



Agenda Item 4: Aviation Safety Matters
4.6 Other Aviation Safety Matters

CONVENING OF A HIGH-LEVEL SAFETY CONFERENCE

(Presented by the Secretariat)

SUMMARY

On 5 November 2008, the Council (C-DEC 185/7) approved, for planning and budgetary purposes, the tentative programme of meetings in the air navigation field for the years 2010 to 2012, which included the High-level Safety Conference (HLSC).

State letter AN 12/53-09/51 dated 8 June 2009 sought comments from States and selected international organizations on the need for the HLSC in 2010 as well as on a set of draft proposed global objectives and outcomes. The comments received (AN-WP/8403 refers) have been considered in the proposed agenda, included in the Appendix to this paper. The agenda, with explanatory notes, is intended to result in action-oriented approaches to meet current and evolving issues in State safety programme (SSP) implementation and in the transition to the application of a continuous monitoring approach (CMA) to the ICAO Universal Oversight Audit Programme (ICAO USOAP).

On 19 June 2009, the Council (C-DEC 187/8) noted C-WP/13394 (Information Paper) describing on-going activities regarding the HLSC and that it would be invited to consider recommendations which would be presented by the Air Navigation Commission regarding the need, agenda, dates, and administrative arrangements for the Conference during its 188th Session.

On 30 September and 2 October 2009 the Air Navigation Commission (182/3 and 182/4) reviewed the Agenda and Explanatory Notes of the High-level Safety Conference 2010 and approved the report to the Council.

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objective A.
<i>References:</i>	• State letter AN 12/53-09/51 (8 June 2009) High-Level Safety Conference • C-WP/13406 – Proposal for the convening of a High-Level Safety Conference (8 October 2009)

1. NEED FOR THE MEETING

1.1 The purpose of the High-level Safety Conference is to bring together the appropriate level of senior management within States' civil aviation authorities to build consensus, obtain commitments and formulate recommendations deemed necessary for the effective and efficient progress of key safety activities by ICAO and Contracting States. It is proposed that, to secure a level of commitment commensurate to the level of the safety activities addressed by the proposed agenda, the HLSC target population should be at the Directors General of Civil Aviation level, or equivalent senior executives, and stake holders in international civil aviation safety.

1.2 It is also intended that the outcomes of the HLSC would be presented to the Technical Commission of the 37th Session of the Assembly, for consideration and decision as appropriate on relevant action-oriented recommendations from the meeting. The subject would be included as part of the proposed agenda for the Technical Commission of the 37th Session of the Assembly, when submitted to the Council for approval.

2. SCHEDULING OF THE CONFERENCE AND ORGANIZATION

2.1 The Air Navigation Commission reviewed the agenda of the Conference on 30 September and 2 October 2009 (182/3 and 4) and agreed to the format and content of the agenda as it is presented in the Appendix of this working paper. The agenda of the Conference will have three main themes:

- a) the foundations for global aviation safety;
- b) towards the proactive management of safety; and,
- c) harmonization of rules and processes to address other safety issues.

2.2 The Commission has reviewed the scheduling considerations within the proposed dates of 29 March to 1 April 2010, and concluded, taking into consideration the comments by States in reply to State letter AN 12/53-09/51, that a convenient time frame for the meeting would be four days, with the Conference ending by mid-day of 1 April. The first day of the meeting would encompass a special informative session for exchange of experiences in implementing the SSP and Safety Management Systems (SMS). The Conference proper would take place during the following two days and the morning of the third day. During the first day of the Conference proper a briefing will be given on the status of global aviation safety. An additional half-day for the meeting would allow sufficient time for the Secretariat to prepare a summary report and recommendations for consideration by the Conference, as was done in the previous Directors' General of Civil Aviation (DGCA) Conferences in 1997 and 2006. To the Commission's knowledge, these dates do not conflict with other major international events. The Conference will meet as one body, and translation and interpretation services would be provided in the six ICAO languages.

APPENDIX

Agenda and Explanatory Notes

High-level Safety Conference 2010 Montreal, 29 March to 1 April 2010

General. Theme 1 is of an informative nature, intended to provide the broader safety context for the Conference. Themes 2 and 3 are of an executive nature, intended to seek commitments and generate recommendations deemed necessary for the effective and efficient progress of key activities underway by ICAO, States and industry.

THEME 1: THE FOUNDATIONS FOR GLOBAL AVIATION SAFETY

International civil aviation remains the safest mode of mass transportation, and one of the safest production systems in the history of industrial systems. Levels of safety have been achieved that bring increased pressure on aviation and its organizations to sustain and improve such levels. This dictates the imperative for new approaches to the management of safety, as well as for a review of the processes aviation organizations must develop to implement such new approaches. This combination of new approaches and revised organizational processes for the management of safety are the foundations to improve the high levels of safety achieved by international civil aviation.

Topic 1.1 The ICAO safety framework

ICAO has embarked upon a significant review of its internal processes aimed at supporting safety and sustainability of international civil aviation. The development of an internal process for safety decision making, based on a systems perspective, sustained by aggregate safety data, and monitored through performance metrics, is nearing completion. This is an attempt by ICAO to lead by example and engage in safety management practices similar to those that are being required from States and industry. Under this agenda topic, an overview of the ICAO safety framework, including the relative roles and inter-relationships among the framework and ongoing initiatives such as the Global Aviation Safety Plan, the Global Aviation Safety Roadmap and the Regional Aviation Safety Groups, and the evolving Internal Safety Management Process (ISMP) of ICAO will be presented, and endorsement for the framework and its supporting ISMP will be sought from the Conference.

Topic 1.2 The evolution of the safety oversight audit process by ICAO

The objective of the ICAO Universal Safety Oversight Audit Programme (ICAO USOAP) is to promote global aviation safety through auditing Contracting States, on a regular basis, to determine States' capability for safety oversight. Under the Comprehensive Systems Approach (CSA), the ICAO USOAP employs essentially compliance-based audits. In its continuation beyond 2010, under the Continuous Monitoring Approach (CMA), the ICAO USOAP would broaden compliance assessment to incorporate a safety risk management-based approach. The Conference will be presented with a report on the evolution of the safety oversight audit process by ICAO, highlighting the transition from periodic compliance audits to safety risk-based continuous monitoring, and will include a discussion on how the transition to a CMA would work in practice.

THEME 2: TOWARDS THE PROACTIVE MANAGEMENT OF SAFETY

Compliance with Standards and Recommended Practices (SARPs) has been, and will continue to be, a cornerstone of international civil aviation safety. Nevertheless, the levels of safety achieved make it increasingly difficult for international civil aviation to sustain an approach to the management of safety exclusively based upon regulatory compliance. It is essential to complement the prescriptive-based approach with a performance-based approach. An initial example of this performance-based approach is the implementation of Safety Management Systems (SMS), aimed at industry. Such an approach has now been extended to States through the State Safety Programme (SSP).

Topic 2.1: Managing the transition to the implementation of an State Safety Programme (SSP) environment

The State Safety Programme (SSP) is a system for the management of safety within a State. The SSP provides an enabling platform for States and civil aviation organizations to apply two basic safety management principles to the discharge of their safety responsibilities: Safety Risk Management (SRM) and Safety Assurance (SA). The SSP is also a structural framework that allows the State and aviation service providers within the State to more effectively interact in the resolution of safety concerns. Under this agenda topic, agreement will be sought from the Conference for a “list” of specific activities by ICAO and States and, as applicable Regional Safety Oversight Organizations, to be implemented as safeguards during the transition to the implementation of an SSP environment.

Topic 2.2 The relationship between SSP and Continuous Monitoring Approach (CMA)

The SSP is a management system to be developed and implemented by States. The continuous monitoring approach (CMA) to the ICAO Universal Safety Oversight Audit Programme (ICAO USOAP) is part of one of the most important safety programmes of ICAO. CMA will include the development and implementation of an on-line reporting and data management system that will allow ICAO to monitor the safety oversight capabilities of Contracting States on an ongoing basis with a harmonized and consistent approach oriented towards assessing the safety level of aviation activities and evaluating the safety management capabilities. The underlining safety management principles of SSP support the deployment of proactive activities that will provide some sources of safety information that will be used under the CMA along with other sources of safety data to help maintain a clear, accurate and up-to-date profile of States’ safety oversight systems. Thus, CMA could be envisioned as the means for future oversight of SSP. Although strong relationships exist between SSP and CMA, they are distinct programmes. Under this agenda topic, the developing relationship between SSP and CMA will be discussed and agreement will be sought from the conference on the direction it should take.

Topic 2.3 Sharing of safety information

Under this agenda topic, the Conference will be presented with a review of safety databases and information systems available to international civil aviation, and asked to review and agree on a proposed “list” including the nature of the safety data and information to be shared, among whom, the criteria for safety data inclusion in the “list”, together with the need for specific partnerships with industry. The State Safety Programme (SSP) and the Safety Management Systems (SMS) are managerial systems for the management of safety, by States and service providers respectively. Managerial systems rely on measurement. As such, both SSP and SMS need constant inflow of safety data to measure the extent to which the activities encompassed under Safety Risk Management (SRM) and safety assurance (SA) meet their objectives. Neither SSP or SMS will function without steady safety data inflow.

Topic 2.4 The protection of sources of safety information

This agenda topic is closely linked to agenda topic 2.3 above. Safety data availability is not an issue in international civil aviation. The issue at stake is ensuring the steady inflow of safety data, by protecting data from safety sources from inappropriate use, as it is essential to maintain steady safety data inflow for the real advancement of safety management in international civil aviation. The basic starting premise should be that protection should be to a level commensurate with the nature of the data each source generates, and that such protection should not interfere with the administration and delivery of States’ legal systems. Under this agenda topic, the re-focussing of existing initiatives will be discussed, and the Conference will be asked to agree on specific interventions by ICAO and by States, and when applicable, Regional Safety Oversight Organizations, to address all relevant dimensions of the protection of sources of safety information.

Topic 2.5 New Safety Management Annex

The need to develop a new Annex dedicated to safety processes was first discussed during a Directors’ General of Civil Aviation Conference on a Global Strategy for Aviation Safety (DGCA/06) held at ICAO in March 2006. Follow-up action by the Council and the Air Navigation Commission led to a conclusion that, at the time, there was insufficient basis for ICAO to justify the development of a new Annex dedicated to safety processes. Recent developments in ICAO, States and industry in safety management-related, performance-oriented activities provide reasonable grounds to consider revisiting the need to develop a new Annex dedicated to safety processes, originally proposed by the DGCA/06. Under this agenda topic, initial internal ICAO activities will be presented, and agreement from the Conference will be sought regarding the development of a new Safety Management Annex with the ICAO SSP framework as the basic contents. If the concept of a new Safety Management Annex is accepted this would support processes for the proactive management of safety by States and industry through a combination of prescriptive and performance-based requirements.

THEME 3: HARMONIZATION OF RULES AND PROCESSES TO ADDRESS OTHER SAFETY ISSUES

The Conference will be called on to make a commitment to actions to reduce the requirements for certificate holders to comply with multiple sets of similar but yet different requirements under existing multiple certification rules, thus decreasing the administrative and financial burden for certificate holders, e.g. Approved Maintenance Organizations (AMOs), type certificate holders and Approved Training Organizations (ATOs), while addressing the potential safety consequences created by such burden.

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