



WORKING PAPER

**DANGEROUS GOODS PANEL (DGP)
WORKING GROUP MEETING (DGP-WG/26)**

Centurion, South Africa, 26 to 30 October 2026

Agenda Item 2: Managing air-specific safety risks and identifying anomalies (REC-A-DGS-2029)

Agenda Item 5: Clarifying State oversight responsibilities in Annex 18 (Ref: Job Card DGP.005.07)

**PROPOSED AMENDMENT TO THE STANDARDS IN THE DRAFT AMENDMENT TO
ANNEX 18 AND IN THE TECHNICAL INSTRUCTIONS REGARDING REPORTING
REQUIREMENTS**

(Presented by D. Schlichting)

SUMMARY

This working paper proposes an amendment for clarification to the language regarding reporting requirements in the draft amendment to Annex 18 — *The Safe Transport of Dangerous Goods by Air*, Chapter 10 – Dangerous Goods Safety Intelligence. Also, it proposes an additional amendment to Chapter 10 beyond what was already agreed upon at the thirtieth meeting of the Dangerous Goods Panel (DGP/30) based on subsequent feedback from the Air Navigation Commission and discussions at the DGP Working Group on Annex 18 (DGP-WG/Annex18) meeting held in Washington, D.C. from 24 to 28 August 2026. A corresponding revision to the Technical Instructions would need to be made should the panel agree to this proposed amendment.

Action by the DGP-WG is in paragraph 2.

1. INTRODUCTION

1.1 This working paper proposes a similar amendment to one that was proposed and discussed at the thirtieth meeting of the Dangerous Goods Panel (DGP/30), but the proposal was not agreed at that time (see paragraph 5.2.1 of the DGP/30 report). However, this topic came up again at the in-person Annex 18 Working Group meeting held in Washington D.C. in August 2026. It was recommended that a working paper on this topic be submitted to the 2026 meeting of the Dangerous Goods Panel Working Group (DGP-WG/26) to help inform the discussions on proposed edits to the amendment to Annex 18.

1.2 At the Annex 18 working group meeting it was noted that an ambiguity remains in one of the Standards in Chapter 10 regarding the reporting of the discovery of dangerous goods not permitted to be carried by passengers or crew members in baggage or on the person. The working group attendees

agreed that this SARP needed clarification, and that it would be best to make this clarification separate from the broader discussion of reporting. To that end, Appendices A and B are presented for consideration on how best to clarify this reporting requirement.

1.3 As currently written, the draft amendment to Annex 18 includes a Standard requiring an operator to report occasions when dangerous goods not permitted to be carried by passengers or crew members are discovered “...to the appropriate national authority of the State in which this occurred.” It was agreed by DGP-WG/Annex 18 attendees that there is ambiguity in the current language as to which State should be notified, as it is unclear whether “this occurred” is the carrying onto the aircraft or the discovery. This working paper proposes to clarify that the notification is to the State in which it was discovered, as this would put this Standard in alignment with the other Standards in 10.1.1 c) through f) that require reporting to the State in which discovered.

1.4 Additionally, in simply clarifying the existing text, this would only require reporting to the State in which it was discovered, and not the State of the Operator. Again, for alignment with the other Standards and Recommended Practices (SARPs) in Chapter 10, it is proposed that the reporting requirement be “...to the State in which it was discovered and the State of the Operator.” This is the exact reporting Standard for 10.1.1 c) through e), and Standards a) and b) include the State of the Operator as well. As a result of the amendment to this reporting requirement there would be a consequential amendment to the Technical Instructions. That amendment is presented at Appendix B. The text is included in brackets, to also notify the State of Origin, is part of the subsequent discussion explained below.

1.5 Further, this working paper proposes to extend the requirements in the draft amendment to Annex 18 to require operators to report the discovery of undeclared or misdeclared dangerous goods in cargo or mail and dangerous goods not permitted to be carried by passengers or crew in baggage or on the person to additional States. A corresponding revision to the Technical Instructions would need to be made should the panel agree to this proposed amendment.

1.6 When the Secretariat reported to the attendees at the DGP-WG/Annex 18 meeting in Washington D.C. the results of her multiple meetings with the ANC regarding the proposed amendments to Annex 18, she related that the ANC had concerns in Chapter 10 regarding which States were being reported to, and how they would have safety data to conduct proper oversight. With this information, and with the discussion of clarifying 10.1.1 f), there was additional discussion regarding the value of reporting to the State of Origin/State where the person boarded the aircraft. Although consensus was not reached, it was agreed that this proposal would require the consensus of the full panel, so it was proposed to present a working paper and discuss it at DGP-WG/26.

1.7 As currently proposed, the requirement to report occasions of discovery of undeclared or misdeclared dangerous goods or of dangerous goods not permitted to be carried by passengers or crew members is only to report to the State where it was discovered and the State of the Operator. This working paper proposes to add a requirement to report the finding to the State of Origin/State where the passenger or crew boarded the aircraft. Of the three proposed States to be notified, the State where the dangerous goods were discovered is certainly the least important of the three to be notified. The State of the Operator can increase oversight to the operator’s procedures to help prevent the introduction of prohibited items, increase assessment, or prescribe methods to resolve hazards. If trends are identified that a particular State has regular and/or repeated irregularities with passengers and crew, it is important that the State where they boarded be made aware so that it can take steps to rectify the problem at its source, as opposed to simply making the State(s) of discovery aware, which may result in prohibitions without hazard resolution. The amendments to Annex 18, Chapter 10 – Dangerous Goods Safety Intelligence, 10.1.1, provided in the appendices to this working paper are therefore proposed to include the State of

Origin and the State where the passenger or crew member carried the dangerous goods aboard the aircraft as States for which the operator must report discoveries.

1.8 In addition to discussions at the DGP-WG/Annex 18 meeting in Washington DC, there were also discussions of reporting requirements held at the DGP-WG/Annex 18 meeting in Dubai in May of 2024. At that time, the changes proposed here were discussed among the attendees at the working group meeting, and there was general consensus to incorporate them. However, it was noted at that time that a working paper was required to be presented at the panel meeting so that the full panel could consider and discuss the proposed changes to the language in the previously agreed upon draft amendment to Annex 18.

1.9 In a review of Annex 19 – *Safety Management*, the purpose of reporting is to provide safety data to the States which they then use to maintain or improve safety. To be armed with the information needed to identify hazards and address safety issues where they occur, the State where the error occurred needs to be made aware, certainly more so than the State where it was discovered. If trends are identified that there are regular and/or repeated irregularities within a particular State, it is important that the State of Origin be made aware so that it can take steps to rectify the problem at its source, as opposed to simply making the State(s) of discovery aware, which may result in prohibitions without hazard resolution.

1.10 Additionally, in the *Safety Management Manual (SMM)* (Doc 9859), it states, “Proactive processes enable the State to identify and address precursors and contributors of accidents, and strategically manage safety resources to maximize safety improvements.” States are unable to take these proactive steps if they do not have the safety data to address the hazards. In Annex 19, safety data is defined as a “...set of facts or set of safety values collected from various aviation-related sources, which is used to maintain or improve safety.” By receiving the reports as proposed in the appendices, States would have the data that they needed to better ensure the safe transport of dangerous goods by air.

1.11 As discussed at the DGP-WG/Annex 18 meeting in Dubai in 2024, there is a known problem with the existing language on data sharing. Both Annex 13 — *Aircraft Accident and Incident Investigation* and Annex 19, as well as the ICAO Safety documents, have all data sharing provisions simply as recommendations. It was noted by a number of members nominated by States that when the discovery of undeclared, misdeclared, or not allowed DG is reported to the State where discovered, that information frequently does not make its way back to the State of Origin. The proposal here would ensure that the safety data is provided to the State that could make the most impact on improving safety.

1.12 As part of their Thermal Runaway Incident Program (TRIP), UL Standards & Engagement has begun conducting focus groups with regulators, operators and shippers. At a recent briefing of their findings to date, UL related that operators feel that they are “...left with the risk and the responsibility...” for compliance enforcement, and that operators have become the backstop. They have stated that, “Regulatory authorities are really relying on carriers ... to do a lot of their policing and enforcement...” If the States were provided with the actionable safety intelligence that the proposed reporting would supply, they could be a much stronger ally in helping prevent the introduction of undeclared, misdeclared, and not-allowed dangerous goods into the aviation system.

2. ACTION BY THE DGP-WG

2.1 The DGP-WG is invited to agree to:

- a) amending the SARP, for clarification, in the proposed amendment to Annex 18, and the corresponding provision in the Technical Instructions, related to operator requirements to report the discovery of dangerous goods not permitted to be carried by passengers or crew in baggage or on the person in accordance with Appendices A and B of this working paper;
- b) amending the SARPs in the proposed amendment to Annex 18 related to operator requirements to report the discovery of undeclared and misdeclared dangerous goods in accordance with Appendix C of this working paper; and
- c) amending the language in the related topics within the Technical Instructions in accordance with Appendix D of this paper.

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APPENDIX A

PROPOSED REVISIONS TO AMENDMENT TO ANNEX 18 TO CLARIFY STATES' RESPONSIBILITIES WITH RESPECT TO THE SAFE TRANSPORT OF DANGEROUS GOODS BY AIR

Chapter 10

DANGEROUS GOODS SAFETY INTELLIGENCE

...

The following is text proposed for Annex 18 as part of DGP's work on clarifying States' responsibilities (see DGP-WG26-WP/1). This working paper is proposing revisions to the proposed amendment, shown as yellow highlighted text below.

10.1 Mandatory dangerous goods safety reporting

10.1.1 States shall require the operator to report:

- a) dangerous goods accidents to the appropriate national authority of the State in which they occurred and to the State of the Operator;
- b) dangerous goods incidents to the appropriate national authority of the State in which they occurred and to the State of the Operator;
- c) undeclared dangerous goods discovered in cargo or mail to the appropriate national authority of the State in which they were discovered and the State of the Operator;
- d) misdeclared dangerous goods discovered in cargo or mail, other than those discovered during the acceptance check required by Chapter 6, to the appropriate national authority of the State in which they were discovered and the State of the Operator;
- e) misdeclared dangerous goods discovered in cargo or mail during the acceptance check required by Chapter 6, which, if left undetected, would cause the potential to endanger an aircraft, its occupants or any other person, to the appropriate national authority of the State in which they were discovered and the State of the Operator; and
- f) dangerous goods not permitted to be carried by passengers or crew members discovered in baggage or on the person, to the appropriate national authority of the State in which this-occurred was discovered, the State of the Operator[, and the State where the passenger or crew boarded the aircraft].

APPENDIX B

PROPOSED AMENDMENT TO REPORTING REQUIREMENTS IN THE TECHNICAL INSTRUCTIONS

Part 7

OPERATOR'S RESPONSIBILITIES

...

Chapter 4

PROVISION OF INFORMATION

...

4.5 REPORTING OF UNDECLARED OR MISDECLARED DANGEROUS GOODS

4.5.1 An operator must report any occasion when undeclared or misdeclared dangerous goods are discovered in cargo or mail. Such a report must be made to the appropriate authorities of the State of the Operator and the State in which this occurred.

4.5.2 An operator must report any occasion when dangerous goods not permitted under 8.1.1 are discovered by the operator, or the operator is advised by the entity that discovers the dangerous goods, either in the baggage or on the person, of passengers or crew members. Such a report must be made to the appropriate national authority of the State in which this ~~occurred~~ was discovered and the State of the Operator [and the State where the passenger or crew boarded the aircraft].

APPENDIX C

PROPOSED REVISIONS TO AMENDMENT TO ANNEX 18 TO CLARIFY STATES' RESPONSIBILITIES WITH RESPECT TO THE SAFE TRANSPORT OF DANGEROUS GOODS BY AIR

Chapter 10

DANGEROUS GOODS SAFETY INTELLIGENCE

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- a) dangerous goods accidents to the appropriate national authority of the State in which they occurred and to the State of the Operator;
- b) dangerous goods incidents to the appropriate national authority of the State in which they occurred and to the State of the Operator;
- c) undeclared dangerous goods discovered in cargo or mail to the appropriate national authority of the State in which they were discovered ~~and~~, the State of the Operator **and the State of Origin**;
- d) misdeclared dangerous goods discovered in cargo or mail, other than those discovered during the acceptance check required by Chapter 6, to the appropriate national authority of the State in which they were discovered ~~and~~, the State of the Operator **and the State of Origin**;

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APPENDIX D

PROPOSED AMENDMENT TO REPORTING REQUIREMENTS IN THE TECHNICAL INSTRUCTIONS

Part 7

OPERATOR'S RESPONSIBILITIES

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Chapter 4

PROVISION OF INFORMATION

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4.5 REPORTING OF UNDECLARED OR MISDECLARED DANGEROUS GOODS

4.5.1 An operator must report any occasion when undeclared ~~or misdeclared~~ dangerous goods are discovered in cargo or mail. Such a report must be made to the appropriate ~~national authorities~~ authority of the State in which they were discovered, the State of the Operator and the State ~~in which this occurred~~ and the State of Origin.

4.5.2 An operator must report any occasion when misdeclared dangerous goods are discovered in cargo or mail other than those discovered during the acceptance check required by Part 7, Chapter 1. Such a report must be made to the appropriate national authority of the State in which they were discovered, the State of the Operator and the State of Origin.

4.5.3 An operator must report any occasion when misdeclared dangerous goods are discovered in cargo or mail during the acceptance check required by Part 7, Chapter 1, which, if left undetected, would cause the potential to endanger an aircraft, its occupants or any other person. Such a report must be made to the appropriate national authority of the State in which they were discovered and the State of the Operator.

Renumber subsequent paragraphs accordingly

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