It is essential to complement the regulatory approach to the management of safety with a performance-based approach. This approach is best exemplified by safety management systems (SMS) and, based on the maturity achieved by the SMS concept, its implementation on a global basis should be promoted. Under this topic, the conference will discuss and recommend ways forward for States to complement their existing regulatory approaches to the management of safety with a performance-based SMS approach. The conference will also discuss the critical link between the regulator and operator in an SMS environment.

**Topic 2.3: Unified strategy to resolve safety-related deficiencies**

Many States are in need of assistance to strengthen their safety oversight capabilities. The ICAO unified strategy to resolve safety-related deficiencies, established through Assembly Resolution A35-7, aims to harness the resources of ICAO, the donor community and Contracting States to strengthen safety oversight globally and resolve safety-related deficiencies through technical cooperation and commitment. The unified strategy is focussing much of its work on facilitating regional and sub-regional cooperative efforts to implement sustainable solutions to assist States in this regard. The conference will seek a commitment from States and industry to support the establishment of regional and sub-regional safety oversight organizations.

The safety-related deficiencies identified through the USOAP will be analysed under the Unified Strategy Programme to assist States that are not able to adequately resolve their safety-related deficiencies. Assistance may be provided by identifying individual States or groups of States that may lead to the establishment and management of regional or sub-regional safety oversight organizations with the support of various stakeholders. This will require the commitment of States to support these initiatives for effective and sustainable safety oversight remedies. Assistance will also be available through the Technical Cooperation Programme of ICAO. Thus, ICAO facilitates the resolution of safety oversight shortfalls in States and promotes compliance with safety-related provisions.

**Topic 2.4: Mutual recognition**

The conference will discuss effective implementation of mutual recognition under the Convention (Article 16: *Search of Aircraft*, Article 21: *Report of registrations*, and Article 33: *Recognition of certificates and licenses*) and related provisions. Under this topic, the conference will

consider guidelines for common criteria for use by States in determining whether applicable Standards and other conditions for recognition are met.

### **Topic 2.5: Enhancing safety oversight**

One of the main pillars of ensuring and enhancing safety depends considerably on the ability of States to establish and maintain effective safety oversight over the industry. With an expanding industry, it is important that regulatory safety oversight keeps pace with its growth. Efficiency and effectiveness of safety oversight has benefited from the conduct of mandatory safety oversight audits by ICAO. With the expansion of USOAP to address all safety-related provisions in all safety-related Annexes, its optimum functioning depends upon the commitment of Contracting States to fully participate and to accept on-site audits as scheduled by ICAO.

In the case of a State with significant safety oversight shortfalls, in particular in the areas of continued surveillance and resolution of safety issues, there is an increased risk that air operators authorized by such a State do not comply with the requisite safety provisions and that aircraft registered in that State are not maintained in an airworthy condition. If the safety oversight shortfalls cannot be remedied in the short term, transfer of safety oversight duties from the State of the Operator or State of Registry to another authority may be arranged on the basis of a bilateral agreement which should be registered with the Council. This approach could be taken to ensure that essential international air services can be safely maintained until such time as the State concerned can overcome its safety oversight shortfalls. It aims to meet the needs of the world for safe, regular, efficient and economical air transport and at the same time, ensure that the rights of Contracting States are fully respected and that every Contracting State has a fair opportunity to operate international airlines.

Based on the foregoing, the conference will discuss a direct role for ICAO in ensuring effective and sustainable safety oversight and full compliance with safety-related provisions.

## **THEME 3: BEYOND THE CURRENT FRAMEWORK**

### **Topic 3.1 Safety framework for the 21st century**

Liberalization has become one of the defining features of modern-day aviation and it requires that the relationship between the industry and its governmental authority be redefined. Under such a regime of increasing liberalization, all parties, governments, service providers and airlines alike must fully understand and fulfil their respective obligations for safety and security oversight and compliance. This is particularly important in situations where an airline operation involves multiple parties from different States, or where an aircraft is based and operated from States other than the State of Registry or the State of Operator of that aircraft. Yet the ultimate responsibility for safety and security remains with States, irrespective of changes in economic regulatory arrangements. In that context, it is important to ensure that the safety framework continues to meet the evolving needs of international civil aviation.

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### WORKING SCHEDULE

SESSION	TIME	MONDAY, 20 MARCH 2006	TUESDAY, 21 MARCH 2006	WEDNESDAY, 22 MARCH 2006
1	9:00 to 10:30	<ul style="list-style-type: none"> <li>• Opening</li> <li>1. <b>The status of aviation safety today</b> <ul style="list-style-type: none"> <li>1.1: Worldwide and regional trends in aviation safety</li> <li>1.2: The status of safety oversight</li> <li>1.3: Initiatives by States and industry</li> </ul> </li> </ul>	2. <b>Improving aviation safety</b> (continued) 2.4: Mutual recognition	<ul style="list-style-type: none"> <li>• Approval of conclusions and recommendations</li> </ul>
10:30 to 11:00 COFFEE BREAK				
2	11:00 to 12:30	2. <b>Improving aviation safety</b> 2.1: Transparency and sharing of safety information	2.5: Enhancing safety oversight	<ul style="list-style-type: none"> <li>• Approval of conclusions and recommendations (continued)</li> <li>• Any other business</li> <li>• Closing</li> </ul>
12:30 to 14:00 LUNCH BREAK				
3	14:00 to 15:30	2.2: Management of aviation safety	2.5: Enhancing safety oversight (continued)	
15:30 to 16:00 COFFEE BREAK				
4	16:00 to 17:30	2.3: Unified strategy to resolve safety-related deficiencies	3. <b>Beyond the current framework</b> 3.1 Safety framework for the 21st century	
Evening schedule 18:00 to 20:00		Welcome reception by the President of the Council and the Secretary General	Reception hosted by Canada	

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## SUMMARIES OF DISCUSSIONS

### Opening of the Conference

1. Dr. Assad Kotaite, the President of the Council of ICAO, as Acting Chairman, declared the conference open.

### Introduction of the Officers of the ICAO Secretariat

2. Dr. Taiëb Chérif, the Secretary General, introduced the Officers of the ICAO Secretariat who would be assisting in the deliberations of the conference.

### Election of the Chairman of the Conference

3. Dr. Kotaite was elected as Chairman of the conference by acclamation.

4. The Chairman highlighted that delegates from 124 Contracting States and observers representing 17 international organizations had thus far registered for the conference, bringing the total number of participants to 460.

### Adoption of the agenda and approval of the working schedule

5. The conference adopted the agenda proposed in Appendix A to DGCA/06-WP/1.

6. The working schedule set forth in Appendix B to DGCA/06-WP/1 was accordingly approved by the conference. The rules for the conduct of the conference proposed in Appendix C to the paper were duly noted.

### **THEME 1: THE STATUS OF AVIATION SAFETY TODAY**

#### **Topic 1.1: Worldwide and regional trends in aviation safety DGCA/06-WPs/2 (and Corr. No. 1), 11 (and Corr. No. 1), 18 and 23 Revised DGCA/06-IPs/36 and 48**

7. DGCA/06-WP/2 and Corrigendum No. 1 was presented for the consideration of the conference. Also related to the topic being discussed was WP/11 (Proposal for further improvement of aviation safety worldwide) and Corrigendum No. 1, WP/18 (The status of aviation safety in Africa) and WP/23 Revised (Preparing for future air traffic demands in the Asia/Pacific Region). Two information papers, IPs/36 and 48, were also associated with this agenda topic.

8. It was noted that WP/2 set the tone for the conference. In considering the proposed action, as outlined in section 4 of the working paper, it was suggested that, in paragraph 4.1 b), the comprehensive and proactive approach to aviation safety mentioned therein should be a joint effort between ICAO, States and industry. With regard to paragraph 4.1 c), it was felt that the conference should agree that all those involved, which included States, industry and service providers, were responsible for such an approach.

9. Several delegates remarked on the difficulties, in terms of resources, training and organizational culture, faced by the African States in working to comply with the Annexes to the Convention.

10. It was clarified that the IATA Operational Safety Audit (IOSA) programme was complementary to ICAO's Universal Safety Oversight Audit Programme (USOAP). On this point, the Chairman concurred, noting the close cooperation between the two organizations with regard to the audits. However, he emphasized that, ultimately, the responsibility for aviation safety remained with the States.

11. In summarizing the discussion, the Chairman noted that in the four working papers presented, there were several common topics. One was the issue of regional and sub-regional safety oversight organizations and their advantages, which would be examined later in the meeting (Topic 2.3). A second related to the principle of increased transparency, which was addressed in Assembly Resolution A35-7, resolving clause 13. With regard to the conclusions outlined in WP/2, the Chairman indicated that changes suggested during the discussion (paragraph 8 above) would be incorporated.

**Topic 1.2: The status of safety oversight**  
**DGCA/06-WP/3**  
**DGCA/06-IPs/7 and 32**

12. DGCA/06-WP/3 titled "The status of safety oversight" was presented for the consideration of the conference. Two information papers (IPs/7 and 32) were associated with this topic. During the introduction of WP/3, updated information was provided regarding, *inter alia*, the forthcoming audits, under the comprehensive systems approach, of three States which had not yet been audited under the Universal Safety Oversight Audit Programme (USOAP).

13. In the course of the discussion, a number of delegates outlined the safety-related problems which their States were encountering, the efforts being made to rectify them and the assistance which was required.

14. Offering a summary of the exchange of views, the Chairman observed that the comments made had been very interesting. Drawing attention to paragraph 4 of WP/3, he invited those States which had not been audited by ICAO under the USOAP, those States which had not submitted a corrective action plan and therefore could not be visited for an audit follow-up and those States which had submitted a corrective action plan but in which an audit follow-up mission could not be conducted, for a variety of reasons, to cooperate fully with ICAO and take the requisite action. The Chairman suggested, and it was agreed, that the action proposed in paragraph 5.1 of the paper would form part of the conference's conclusions and recommendations on this topic. He noted that some of the points raised in WP/3 and in the discussion would be taken into account in considering other relevant papers.

**Topic 1.3: Initiatives by States and industry**  
**DGCA/06-WPs/4, 16, 21, 36 and 37**  
**DGCA/06-IPs/1 Revised, 7, 11, 12, 13, 14, 15, 17, 24, 27, 32, 33, 37, 38, 41 (and**  
**Corr. No. 1) and 46**

15. DGCA/06-WP/4 titled "Initiatives by States and industry" was then presented for the consideration of the conference. The subject was also addressed in five working papers (WPs/11, 16, 21, 36 and 37) presented by the United States, IAOPA, the twenty-one Member States of LACAC, and the Republic of Korea, respectively. In addition, sixteen information papers were associated with this topic

(IPs/1 Revised, 7, 11, 12, 13, 14, 15, 17, 24, 27, 32, 33, 37, 38, 41 (and Corrigendum No. 1) and 46). During the introduction of WP/4, the attention of the conference was drawn to IP/1 Revised presented by the Secretariat on the Global Aviation Safety Roadmap which had been developed for ICAO by the Industry Safety Strategy Group (ISSG) under the leadership of IATA. It was noted that ICAO, through the Air Navigation Commission (ANC) and the Council, was working to implement the Roadmap.

16. In summarizing the discussion, the Chairman noted that a number of good papers had been presented which had been the subject of some very constructive comments. WP/4 had been well-accepted, with special emphasis having been placed on the need for ICAO to play a coordinating role with regard to the various multinational and regional aviation safety initiatives. He retained the suggestion that the conference should reaffirm that ICAO should play a major role in coordinating efforts to allow member States to realize the full potential of available and future aviation safety initiatives in order to ensure optimum benefit therefrom. Strong support had been expressed for the said Global Aviation Safety Roadmap.

17. Another point which had been highlighted was the need for ICAO to continue incorporating the results of the various regional safety groups into the Organization's SARPs and associated guidance material and for the Council and ICAO Contracting States to remove legal barriers and establish protections for the de-identification and sharing of information on aircraft operations and incidents, as called for in paragraph 4.1 b) and c) of WP/16 presented by the United States. As suggested, the action proposed in paragraph 5.1 b) of WP/21 presented by IAOPA on the potential negative effects on general aviation safety of, *inter alia*, added regulation should be reworded to avoid any misunderstanding.

18. In observing that another point which had been made by LACAC in WP/36 was the need for ICAO Regional Offices to provide assistance to States in resolving their safety-related deficiencies, the Chairman emphasized that the Regional Offices were fully integrated with ICAO Headquarters and that the Organization as a whole should provide all the assistance that was required. In noting WP/37 presented by the Republic of Korea on the ICAO SARPs Tracking System which the latter had developed, he underscored that SARPs implementation was indispensable for the safety of civil aviation.

## **THEME 2: IMPROVING AVIATION SAFETY**

### **Topic 2.1: Transparency and sharing of safety information DGCA/06-WPs/5 Revised, 11 (and Corr. No. 1), 22 (and Corr. No. 1), 23 Revised, 26 (and Corr. No. 1), 29 (and Corr. No. 1), 30 Revised, 35 and 39 IPs/24, 26, 34 and 39**

19. DGCA/06-WP/5 Revised titled "Transparency and sharing of safety information" was presented for the consideration of the conference. The subject was also addressed in WPs/11 (and Corrigendum No. 1), 22 (and Corrigendum No. 1), 23 Revised, 26 (and Corrigendum No. 1), 29 (and Corrigendum No. 1), 30 Revised, 35 and 39, which were presented by their respective authors. Also associated with this topic were IPs/24, 26, 34 and 39.

20. A number of delegates expressed their full support for DGCA/06-WP/5 Revised, and expressed views affirming that transparency and sharing of information would enhance safety, improve the delivery of assistance to correct deficiencies, create a better basis for mutual recognition and cultivate public confidence, and as a consequence, the sustainability of civil aviation.

21. However, several delegates voiced concern that the public could misconstrue information derived from USOAP audits, and that this, combined with the risk of inappropriate use of the information, could tarnish public perception, thereby creating more harm than good. Several delegates therefore supported the view that only Contracting States should be given access to USOAP reports through a secure website. One delegate commented that safety oversight audit reports prepared during the initial audit cycle may now be obsolete and, if placed on the ICAO website, could present misleading information about the status of a State's oversight capabilities. For this reason, the information would be complemented by current information provided by the State concerned.

22. It was pointed out that any requirement for States to share information on shortcomings should be considered in light of their ability to quickly rectify such shortcomings. In this regard, the need for assistance at the regional and sub-regional levels was underscored by delegates. While it was acknowledged that the level of transparency would likely increase in parallel with improved levels of oversight capabilities, it was strongly emphasized that transparency and exchange of information was critical at all times to ensure both the safety and the confidence of the travelling public.

23. Delegates stressed that any information released to the public should be standardized, factual and unambiguous to avoid any risk of confusion or misinterpretation. Furthermore, it was suggested that there was a need for ICAO to develop a strategy with regard to disclosure of information. There was some support for the creation of an ICAO database to collect and centralize safety-related information to be reported by States on a voluntary basis. Underscoring the need for States to have access to reliable and timely information with respect to the ownership and control of aircraft, support was also expressed with regard creating a centralized system to provide information within the framework of Article 21 of the Convention.

24. Several delegates commended the work done so far to develop and support Assembly Resolution A35-17, and highlighted the need to protect safety data. In response to a question on this matter, the Chairman pointed out that draft legal guidance on the protection of information from safety data collection and processing systems was soon to be circulated to States and was available for review on the ICAO website.

25. Several delegates also pointed out the need to protect the aviation professionals who provide the safety-critical information. The implications of "just culture" and the issue of confidentiality were considered. Several delegates expressed the view that ICAO should consult with States to consider how provisions for a just culture might be introduced.

26. In summarizing the discussion, the Chairman emphasized the need to work within the framework of the Convention and the direction provided by the Assembly. In this regard he referred to fundamental points outlined in Article 44 d) of the Convention, which recognized the "needs of the peoples of the world for safe, regular, efficient and economical air transport" and Assembly Resolution A35-7, which recognized transparency and the sharing of information as fundamental tenets of a safe air transport system. There was full support for the sharing of safety information between States. Understanding the concerns regarding public availability of safety information, the Chairman suggested that States be given a maximum of two years to provide updated information to ICAO. In the meantime, States were encouraged to make their information available to the public. With regard to the subject of categorization/assessment of USOAP findings, the Chairman remarked that the Council of ICAO would examine the issue carefully. The Chairman recalled that several delegates had made reference to WP/22 and WP/35 and he advised that the substantive points made therein would be retained.

27. In general, there was support for the Chairman's summary. Many delegates confirmed their on-going support for the principles of transparency and the sharing of information between States. They welcomed the proposed maximum two-year period for the updating of information but some were still uncomfortable with making safety information available to the public. In addition, a delegate proposed that ICAO be tasked with the development of an information management system to determine how, at the end of the two-year period, the information would be made available. Another delegate noted that travel advisories and insurance issues could also be negatively affected and that unfair competition could result.

28. Several delegates did not support a delay in the public disclosure of safety information and felt that, to preserve ICAO's credibility, the process should be started immediately and completed prior to the next Assembly. It was pointed out that public disclosure often served as an enabler for States in need to receive assistance and financing and there was a concern that a two-year delay would not serve those States well.

29. Several delegates voiced concern regarding the proposal in WP/11 for the categorization of USOAP findings and it was recalled that the safety audit programme had been established in response to systems of categorization initiated in some States. Offering a different view, a delegate pointed out that categorizations were already a factor and that it would be preferable for ICAO to develop its own system. It was noted that the Council of ICAO would further examine this issue.

30. It was noted that World Bank funding was being channelled into aviation infrastructure projects and it was hoped that this would continue. In addition, it was hoped that the World Bank would focus on regional initiatives for the enhancement of aviation safety. With regard to investment decisions, the Observer from the World Bank emphasized that transparency and information sharing were considered key factors. On the subject of aviation investment, the Chairman recalled that the World Bank had suggested that ICAO publish each year a report on aviation infrastructure and assistance requirements.

**Topic 2.2: Management of aviation safety**  
**DGCA/06-WPs/6, 12, 15, 19, 24 Revised, 32 and 38**  
**DGCA/06-IPs/2, 3, 4, 8, 9, 20, 21, 22, 23, 30, 43 and 44**

31. DGCA/06-WP/6 titled "Implementation of safety management systems (SMS) in States" was presented for the consideration of the conference. The subject was also addressed in seven working papers (WPs/11, 12, 15, 19, 24 Revised, 32 and 38) presented by: Austria, on behalf of the EC and its Member States, other States Members of ECAC and by EUROCONTROL; the United States; Canada; IBAC, the African States; the twenty-one Member States of LACAC; ACI; and Japan, respectively. In addition, twelve information papers were associated with this topic (IPs/2, 3, 4, 8, 9, 20, 21, 22, 23, 30, 43 and 44). During the introduction of WP/6, it was noted that copies, in English, of the new *ICAO Safety Management Manual* (Doc 9859) had been distributed to participants and that the manual had been posted on the ICAO-Net. Although Doc 9859 was currently available only in the English language, it would be available in all language versions by the end of May 2006 at the latest. Additional information was provided regarding, *inter alia*, the programme of SMS training courses in 2006 and 2007, with it being indicated that the first such course would be given in Nairobi on 15 May 2006. Participants were invited to notify the Secretariat if they wished additional courses to be given and to provide the requisite resources. Attention was drawn to the SMS booth located in the lobby, with participants being encouraged to inform the Secretariat if their States either required or could sponsor training. An overview was then given of the other working papers which had been submitted under this topic, all of which were

very supportive of the Organization's activities relating to the implementation of SMS in States as outlined in WP/6.

32. During the ensuing discussion, numerous offers were made to host SMS training courses or to otherwise provide training, training materials and expert advice. Several participants emphasized the need to modernize Annex 6 (*Operation of Aircraft*), Part II (*International General Aviation — Aeroplanes*) as proposed in WP/19 to reflect the reality of general aviation operations. A number of speakers expressed support for the proposal made in WP/11 for the creation of a new Annex relating specifically to safety processes. One view was expressed, however, that ICAO should instead develop comprehensive guidance material on SMS implementation. The need to develop specific guidance material for small operators was emphasized by a few participants.

33. In offering a summary of the exchange of views, the Chairman noted that unanimous support had been expressed for WP/6 on ICAO's activities to support SMS implementation in States. He underscored the benefits to be derived from SMS implementation, as illustrated in WP/15. The Chairman recalled the comments made by the Observer from EUROCONTROL regarding the provision by that organization of expert advice to ICAO's regional SMS seminars and workshops and the sharing of its experience of risk assessment and mitigation. Referring to the suggestion made by the Observer from EUROCONTROL (*cf.* WP/11) and other speakers that ICAO develop a new Annex dedicated to safety processes, including provisions on safety oversight, safety assessment and safety management, the Chairman noted that, during the last session of the Council (177/11), he had, in his capacity as President of the Council, suggested that consideration should be given to the development of such an Annex on SMS and safety oversight. Referring to the comments made during the present discussion that the Organization should instead develop comprehensive guidance material on SMS with the aim of fully integrating the SMS concept into Annexes as they were amended into a performance-based format, the Chairman indicated that the development of the said new Annex and the development of additional guidance material were not mutually exclusive. Both actions would be considered in due course by the Secretariat and the Council. Recalling the point made regarding the need to harmonize safety rules worldwide, the Chairman observed that the Air Navigation Commission was considering such harmonization. Referring to the comments made on the need to continue developing guidance material for SMS implementation, such as specific guidance material for small operators, he indicated that the existing guidance material would be reviewed on a continuous basis and updated as necessary in order to further improve the implementation of SMS, which, as many speakers had underscored, was an important tool for enhancing aviation safety.

**Topic 2.3: Unified Strategy to resolve safety-related deficiencies**  
**DGCA/06-WPs/7, 11 (and Corr. No. 1), 17, 23 Revised, 28 Revised, 29 (and Corr. No. 1) and 31 Revised**  
**DGCA/06-IPs/16, 18, 31, 45 and 47**

34. DGCA/06-WP/7 titled "Unified Strategy to resolve safety-related deficiencies" was presented for the consideration of the conference. The subject was also addressed in six working papers (WPs/11 (and Corrigendum No. 1), 17, 23 Revised, 28 Revised, 29 (and Corrigendum No. 1) and 31 Revised) presented by: Austria, on behalf of the EC and its Member States, other States Members of ECAC and by EUROCONTROL; Argentina, Chile, Egypt, France, India, the Netherlands, Nigeria and Pakistan, Members of the Governing Body of IFFAS; the Group of Asia/Pacific States on the Council of ICAO; the African States; the World Bank; and the twenty-one Member States of LACAC, respectively. In addition, five information papers were associated with this topic (IPs/16, 18, 31, 45 and 47). During the

introduction of WP/7, a demonstration was given of the Flight Safety Information Exchange (FSIX) web site launched by ICAO.

35. During the ensuing discussion, support was voiced for the Unified Strategy Programme (USP), the well-established COSCAP programme, the formation of regional and sub-regional safety oversight organizations (RSOOs) and the ICAO Flight Safety Information Exchange (FSIX), all of which had been highlighted in WP/7. The value of coordinating assistance to States through the USP was recognized. Such coordination would ensure that optimum assistance was provided where needed. It was felt that ICAO was best suited to facilitate an exchange of information through FSIX. There was a suggestion that FSIX include a listing of international air operator certificates (AOCs). RSOOs were seen to be a good approach for States in fulfilling their safety oversight obligations and it was noted that existing regional institutions should be taken into account.

36. Several other issues were discussed, including the role of the industry and such financial institutions as the World Bank in funding safety-related projects. There were different views regarding the International Financial Facility for Aviation Safety (IFFAS). Some Delegates indicated that IFFAS was a useful financial mechanism that should be promoted. Others stressed that the mechanism should remain independent so as not to impact upon the resources of ICAO. There were reservations regarding a proposal for a more decentralized regional approach in the execution of audits; it was recalled that the Assembly had stressed that audits should be on a global basis. A final issue raised was the importance of the autonomy of Civil Aviation Authorities for successful safety oversight.

37. In summarizing the discussion, the Chairman emphasized that the proposals and the discussion regarding the USP were within the framework of Assembly Resolution A35-7. He noted that the Conference had indicated its full support for all of the action items in paragraph 6.1 of WP/7. The following additional actions were put forth by the Chairman: based on A35-7, resolving clause 14, that the Conference be invited to recommend that States promote further development of regional and sub-regional organizations to strengthen safety oversight capabilities; based on WP/11, that ICAO encourage States to better cooperate bilaterally and at the regional level to make the appropriate arrangements in order to fulfil their obligations under the Chicago Convention particularly when they do not deem it possible or appropriate to allocate the required human, technical and financial resources to perform safety oversight adequately; based on resolving clause 12 of A35-7 and on WP/11, that ICAO improve the effectiveness of technical assistance tools, including IFFAS, and increase the coordination with and involvement of its Regional Offices so as to provide more effective technical support; and, based on A35-7 and WP/11, that ICAO adapt its working methods to allow full involvement of regional organizations responsible for safety oversight in its technical work. In addition the Chairman proposed that an action item be added to emphasize the importance of the autonomy of Civil Aviation Authorities and, in this regard, he urged States to take appropriate legislative measures as soon as possible.

**Topic 2.4: Mutual recognition**  
**DGCA/06-WPs/8, 13 and 27**

38. DGCA/06-WP/8 titled "Mutual recognition" was presented for the consideration of the conference. Also related to the topic being discussed were WPs/13 and 27 presented by the United States and the African States, respectively.

39. There was general support for the actions proposed in WP/8. Several delegates remarked on the growing concern regarding flags of convenience in aviation, which endangered the safety of air transport. It was noted that States needed to strengthen safety oversight of both domestic and foreign



operations. In this regard, it was recognized that provisions and guidance material to assist in the surveillance of foreign aircraft operations would be useful.

40. In his summary, the Chairman noted that paragraph 4.1 of WP/8 was supported. He suggested that the following action be incorporated: that States should enact operating rules for foreign air carriers in accordance with the Convention and establish a programme to monitor foreign carriers and trigger action when safety concerns arise. Based on the agreed actions, the Chairman recommended the inclusion of a safety clause in bilateral agreements between States. In addition, provisions and guidance material on the subject of surveillance of foreign aircraft operations should be developed as quickly as possible.

41. In closing, the Chairman remarked that implementation of Article 33 (Recognition of certificates and licenses) of the Chicago Convention was one of the pillars of safety and was based on trust. However, this trust was based on the understanding that the requirements under which such certificates or licences were issued or rendered valid were “equal to or above the minimum standards which may be established from time to time pursuant to this Convention”, as required by Article 33.

**Topic 2.5: Enhancing safety oversight**  
**DGCA/06-WPs/9, 11 (and Corr. No. 1), 14 Revised, 25, 28 Revised, 33 and 35**  
**DGCA/06-IPs/5, 6, 19 and 42**

42. DGCA/06-WP/9 was presented for the consideration of the conference. Also related to the topic of safety oversight enhancement was WP/11 (Proposals for further improvement of aviation safety worldwide), WP/14 (State safety oversight obligations), WP/25 (Development of regional safety solutions), WP/28 (Fulfilment of State obligations: Cooperation between States: A necessity to enhance aviation safety), WP/33 (Improving aviation safety through the ICAO unified strategy and transparency) and WP/35 (Improving aviation safety).

43. The conference discussed the proposal, in WP/9, regarding a pool of international safety inspectors and other safety oversight experts made available by States and other stakeholders. There was general support for a more complete examination of this issue, taking into account, *inter alia*, operational, legal and financial considerations.

44. Regarding the role of regional organizations in the audit process, raised in WP/11, it was pointed out that the ICAO USOAP process had been established based on the principle of universality, with the same audit methodology applicable to all States. In this regard, the impact of the involvement of regional organizations on the audit process would have to be carefully considered. Another subject for consideration was the categorization of USOAP findings. There was support for a further examination of this idea; but concern was also expressed.

45. With regard to the division of responsibilities for safety oversight between the State of Registry and the State of the Operator, it was recognized that this created a problem of continuity in the oversight of the operations of an airline and also raised the question of the liability of the aviation authorities in this type of situation.

46. The Chairman, providing a summary of the discussion, noted the full support for paragraph 6.1 of WP/9. He emphasized that the allocation of funds for the unified strategy programme and the management of direct assistance to States would be discussed by the Council of ICAO as part of the consideration of the programme budget for the next triennium. He suggested that the issues raised in paragraph 3.12 of WP/28 regarding the management of an operational assistance programme would be

taken into account when considering direct assistance to States based on a pool of international safety inspectors and other safety oversight experts. The Chairman referred to paragraph 6.1 f) of WP/11, which urged the Council to make use of its obligatory functions described in Article 54 j) and k) of the Chicago Convention. He recalled that the Council had developed a procedure with regard to Article 54 j) that could be implemented after extensive investigation of identified cases had been undertaken. If such cases arose, they would be brought to the attention of the Contracting States.

### **THEME 3: BEYOND THE CURRENT FRAMEWORK**

#### **Topic 3.1: Safety framework for the 21st century DGCA/06-WPs/10, 11 (and Corr. No. 1), 17, 20 and 31 Revised DGCA/06-IPs/10 and 35**

47. DGCA/06-WP10 titled “Safety framework for the 21st century” was presented for the consideration of the conference. The subject was also addressed in four working papers (WPs/11 (and Corrigendum No. 1), 17, 20 and 31 Revised) presented by: Austria, on behalf of the EC and its Member States, other States Members of ECAC and by EUROCONTROL; Members of the Governing Body of IFFAS; the World Tourism Organization; and the twenty-one Member States of LACAC, respectively. In addition, two information papers were associated with this topic (IPs/10 and 35).

48. There was general support for the recommendations advanced in DGCA/06-WP/10. It was acknowledged that the definition of “State of the Operator” should be considered in light of present-day commercial arrangements and practices, and in particular that the meaning of the term “principal place of business” should be reviewed in the context of where operational control is carried out.

49. The conference then exchanged views on improving the framework of ICAO, provided by the Convention, to meet future challenges. The possible benefits and drawbacks of expanding the current framework to include enforcement capabilities and to encompass an independent inspection organization were discussed. Views were noted that promoting a worldwide safety culture should be intrinsic to all future safety initiatives and that a global register of AOC data was an idea worthy of further exploration.

50. In offering a summary of the discussions, the Chairman confirmed that the delegates had accepted the recommendations in DGCA/06-WP/10. In addition, he stated that the recommendations relating to the development and assessment of SARPs put forward in DGCA/06-WP/11. These recommendations were specifically to assess the impact of future SARPs on industry and other parties, to make more systematic use of the recommendations published by accident investigation bodies, to define SARPs of critical importance, and to create new SARPs to address safety management and safety oversight. He agreed with the view expressed that there were lessons to be learned from the experience of ICAO’s sister organization, the International Maritime Organization, with the issue of “flags of convenience”.

51. The Chairman observed that the 21st century heralded an era of globalization that would be felt not only in the aviation community, but in economic, cultural and social spheres as well. He offered that, while globalization had been welcomed as an opportunity to improve safety and expand air transportation, it was essential to continue to safeguard the rights of all who were involved in civil aviation.

52. The Chairman thanked the conference for its cooperation and hard work as it looked to the future of aviation in the 21st century.

**Any other business**

53. One delegate presented an overview of the status of civil aviation in his State.
54. In response to a question from the floor regarding guidance to assist DGCA's in planning measures to be taken in the event of an avian flu epidemic, the conference was informed that a brief on the subject had been prepared and would be made available to delegates.
55. The Secretary General informed the conference that, in view of the importance of the implementation of SMS for flight safety, the electronic version of the *ICAO Safety Management Manual* (Doc 9859) could be downloaded from the ICAO public web site free of charge and the printed version purchased at a nominal cost.

**Approval of Conclusions and Recommendations**

56. The conference reviewed the conclusions and recommendations presented in DGCA/06-WPs/40 to 46, which were adopted subject to amendment.

**THEME 1: THE STATUS OF AVIATION SAFETY TODAY**

- Topics**
- 1.1: Worldwide and regional trends in aviation safety**
  - 1.2: The status of safety oversight**
  - 1.3: Initiatives by States and industry**
- DGCA/06-WP/40**

57. Several changes were introduced to the recommendations in paragraphs 2.1 a), b) and c).

**THEME 2: IMPROVING AVIATION SAFETY**

- Topic**
- 2.1: Transparency and sharing of safety information**
- DGCA/06-WP/41**

58. In addition to changes that were made to the conclusion at paragraph 1.1 b) 1), a new subparagraph 1.1 b) 3) was added relating to the provision of safety information to the public. In the recommendations, several changes were introduced in paragraphs 2.1 a), b) and c) and two new recommendations were added relating to the continued sharing of audit results conducted under the comprehensive systems approach and full transparency as a means to enable States and donors to provide rapid and effective assistance to resolve safety oversight deficiencies.

- Topic**
- 2.2: Management of aviation safety**
- DGCA/06-WP/42**

59. In the conclusions, several changes were introduced in paragraphs 1.1 a) 3), b) and c). In addition to changes introduced in recommendations at paragraph 2.1, a new subparagraph 2.1 c) was added relating to ICAO's efforts to modernize Annex 6, Part II. In addition, a new editorial note was added at subparagraph 2.1 b).

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**Topic 2.3: Unified strategy to resolve safety-related deficiencies**  
**DGCA/06-WP/43**

60. Several changes were also introduced in the recommendations in paragraph 2.1, including, in subparagraph a) 7), an emphasis on the need for States to demonstrate the political will to address aviation safety shortcomings.

**Topic 2.4: Mutual recognition**  
**DGCA/06-WP/44**

61. In addition to small changes made to the conclusions in paragraph 1.1, a new subparagraph 1.1 b) 3) was added relating to the emergence of flags of convenience, illegal operations and criminal activities that endangered civil aviation safety.

62. Two recommendations were added; one on the subject of flags of convenience and illegal operations and a second on a consultative process between States and parties before instituting a unilateral ban of operations. Small changes were also introduced to several of the existing recommendations in paragraph 2.1.

**Topic 2.5: Enhancing safety oversight**  
**DGCA/06-WP/45**

63. The conclusions and recommendations were adopted as presented in DGCA/06-WP/45.

**THEME 3: BEYOND THE CURRENT FRAMEWORK**

**Topic 3.1: Safety framework for the 21st Century**  
**DGCA/06-WP/46**

64. A new conclusion was added in paragraph 1.1 relating to the need to mobilize the resources of financial institutions and donors to help improve civil aviation safety.

65. In addition to changes that were introduced to existing recommendations and to the editorial note in paragraph 2.1, two new recommendations were added relating to the redoubling of ICAO's efforts to address the future evolution of safety oversight in light of the globalization of international civil aviation and to the consideration of the development of a new Annex dedicated to safety oversight, safety assessment and safety management.

**Declaration**

66. The conference reviewed the draft declaration presented in DGCA/06-WP/47, which was adopted subject to amendment.

67. Several changes were introduced in the declaration including two new preambular clauses relating to the recognition of certificates and licenses of other States and the role of ICAO in the settlement of disputes.

68. Three new Resolving Clauses were also introduced relating to: the promotion of a just culture; the recognition of certificates and licenses of other States; and, the need for States to demonstrate the political will to address aviation safety shortcomings.

**Vote of Thanks**

69. The conference, having completed consideration of its conclusions, recommendations and declaration, delegated authority to the Chairman to approve the summaries of discussion.

70. Appreciation was expressed by the Delegates of Canada, Ethiopia, Hungary, Mexico, Pakistan, and Saudi Arabia, as well as the Observer from AFCAC, for the leadership and wisdom of the Chairman during the conference as well as for his many years of service to ICAO and the international civil aviation community. Thanks were also offered to the Secretary General and the Secretariat for their efforts and to the Government of Canada and to the City of Montreal for their warm hospitality.

71. The Chairman thanked the delegates for their cooperation and assistance during the conference and also during his years with ICAO.

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## DECLARATION

*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* the Directors General of Civil Aviation have a collective responsibility for international civil aviation safety;

*Recognizing* that the safety framework must be fully utilized by all stakeholders and 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;

*Recalling* that recognition as valid of certificates and licences of other States is governed by Article 33 of the Convention and applicable Standards;

*Recalling* the role of ICAO in the settlement of disputes;

*Recognizing* 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 the leadership of ICAO, and a cooperative, collaborative and coordinated effort among all stakeholders; and

*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;

*The Directors General of Civil Aviation:*

1. *Commit* to reinforce the global aviation safety framework by:
  - a) sharing as soon as possible appropriate safety-related information among States, all other aviation stakeholders and the public, including the disclosure of information on the results of their safety oversight audit as soon as possible and, in any case, not later than 23 March 2008;
  - b) exercising safety oversight of their operators in full compliance with applicable SARPs, assuring themselves that foreign operators flying in their territory receive adequate oversight from their own State and taking appropriate action when necessary to preserve safety;
  - c) expeditiously implementing safety management systems across the aviation industry to complement the existing regulatory framework;
  - d) developing sustainable safety solutions, including the formation or strengthening of regional and sub-regional safety oversight organizations and initiatives; and
  - e) promoting a just culture;

*The Conference:*

2. *Calls upon* States to base the recognition as valid of certificates and licences of other States exclusively on safety considerations and not for the purpose of gaining economic advantage;
3. *Calls upon* States, ICAO, industry, and donor organizations to direct resources towards the establishment of sustainable safety oversight solutions;
4. *Calls upon* States, ICAO and industry to support the coordinated implementation of safety management systems;
5. *Calls upon* ICAO to:
  - a) develop and actively support information exchange mechanisms that allow for an unrestricted flow of safety information between all aviation stakeholders;
  - b) develop by June 2006 a strategy to communicate safety information effectively to the public;
  - c) develop a mechanism under Article 21 of the Convention to make available aircraft registration and operator information;
  - d) develop guidelines and procedures to verify the conditions for recognition as valid of certificates and licences, in keeping with Article 33 of the Convention; and
  - e) study the development of a new Annex on safety oversight, safety assessment and safety management;
6. *Calls upon* States to demonstrate the political will to address aviation safety shortcomings, this includes the establishment, where necessary, of an autonomous Civil Aviation Authority which is empowered and adequately funded to provide effective safety oversight; and
7. *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.

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## CONCLUSIONS AND RECOMMENDATIONS

- Theme 1: The Status of Aviation Safety Today**  
**Topics 1.1: Worldwide and regional trends in aviation safety**  
**1.2: The status of safety oversight**  
**1.3: Initiatives by States and industry**

### 1. CONCLUSION 1/1

1.1 The Conference agreed on the following conclusions:

a) *Aviation safety*

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;

b) *Safety oversight*

1) the first cycle of the ICAO Universal Safety Oversight Audit Programme (USOAP) has demonstrated that most of the ICAO Contracting States have made progress in improving their safety oversight capability. However, several States still do not have the capacity to exercise properly their safety oversight responsibilities and it is not certain that some of them will ever have the human and financial resources and the volume of activity necessary to support an independent safety oversight system. It is therefore necessary to promote approaches such as a Safety Oversight Regional Organization that are allowing States to share the resources necessary for discharging their individual safety oversight obligations; and

2) the fact that a small number of States have not yet submitted their action plan or information on the status of implementation of their action plan is a source of concern. These States should cooperate fully with ICAO and take the requisite action.

c) *Initiatives by States and industry*

1) it is encouraging to see the numerous initiatives taken by States and the industry to improve aviation safety. The conference noted with interest the initiatives presented such as the various regional safety groups (CAST, PAAST, JSSI, ASET, NARAST, SARAST and SEARAST) and the various industry activities such as the IOSA programme of IATA, the IS-BAO of IBAC, and including the programme developed by the Republic of Korea to assist in the monitoring of compliance with SARPs. The conference also noted that the safety data collected by such initiatives can be very useful to States when developing or performing their safety oversight activities or developing safety activities;



- 2) while initiatives by States or the industry to improve aviation safety are useful, and effective, their full potential is not always realized due to a lack of prioritization, to the duplication of effort and to shortfalls in communication. There is a risk that lessons learnt and solutions found in different locations that involve knowledge, procedures and techniques may not be shared in a way that can provide benefits to all. In that context, the conference welcomes the development of the Global Aviation Safety Roadmap by the industry at the request of ICAO which will provide that basis for development by ICAO of a global framework for the coordination of safety policies and initiatives;
- 3) where further initiatives result in additional regulation proposed regulations should be subjected to risk assessment and cost-benefit analysis to establish their full validity;
- 4) ICAO should analyse recommendations of the various regional safety groups and assess whether some aspects could be incorporated in ICAO SARPs and guidance material; and
- 5) the conference also reaffirmed the central role of ICAO in securing the necessary coordination of efforts across the whole spectrum of involvement of States and industry.

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

2.1 The Conference agreed on the following recommendations:

a) *Aviation safety*

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, which will require a comprehensive and proactive approach coordinated among ICAO, States, industry and service providers;

b) *Safety oversight*

Proper safety oversight by States is one of the basic tenets of aviation safety. In view of the continuing difficulties faced by several States and the resulting need for assistance, ICAO, States, industry, and donor organizations should direct resources towards the establishment of sustainable safety oversight solutions; and

c) *Initiatives by States and industry*

ICAO, in collaboration with all States and other stakeholders, should continue the development of an integrated approach to safety initiatives based on the Global Aviation Safety Roadmap which would provide a global framework for the coordination of safety policies and initiatives.

**Theme 2: IMPROVING AVIATION SAFETY****Topic 2.1 Transparency and sharing of safety information****1. CONCLUSION 2/1**

1.1 The Conference agreed on the following conclusions:

a) *State and industry access to information and assistance*

- 1) transparency is a cornerstone of aviation safety. All Contracting States and concerned stakeholders should cooperate to secure access to the information that is necessary to manage safety properly. Further improvements in aviation safety require an increased sharing of safety information among Contracting States, ICAO and all civil aviation stakeholders;
- 2) sharing of information among Contracting States is essential to maintain mutual trust; and
- 3) the implementation of a transparency policy by a State, with regards to its level of safety oversight, is a clear signal that the State acknowledges any weakness that may exist and should be an incentive for other States and donors to provide assistance.

b) *Public access to information*

- 1) the public should be able to access, without delay, the information necessary to make an informed decision about the safety of air transportation including safety oversight audit information. However, some States will need time to update their systems to be in a position to make audit information available to the public;
- 2) ICAO should adopt a strategy to communicate safety information effectively to the public based upon the Universal Safety Oversight Audit Programme (USOAP) reports. The system should be designed to avoid potential abuse of the information; and
- 3) the conference recognizes that the process being developed by ICAO to provide safety information to the public is appropriate.

c) *Implementation of Article 21 to the Convention*

Each Contracting State should have access to reliable and timely information on registration, ownership and control of aircraft normally used in international navigation; and

d) *Transparency and sharing of airworthiness information*

- 1) the implementation of a centralized database that would facilitate the timely sharing of airworthiness information concerning aircraft conducting scheduled

and unscheduled international operations would be a means to improve safety;  
and

- 2) communication and sharing of airworthiness information between the States of Design and Registry is essential to flight safety.

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

2.1 The Conference agreed on the following recommendations:

a) *State and industry access to information and assistance*

- 1) The results of the audits conducted under the comprehensive systems approach should continue to be shared openly among Contracting States;
- 2) the Council should facilitate the implementation of “just culture” reporting systems in Contracting States to promote the sharing of accident and incident and all other safety-related information. The “just culture” should create an environment in which the reporting and sharing of information is encouraged and facilitated;
- 3) States should be fully transparent to enable other States and donors to provide more rapid and effective assistance to resolve safety oversight deficiencies; and
- 4) the Council should consider the preparation of an annual report on aviation infrastructure and required improvements to assist donors in allocating the support needed by Contracting States.

b) *Public access to information*

- 1) States are urged to give consent to ICAO to publish the results of their initial safety oversight audits or audits follow-up as soon as possible, following the format presented in DGCA/06-IP/39. States may also allow ICAO to publish the final safety oversight audit reports derived from the initial audit cycle;
- 2) States sharing their ICAO safety oversight information should have the opportunity to provide their own comments, relative to progress made since the conduct of its audit, in the section of the ICAO websites dedicated to the audit information;
- 3) the Council, in May/June 2006, should develop an ongoing process to allow the release of relevant information to the public on safety oversight audits conducted under the comprehensive systems approach;
- 4) pending the development of the process, as proposed in paragraph 3) above, States should authorize ICAO to publish the relevant information to the public on safety oversight audits conducted under the comprehensive systems approach. The release of such information would be agreed and entered into through a separate consent form;

- 5) the Council should develop a system for assessment and classification of USOAP findings against the safety oversight system critical elements with a view to evaluating the safety oversight capability of individual Contracting States, without categorizing or classifying States, and report to the Assembly in 2007; and
- 6) Contracting States should give their consent to the publication of relevant information as soon as possible and, in any case, not later than 23 March 2008. ICAO would then issue a press release providing the names of the States that have not authorized release of the results of their audits and place this information on the public website. A progress report should be made to Council during each Session and to the Assembly in 2007.

c) *Implementation of Article 21 to the Convention*

The Council should ensure that Contracting States have access to reliable and timely information on registration, ownership and control of aircraft habitually used in international navigation. Contracting States should cooperate with ICAO in providing the required information, under guidelines and procedures to be developed; and

d) *Transparency and sharing of airworthiness information*

- 1) the Council should study the possibility of establishing an expanded database application that would allow Contracting States to voluntarily share airworthiness information related to aircraft habitually involved in international operations; and
- 2) States of Design and Registry should conclude an airworthiness agreement as laid down in the *Airworthiness Manual* (Doc 9760) as a means to promote the exchange of continuing airworthiness information between the States.

## **Topic 2.2 Management of aviation safety**

### **1. CONCLUSION 2/2**

1.1 The Conference agreed to the following conclusions:

a) *Safety management systems*

- 1) civil aviation organizations, including civil aviation administrations, are under pressure to discharge their mandate in the face of ever-diminishing resources, thus facing efficiency issues;
- 2) SMS presents the international civil organizations with a data driven approach to the prioritization of resources towards safety concerns that hold the greatest risk potential, and towards activities likely to produce the biggest return on resources invested;

- 3) experience suggest that benefits of SMS include:
  - reduced incident and accident rates;
  - greater operating efficiencies such as fewer returns to gate and flight cancellations;
  - improved employee morale as a result of being empowered and seeing results through the SMS;
  - reductions in insurance rates;
  - tangible savings for operators as a result of knowing the operational risks and preventing incidents, resulted in substantial savings; and
  - less regulatory involvement due to the operators management of their own day-to-day activities. The regulator oversees the effectiveness of the systems.
- 4) the full potential of SMS will only be realized when the concept is adopted on a global basis by all Contracting States and, through States, by as many aviation organizations as possible. In order for this global implementation to take place, States need to be fully aware and informed about the SMS concept and the means and tools for its implementation; and
- 5) consideration should be given to the development of additional guidance material as well as to organizing seminars and workshops to assist States and operators to implement SMS. In order to facilitate this, advantage should be taken of experience existing within States and international organizations with expertise in the development and implementation of SMS.

b) *Study the development of a new Annex to the Convention on safety processes*

Consideration should be given to complement the set of Annexes to the Chicago Convention with a specific Annex on appropriate provisions on safety oversight, safety assessment and safety management; and

c) *Modernization of Annex 6, Part II*

The conference confirmed the need to modernize Annex 6 — *Operation of Aircraft, Part II — International General Aviation — Aeroplanes*.

## 2. **RECOMMENDATION 2/2**

2.1 The Conference agreed on the following recommendations:

a) *Safety management systems*

- 1) States should implement safety management systems across all safety-related disciplines;

- 2) States should engage in far-reaching cooperation with ICAO in the programme of training courses, by sponsoring one of the seven training courses and/or by providing experts in safety management to supplement ICAO delivery teams;
  - 3) States should engage in an exchange of information to progress in the implementation of SMS through the provision of expert advice, tools and other means;
  - 4) States should commit to the earliest possible implementation of SMS on a global basis, based on the related provisions adopted by Council; and
  - 5) the ICAO Council should continue work towards the development of training, guidance material and other enabling tools to help Contracting States expedite the implementation of SMS.
- b) *Study the development of a new Annex to the Convention on safety processes*

ICAO should study further harmonization of safety management requirements, and consider the development of a new Annex dedicated to safety processes, including appropriate provisions on safety oversight, safety assessment and safety management.

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*Editorial Note.— The recommendation above is identical to Recommendation 2.1 h), under Topic 3.1.*

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- c) *ICAO should continue its effort to modernize Annex 6, Part II.*

### **Topic 2.3: Unified strategy to resolve safety-related deficiencies**

#### **1. CONCLUSION 2/3**

1.1 The Conference agreed to the following conclusions:

- a) *Assistance to States*
- 1) despite the audits and follow-up missions conducted by Universal Safety Oversight Audit Programme (USOAP) a significant number of States have not been able to implement their corrective action plans and fulfil their safety oversight obligations;
  - 2) The ICAO Unified Strategy Programme (USP) is valuable for coordinating assistance to Contracting States and establishing regional safety oversight initiatives; it could help ensure that optimum assistance is provided;
  - 3) special emphasis is placed on the importance of having autonomous civil aviation administrations, the absence of which is a serious obstacle to implementing safety oversight in certain States;

- 4) regional partnerships and the regional safety oversight organizations or initiatives represent good vehicles for enabling States to fulfil their safety oversight obligations and, with the support of various stakeholders, would achieve long-term sustainable results;
- 5) IFFAS as a funding mechanism (not an implementation tool) and other international donor funding should coordinate for optimum results; and
- 6) there is a need for ICAO to improve the effectiveness of its technical assistance tools and to increase involvement of its Regional Offices so as to provide a more effective technical support and training of national experts.

b) *Information Exchange*

- 1) sharing of critical safety information among Contracting States performing safety oversight functions enhances standardization, improves implementation of safety measures, and reduces duplication of efforts; and
- 2) the Flight Safety Information Exchange (FSIX) which was launched by the Organization as a portal website is a practical means to facilitate the sharing of safety-related information among member States as well as the industry.

2. **RECOMMENDATION 2/3**

2.1 The Conference agreed to the following recommendations:

a) *Assistance to States*

- 1) Contracting States are encouraged to promote further development of regional and sub-regional organizations in support of the strengthening of States' safety oversight capabilities;
- 2) in order to fulfil their obligations under the Chicago Convention, Contracting States are encouraged to better cooperate both bilaterally and at the regional level to make appropriate arrangements to perform their safety oversight obligations when they do not individually possess adequate human, technical and financial resources;
- 3) Contracting States in need of assistance should coordinate with the Unified Strategy Programme Unit to validate that their action plans are likely to achieve desired results, and to identify the most appropriate assistance mechanisms. Assistance can be channelled through various options to include the Technical Cooperation Programme;
- 4) ICAO and States should improve the effectiveness and coordination of technical assistance tools and funding mechanisms for the correction of safety-related deficiencies, including the International Financial Facility for Aviation Safety (IFFAS);

- 5) ICAO should increase the involvement of its Regional Offices so as to provide a more effective technical support for Contracting States and promote further development of regional and sub-regional organizations that conduct safety oversight;
- 6) ICAO should adapt its working methods to allow full involvement of regional organizations that conduct safety oversight and technical work and request the Secretary General, in accordance with clause 7 of Resolution A35-7, to continue to foster coordination and cooperation between USOAP and audit programmes of other organizations related to aviation safety;
- 7) Contracting States should demonstrate the political will to address aviation safety shortcomings; this includes the establishment, where necessary and as soon as possible, of an autonomous Civil Aviation Authority which is empowered and adequately funded to provide effective safety oversight; and
- 8) States and other stakeholders as well as financial institutions and donors that are in a position to do so, make financial contributions and/or contributions in kind to support States in need of assistance to rectify their safety oversight deficiencies through the Unified Strategy Programme.

b) *Information Exchange (FSIX)*

Contracting States and associated industry and professional organizations are encouraged to provide guidance material and relevant safety-related information to the international civil aviation community through the ICAO Flight Safety Information Exchange (FSIX) website.

## Topic 2.4: Mutual recognition

### 1. CONCLUSION 2/4

#### 1.1 The Conference agreed to the following conclusions:

a) *Verification*

Before recognizing certificates and licences of other States as valid, there is a need for verification that the conditions for such recognition are met, i.e. that these documents were issued under requirements at least equal to the applicable ICAO Standards;

b) *Recognition and surveillance of foreign aircraft*

- 1) it is incumbent upon a State to ensure safety in the airspace within its territory, including the operation of aircraft of foreign operators;
- 2) harmonized processes for recognition of certificates and licences as valid, as well as a uniform approach to the surveillance of foreign aircraft operations are



desirable. To this end, ICAO should develop guidelines and procedures as necessary; and

- 3) flags of convenience, illegal operations and criminal activities endanger civil aviation safety.

c) *Safety clause*

- 1) the inclusion of a safety clause in bilateral agreements, for which models are available, is advisable; and
- 2) ongoing dialogue, as well as surveillance of foreign air operators, would be required to maintain the validity of such agreements.

2. **RECOMMENDATION 2/4**

2.1 The Conference agreed to the following recommendations:

a) *Verification*

States should verify that the requirements under which other States issue or render valid certificates and licenses are at least equal to applicable Standards before recognizing the documents as valid.

b) *Recognition and surveillance of foreign aircraft*

- 1) ICAO should develop guidelines and procedures as necessary to assist States in securing the highest practicable degree of uniformity in the recognition of certificates and licences as valid and in the surveillance of foreign aircraft operations in their territory;
- 2) States should establish operating rules, in accordance with the Convention and on a non-discriminatory basis, governing the admission and surveillance of foreign air operators within their territories;
- 3) States should implement and strengthen their surveillance of foreign aircraft operations within their territory and take appropriate action when necessary to preserve safety; and
- 4) States should eliminate flags of convenience and prevent illegal operations as well as the possible export of such activities from one State or group of States to another, and exchange safety information to this end.

c) *Safety clause*

- 1) States should include a safety clause in their bilateral air service agreements, based on the model safety clause developed by ICAO; and

- 2) Unilateral activities by States or parties on the banning of operations should normally be preceded by a consultative process between the States and parties involved.

## **Topic 2.5: Enhancing safety oversight**

### **1. CONCLUSION 2/5**

1.1 The Conference agreed to the following conclusions:

a) *USOAP*

- 1) full cooperation by States is required for optimum functioning of USOAP. To this end, acceptance of on-site audits as scheduled by ICAO is essential; and
- 2) an additional mechanism to rapidly resolve significant safety concerns identified under USOAP should be developed to require States to address these concerns in a timely manner agreed by the Secretariat and the Generic Memorandum of Understanding (MOU) amended accordingly.

b) *Unified strategy*

The unified strategy to resolve safety-related deficiencies requires an ongoing effort by all stakeholders to ensure effective and sustainable safety oversight solutions and full compliance with safety-related provisions; and

c) *Direct assistance*

Interim measures are required to ensure that every Contracting State has a fair opportunity to operate international airlines. An active role is envisaged for ICAO to identify States where immediate action is required to initiate safety oversight enhancements and consult with the States concerned to implement an immediate interim solution for their air operators. A pool of international safety inspectors and other safety oversight experts could be established to this end. Generous cooperation by States and other stakeholders in a position to do so would be required. A scheme for ICAO to manage direct assistance to States and air operators could be developed accordingly.

### **2. RECOMMENDATION 2/5**

2.1 The Conference agreed to the following recommendations:

a) *USOAP*

- 1) States should fully cooperate with USOAP, including acceptance of on-site audits as scheduled by ICAO; and

- 2) ICAO should develop an additional mechanism to rapidly resolve significant safety concerns identified under USOAP and amend the Generic Memorandum of Understanding (MOU) accordingly.
- b) *Unified strategy and direct assistance*
- 1) ICAO should consider the feasibility of a scheme, to be approved by the next Session of the Assembly, for ICAO to manage direct assistance to States having inadequate safety oversight capability and to air operators of such States, based on a pool of international safety inspectors and other safety oversight experts made available by States and other stakeholders. Such a scheme should take into account issues raised in DGCA/06-WP/28 as well as possible legal and financial difficulties; and
  - 2) ICAO should consider the allocation of funds for the unified strategy programme and direct safety oversight assistance within the Programme Budget for the triennium 2008-2009-2010.

**Theme 3: BEYOND THE CURRENT FRAMEWORK**

**Topic 3.1: Safety framework for the 21st century**

1. **CONCLUSION 3/1**

1.1 The Conference agreed to the following conclusions:

- a) economic liberalization has become one of the defining features of modern-day aviation and it is having a major impact on the aviation industry. There is a need to ensure that the safety framework continues to meet the requirement for the safe and orderly development of international civil aviation;
- b) there is a need to clarify the concept of the operator and the relationship with the State responsible for its safety oversight;
- c) the content, nature and structure of the Annexes to the Chicago Convention should be reviewed to ensure that ICAO Standards focus on safety objectives, while giving more flexibility to Contracting States in deciding the means of implementation;
- d) there is a need for a higher level of coordination in technical cooperation activities to reduce duplications in effort and benefit as many States as possible;
- e) there is a need to mobilize the resources of financial institutions and donors to help improve civil aviation safety; and
- f) flags of convenience exist in civil aviation today and should not be tolerated.

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**2. RECOMMENDATION 3/1**

2.1 The Conference agreed to the following recommendations:

- a) the Council should consider amplification to the definition of “State of the Operator” and “operator” by further specifying the necessary correspondence between the “principal place of business” and the location where “operational control” is exercised as a means to identify the State responsible for safety oversight;
- b) Contracting States should fulfil their obligation under Article 83 to register agreements in accordance with the *Rules for Registration with ICAO of Aeronautical Agreements and Arrangements* (Doc 6685);
- c) ICAO should develop guidance material to be used by States to implement coherent economic and technical policies by their civil aviation authorities;
- d) ICAO should consider improvements in the process of developing and adopting Standards and Recommended Practices by:
  - 1) assessing systematically their impact on the industry and other interested parties;
  - 2) making more systematic use of recommendations published by accident investigation bodies; and
  - 3) developing criteria for determining which Standards are of critical importance for ensuring global safety and for which notifying differences would be acceptable only exceptionally and which Standards are of a detailed technical nature should be changed into Recommended Practices or removed from ICAO Annexes and turned into guidance material.
- e) all stakeholders engaged in devising and financing projects aimed at increasing aviation safety in low income countries, should strengthen their cooperation and exchange information and experience to avoid duplication of effort;
- f) the Council should study the issue of flags of convenience taking into account the experience gained by other international organizations;
- g) ICAO should redouble its efforts to address the future evolution of safety oversight taking into account the globalization of international civil aviation; and
- h) ICAO should study further harmonization of safety management requirements, and consider the development of a new Annex dedicated to safety processes, including appropriate provisions on safety oversight, safety assessment and safety management.

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*Editorial Note.— The recommendation above is identical to Recommendation 2.1 b), under Topic 2.2.*

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