



大会 — 第 42 届会议
执行委员会

议程项目 12：简化手续方案

援助航空器事故受害者及其家属
(由国际民航组织理事会提交)

执行摘要 自大会 A39-27 号决议、A40-16 号决议和 A41-14 号决议通过以来，国际民航组织和利害攸关方在加强为航空器事故受害者及其家属提供支持方面取得了显著进展。第一届援助航空器事故受害者及其家属专题讨论会（AAAVF 2021）提出的 30 项建议的进展情况表明，有几项建议已经完成实施，其他建议的实施工作正在进行或计划进行。第二届专题讨论会（AAAVF 2024）全面审查了实施进展情况，强调了持续存在的差距，并确定了进一步的优先事项，包括普遍批准 1999 年《蒙特利尔公约》（MC99）、加强监测各国对附件 9 的实施情况、提高事故调查透明度，同时确保附件 13 所强调的加大与事故受害者及其家属的沟通频度和支助。本文件概述了目前取得的进展，确定了下一个三年期优先事项，并介绍了自上届大会以来在援助航空器事故受害者及其家属方面工作的发展。航空器事故受害者及家属国际联合会（ACVFFI）及其各协会的贡献，对支助国际民航组织这方面的工作至关重要。文件最后还提出了有关下一个三年期优先事项和预期成果以及大会 A41-14 号决议的建议。 行动：请大会： a) 认识到在实施 AAAVF 2021 建议方面取得的进展； b) 核准本组织 2026 - 2028 年三年期与 AAAVF 2021 建议有关的工作方案和优先事项以及第二届专题讨论会（AAAVF 2024）的成果； c) 敦促各成员国、航空业和其他利害攸关方加大努力，实施 AAAVF 2021 向其提出的建议和 AAAVF 2024 向其介绍的成果；和 d) 通过附录 C 所载的 A42-XX 号决议，取代大会 A41-14 号决议。	
战略目标：	本工作文件涉及战略目标：每次飞行都安全和安保；航空实现无缝、无障碍和可靠的全民出行；和《国际民用航空公约》及其他条约、法律和规章应对所有挑战。
财务影响：	本文件所述国际民航组织的活动，预计将按照国际民航组织 2026 - 2028 年业务计划的指导，在 2026 - 2028 年经常预算和/或预算外捐助的可用资源范围内开展。

参考文件：	附件 9 — 《简化手续》[第 17 版第 30 次修订] 附件 13 — 《航空器事故和事故征候调查》 附件 14 — 《机场》 Doc 10184 号文件：《大会有效决议》（截至 2022 年 10 月 7 日） Doc 9998 号文件：《国际民航组织关于援助航空器事故受害者及其家属的政策》 Doc 9973 号文件：《关于援助航空器事故受害者及其家属的手册》 Doc 9756 号文件：《航空器事故和事故征候调查手册》 Doc 9740 号文件：《统一国际航空运输某些规则的公约》，1999 年 5 月 28 日订于蒙特利尔 国际航空法会议最后文件，1999 年 5 月于蒙特利尔 关于国际民航组织援助航空器事故受害者及其家属专题讨论会（AAAVF 2021）的报告 理事会关于第二届国际民航组织援助航空器事故受害者及其家属专题讨论会（AAAVF 2024）的报告 国际航空运输简化手续多哈宣言（由 2025 年 4 月 14 日至 17 日在卡塔尔多哈举行的简化手续会议部长级会议于 4 月 17 日通过）
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1. 引言

1.1 大会 A39-27 号决议：对航空事故受害者及其家属进行援助指出，国际民航组织的政策“应确保国际民航组织及其成员国考虑到和照顾到民用航空事故受害者及其家属的心理、生理和精神安康”，并且“各国应提供解决民用航空事故受害者及其家属待遇的同类办法”。A39-27 号决议还敦促各成员国通过电子申报差异（EFOD）系统遵守情况检查单（CC），向国际民航组织通报对于附件 9 — 《简化手续》中关于家属援助计划的各项规定的实施水平。

1.2 同样，大会第 40 届会议通过了 A40-16 号决议，敦促“各成员国实施附件 9 的规定，促进向航空器事故受害者及其家属提供协助”；并要求“理事会考虑将附件 9 建议措施 8.46 升级为国际标准，并考虑针对航空器和机场运营人，采用新的附件 9 建议措施，制定适当计划，向航空器事故受害者及其家属提供及时和有效的援助，并将其告知国际民航组织”。

1.3 1999 年订立的《蒙特利尔公约》（《统一国际航空运输某些规则的公约》（MC99））第二十八条规定，因航空器事故造成旅客死亡或受伤的，承运人应在本国国内法有如此要求的情况下，应不迟延地向任何有权索赔的自然人先行付款，以应其迫切经济需要。蒙特利尔外交会议还通过了第二号决议，敦促承运人支付此预付款，并鼓励公约当事国在其国内立法中采取适当措施，促进承运人采取这种行动。因此，国际民航组织大会有必要建议各国制定此项立法。

1.4 大会第 41 届会议通过了 A41-14 号决议，敦促各国制定为民用航空事故受害者及其家属提供支持的立法、规章和/或政策，并在必要时审查这些文件。这一审查应考虑到国际民航组织 Doc 9998 号文件中的政策和 Doc 9973 号文件中的指导材料。A41-14 号决议旨在确保各国向航空器事故受害者及其家属提供及时有效的援助，与加强航空事故后支助机制的既定趋势保持一致。

1.5 至关重要的的是，国际民航组织通过援助和能力建设活动以及培训和宣传活动支助各国实施 SARPs。

1.6 ACVFFI 及其协会的贡献对于支助和促进简化手续专家组（FALP）AAAVF 工作组专家的工作以及主要政策的制定非常重要，如：Doc 9998 号文件：《国际民航组织关于援助航空器事故受害者及其家属的政策》、Doc 9973 号文件：《关于援助航空器事故受害者及其家属的手册》、将相关规程问题纳入普遍安全监督审计计划（USOAP）持续监督方法（CMA），以及将附件 9 建议措施 8.46 升级为标准 8.47 等等。

2. 国际民航组织完成的工作

2.1 2022 年 3 月，根据 2021 年 7 月举行的简化手续专家组第十二次会议（FALP/12）的建议，国际民航组织理事会通过了对附件 9 —《简化手续》的第 29 次修订。第 29 次修订将建议措施 8.46 升级为标准（现为第十六版第 29 次修订中的标准 8.47，2022 年 11 月 18 日开始适用），从而规定各国义务制定立法、规章和/或政策，向航空器事故受害者及其家属提供援助。第 29 次修订还通过了一项新的建议措施 8.48，建议各国应确保每个航空器或机场运营人制定计划，向航空器事故受害者及其家属提供及时和有效的援助。这应考虑到可能需适用作为附件 14 —《机场》所要求的机场应急计划（AEP）的一部分而制订的机场运营人计划。

2.2 对附件 9 第 8 章第 I 节中与援助航空器事故受害者及其家属有关的标准和建议措施（SARPs），的电子申报差异（EFOD）系统遵守情况检查单（CC）的审查表明，大多数国家尚未将信息录入 EFOD 系统。关于要求各国制定立法、规章和/或政策以支助向航空器事故受害者及其家属提供援助的标准 8.47，数据显示，在已将信息录入 EFOD 系统的 79 个国家中，66 个国家合规，13 个国家已申报差异，114 个国家尚未将信息录入。国际民航组织普遍安全监督审计计划持续监测做法（USOAP-CMA）显示，全球有效实施向航空器事故受害者及其家属提供援助的系统的比例为 9.43%。这一数字反映的是在编写本文件时所开展和报告的审计结果，随着经审计国家数量的增加，这一数字可能会发生变化。在这种情况下，了解国际民航组织现有的相关指导，即：Doc 9998 号文件：《国际民航组织关于援助航空器事故受害者及其家属的政策》和 Doc 9973 号文件：《关于援助航空器事故受害者及其家属的手册》，将有助于各国提高对相关标准和建议措施的实施水平。

2.3 为了向各国提供适当的能力建设工具，开发了一个题为“援助航空器事故受害者及其家属”的课程，为民航局（CAA）代表、政府官员、航空器和机场运营人提供必要的专业能力，以根据 Doc 9973 和 Doc 9998 号文件制定或完善适当的家属援助立法、规章、政策和计划。这个为期四天的课程，特别支持最近将附件 9 的建议措施（RP）8.46 升级为附件 9 第 29 次修订的国际标准 8.47，并引入附件 9 新的建议措施 8.48，供航空器和机场运营人制定适当的计划，向航空器事故受害者及其家属提供及时和有效的援助。该课程用英文授课，采用虚拟和课堂形式。

2.4 2021 年 12 月，国际民航组织在西班牙政府的支持下组织了第一届援助航空器事故受害者及其家属专题讨论会（AAAVF 2021）。该专题讨论会加强了国际合作以及互通敏感信息和理赔管理等领域最佳做法的分享，专题讨论会提出了 30 项建议，这些建议后来得到了国际民航组织理事会的核准，并将后续行动分配给了相关工作组。发布了一份电子公告，向各国通报 AAAVF 2021 最后报告中概述的结论和建议 <https://www.icao.int/Meetings/AAAVF2021/Pages/default.aspx>。

2.5 2024 年 11 月 26 日至 28 日在荷兰哈勒姆举行的第二届国际民航组织援助航空器事故受害者及其家属专题讨论会（AAAVF 2024）强调，迫切需要为受害者家属建设强有力的支助体系。讨论会重点探讨了受害者宣传、危机管理和国际民航组织标准和建议措施（SARP）的实施等关键主题。讨论会强调了强化全球框架、促进事故受害者待遇一致以及加强实施监督的重要性。会议还呼吁与事故受害者及其家属进行更频繁、更全面的沟通、制定保险和理赔协议，并制定全面的家属援助计划。讨论会成果见附录 B。AAAVF 2024 期间审查了附录 A 中详述的 2021 年建议的实施情况。会议指出，虽然已经取得了一些进展，但有几项建议的实施工作仍在进行中。主要更新包括将建议措施 8.46 升级为标准 8.47，持续努力审查和更新 Doc 9998 号文件和 Doc 9973 号文件，以及通过普遍安全监督审计计划（USOAP）和电子申报差异机制持续监测遵守情况。国际民航组织还积极推动批准《蒙特利尔公约》，目前该公约已有 141 个缔约国。专题讨论会强调有必要进一步做出努力，确保及时向受害者家属提供经济支助，并提高事故调查的独立性和透明度，同时保持调查的完好性。

2.6 在事故调查专家组（AIGP）的协助下，国际民航组织进一步加强了附件 13 中关于定期向事故受害者及其家属提供调查最新进展情况的规定和 Doc 9756 号文件等相关指导。国际民航组织将继续支持这一主题，并协助各国实施。

2.7 航空器事故受害者及其家属援助工作组（WG-AAAVF）的成立加强了对遵守情况的监测，并促进了包括 Doc 9973 号文件和 Doc 9998 号文件在内的指导材料的更新。该工作组继续识别和解决实施障碍，同时探索潜在解决方案，确保各国获得有效执行相关规定的最新指导和模板。

2.8 国际民航组织开发了一个专门的援助航空器事故受害者及其家属（AAAVF）实施工具包（iPack）。该实施工具包是一独立式工具包，旨在协助和指导国家当局实施国际民航组织关于援助航空器事故受害者及其家属的政策，以确立一项援助航空器事故受害者及其家属的全面计划。它包含相关文件、工具和虚拟课程，用于建设制定和实施国家家属援助计划的能力。该实施工具包由专门的援助航空器事故受害者及其家属主题事项专家提供远程技术援助，支持各国实现国家家属援助计划的目标。

2.9 国际民航组织于 2025 年 4 月 14 日至 17 日在卡塔尔多哈召开了 2025 年简化手续会议（FALC2025），并于 2025 年 4 月 17 日举行了高级别部长级会议。为期四天的会议由卡塔尔政府主办，来自 138 个国家、17 个国际和地区组织、业界和其他利害攸关方的 2000 多名代表参加了会议，会议主题为“促进航空运输的未来：合作、效率和包容性”。值得注意的是，包括格林纳达总理、斐济副总理和汤加副总理在内的 53 位部长以及 70 多位民航局长和/或代表团团长出席了高级别部长级会议。共有 35 位部长和 4 位副部长、13 位代表团团长和 4 个国际组织在会上作了口头发言。会议最后通过了《国际航空运输简化手续多哈宣言》（“多哈宣言”），其中特别承认航空运输简化手续对于航空运输的可持续发展至关重要，需要对其优先考虑并提供适当的资源。具体而言，执行条款 1) 敦促各国制定立法、规章和/或政策为民航事故受害者及其家属提供支持，推动国际民航组织继续实施和推展与援

助航空器事故受害者及其家属相关的工作方案和优先事项，并支持国际民航组织在这方面的领导作用。注意到大会第 A41-14 号决议“对航空器事故受害者及其家属进行援助”执行部分第 2 条，敦促各成员国遵照国际民航组织附件 9 标准 8.47 的规定，并按照 1999 年《蒙特利尔公约》第二十八条的规定和蒙特利尔会议通过的第二号决议，为支持民用航空器事故受害者及其家庭成员制定立法、规章和/或政策。

2.10 国际民航组织与 ACVFFI 及其他家属协会之间的协作，通过代表受害者的观点发挥着重要作用。国际民航组织在各种场合和国际活动中均承认这一伙伴关系。ACVFFI 通过其提案和举措向国际民航组织提供了有助于加强国际民航组织相关文件和工具的宝贵信息。

3. 2026 - 2028 年三年期优先事项和成果

3.1 根据 AAVF 2021 讨论会的建议和 AAVF 2024 讨论会的成果，国际航空运输简化手续多哈宣言、下一个三年期方案中援助航空器事故受害者相关工作和优先事项将涉及以下方面：

3.1.1 监测各国对国际民航组织相关附件标准和建议措施的执行水平：将通过国际民航组织普遍安全监督审计计划对援助航空器受害者及其家属相关的标准和建议措施进行遵守情况监测，同时通过电子申报差异机制收集额外信息。将着重提高审计结果共享的透明度。

3.1.2 找出差距并提出进一步建议：将开展一次评估，在所有附件中通盘考虑支持受害者及其家属问题，以找出指导中的潜在差距并提出所需的具体建议。这项工作通过一个专门的焦点小组，与国际民航组织相关局、专家组、工作组、成员国、国际机场理事会（ACI）、ACVFFI 和国际航空运输协会（IATA）等国际组织及行业合作伙伴密切协调开展。在 FALP/14 会议上，将处理实施的障碍，探索潜在的解决方案，始终将受害者放在核心位置。

3.1.3 通过培训、指导、能力建设举措向成员国提供援助：工作重点将是通过以下方法提高相关规章和政策的执行水平：

- a) 促进普遍批准 1999 年《蒙特利尔公约》：将加强外联和宣传工作，鼓励各国批准《蒙特利尔公约》，强调普遍批准该公约对受害者及其家属的益处。将促进各国利用国际民航组织开发的行政管理工具包和工具，协助各国开展批准工作；
- b) 加强家属援助计划：普遍安全监督审计计划活动将更频繁地评估各国对附件 9 和附件 13 中关于援助事故受害者及其家属的标准的遵守情况。国际民航组织将鼓励各国执行这些标准，并将组织讲习班，协助制定全面性家属援助计划。将鼓励航空器和机场运营人制定有效沟通和事故后援助的最佳做法指南和工具包。
- c) 加强冲突地区风险缓解方面的全球合作：扩大“更安全的天空”举措，将更多的国家和运营人纳入其中，促进合作性风险管理措施，加强实时威胁分析的信息共享机制，并为全面风险评估和缓解战略提供培训和资源；
- d) 改善对受害者家属的心理支助和长期支助：将鼓励各国建立由心理专家、非政府组织和社区领袖参与的全国受害者支助网络。将制定处理和归还个人物品（包括电子设备）的程序；

- e) 推进事故调查和信息共享：国际民航组织将继续完善附件 13 中的规定和指导，确保及时公布初步和全面的最后调查报告。国际民航组织还将进一步促进提高调查的独立性和透明度，以增强受害者家属和联合会的信心和信任；
- f) 在国际民航组织内设立一个专门的援助航空器事故受害者及其家属职能部门：将针对援助航空器事故受害者及其家属设立一个集中的支助和协调职能部门。国际民航组织将促进开发、传播和部署与援助航空器事故受害者及其家属相关的实施套包（iPacks）和培训讲习班，并建立一个全球数据库，以跟踪与家属援助相关的标准和建议措施和指导材料的实施情况。这些行动将在国际民航组织 2026-2028 年业务计划指导下，根据国际民航组织 2026-2028 年经常预算和/或预算外捐助的可用资源情况开展；
- g) 加强立法和监管框架：鼓励各国将国际民航组织的标准和建议措施纳入其国家立法，并使其与全球标准保持一致。国际民航组织将向资源有限的国家提供技术援助，以制定和执行航空安全规章，同时强调受害者援助的问责制和赔偿责任的重要性，以确保一致和公平的措施；和
- h) 在航空组织中推广以受害者为中心的文化：将推广提高认识运动，以在航空界内强调受害者和家属援助的重要性。将为把受害者援助作为航空安全和应急规划核心组成部分的举措提供支助。将鼓励机场和航空器运营人以及国家监管机构在事故响应中采取以客户为中心和换位思考的方法。

3.2 敦促大会鼓励各国、业界和其他利害关系方加大努力，实施 AAVF 2021 讨论会向其提出的建议和 AAVF 2024 讨论会向其介绍的成果，以便向航空器事故受害者及其家属提供适当援助。请各成员国通过附录 C 中的大会 A41-XX 号决议，取代 A41-14 号决议。

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APPENDIX A

STATUS OF AAASF 2021 RECOMMENDATIONS

In December 2021, ICAO, with the support of the Government of Spain and the participation of the *International Federation of Aircraft Accident Victims and Families (ACVFFI)*, organized in Las Palmas de Gran Canaria (Spain) the first Symposium on Assistance to Aircraft Accident Victims and their Families (AAASF 2021). The Symposium identified 30 recommendations, later endorsed by the ICAO Council, the status of these recommendations is as follows:

Recommendation	Owner	Status	Comments
1) ICAO to encourage States to implement existing Annex 9 Recommended Practice 8.46, as well as ICAO Doc 9998 and Doc 9973. The participants suggested that ICAO issue a State Letter attaching the AAASF Symposium final report, in the process requesting implementation of the report's conclusions and recommendations;	ICAO	Completed	RP 8.46 became Standard 8.47 with the Amendment 29 of Annex 9 applicable since 18 November 2022, namely: “Contracting States shall establish legislation, regulations and/or policies in support of assistance to aircraft accident victims and their families”. <i>Note.— Attention is drawn to Doc 9998, ICAO Policy on Assistance to Aircraft Accident Victims and their Families and Doc 9973, Manual on Assistance to Aircraft Accident Victims and their Families.</i> EB 2022/14 “Report on the Symposium on Assistance to Aircraft Accident Victims and their Families” was dispatched on 13 April 2022.
2) It was also suggested for ICAO to review and update Doc 9998 and Doc 9973 building on recent experiences;	ICAO	On-going	This recommendation is part of the Terms of Reference of the Facilitation Panel's Working Group on Assistance to Aircraft Accident Victims and their Families (WG-AAASF) and work in this area is ongoing. Guidance specific to providing update on the progress of the investigation has been developed with the help of the Accident Investigation Panel (AIGP).
3) ICAO to continue to monitor compliance of AAASF-related SARPs via the ICAO USOAP, while additional information is gathered through the EFOD mechanism;	ICAO	On-going	This recommendation is part of the Terms of Reference of the Facilitation Panel's Working Group on Assistance to Aircraft Accident Victims and their Families (WG-AAASF) and work in this area is ongoing. ICAO continues to monitor compliance of AAASF related SARPs under the USOAP Continuous Monitoring Approach and additional data is collected from the EFOD System. guidance material (i.e., Doc 9973 – and Doc 9998).
4) ICAO Council to upgrade ICAO Recommended Practice 8.46 to an international Standard, thus in accordance with Article 37 of the Convention on International Civil Aviation (Chicago Convention)	ICAO	Completed	Refer to Recommendations 1 and 3 above.

Recommendation	Owner	Status	Comments
creating an obligation for States to comply with the provision, if no difference is filed. The Standard is to be audited by USOAP;			
5) An assessment is to be conducted considering the overarching issue of support to victims and families in all the Annexes, identifying any gaps and formulating further recommendations as required;	ICAO	On-going	This recommendation is being considered by the FALP's WG-AAAVF on aspects related to Annex 9, the AIGP on aspects related to Annex 13, and the Aerodrome Design and Operations Panel (ADOP) on aspects related to Annex 14. AIGP proposed amendments to Annex 13, and related AIG guidance associated with providing information to accident victims and families on the progress of the investigation. For provisions related to aerodrome and aircraft operators, please refer to Recommendation 6 below.
6) ICAO should promote a combination of regulation, training and cooperation among authorities, service providers, airlines and including the ACVFFI and its associations in order to improve the implementation by States, aircraft and airport operators of the ICAO Doc 9998;	ICAO	On-going	ICAO has been delivering training on Annex 9, which has a dedicated topic on Assistance to Aircraft Accident Victims and their Families, and to which more than 70 Sessions has been delivered to in all ICAO regions. A training course on Assistance to Aircraft Accident Victims and their Families has been developed. Six Sessions have been delivered to date, and delivery is ongoing. Additionally, ICAO has conducted implementation Seminars on Assistance to Aircraft Accident Victims, as well as the ongoing development of an Implementation Package (iPack). Guidance specific to providing update on the progress of the investigation is currently being developed with the help of the AIGP. For Aerodrome Operators, ADOP is proposing to ANC a new recommendation in Annex 14, Vol I, requiring the aerodrome emergency plan to include assistance to accident victims and families. ADOP is also working on detailed guidance material related to this topic.
7) ICAO should promote implementation of ICAO Doc 9998, the ratification of MC99 and compliance with Annex 9 SARPs. ICAO should organize regional workshops in States/Regions with special needs relying on the support of ACVFFI and its associations, as required;	ICAO	On-going	MC99 is one of the six key treaties which ICAO (LEB) has been promoting for ratification at a number of DGCA and other regional meetings and workshops, and it is on the agenda of all ICAO legal events (Seminars and Fora). An Administrative Package has been developed and is made widely available to assist States in becoming Party to MC99, which currently has 141 ratifications. In regard to regional workshops, refer to Recommendations 6 and 8.
8) Regional offices of ICAO should play an active part in promoting the policies above and organizing the	ICAO	Completed	Joint ICAO/ECAC (EUR/NAT) regional workshop was held in Milan (Feb 2023). ACVFFI was invited to present their views.

Recommendation	Owner	Status	Comments
workshops relying on the support of ACVFFI and its associations, as required;		Others are planned before A42	An Interactive Workshop on Assistance to Aircraft Accident Victims and their Families was held on the sidelines of the FAL Global Summit in Saudi Arabia (21-22 May 2024) ACVFFI Chairperson was a speaker at the Workshop. Fifth Meeting of Middle East North Africa Aircraft Accident and incident Investigation Regional Cooperation Mechanism (MENA ARCM/5) Committee and Conference hosted by Oman, was held from 7-9 May 2024 with a theme: <i>"Assistance to Aircraft Accident Victims and their Families"</i>.
9) The AAASF function in the ICAO Secretariat should be focused and supported by an identified responsible unit;	ICAO	No available budget for this Unit	While there is no budget for a responsible unit, FAL (ATB) coordinates with other ICAO Bureaus involved in AAASF matters.
10) Wide effort is required to call upon the responsibility of communication media and agencies to treat accident information respecting the dignity of victims, families and individuals. Building on experiences of some recent tragedies beyond aviation could help. ICAO should prepare a compilation of best practices currently applied by States and agents. An assessment of those best practices may need to consider the formulation of a communication code of conduct to be shared worldwide;	ICAO	Completed	AIGP has with the help from its members organizations created this guidance. The guidance has been uploaded to the ICAO public website at: https://www.icao.int/safety/airnavigation/AIG/Media%20Protocols/Forms/AllItems.aspx .
11) The ratification of MC99 is to be encouraged as there is no uniformity worldwide in the treatment of victims and families;	ICAO	On-going	MC99 is one of the six key treaties which ICAO (LEB) has been promoting for ratification at a number of DGCA and other regional meetings and workshops, and it is on the agenda of all ICAO legal events (Seminars and Fora). An Administrative Package has been developed and is made widely available to assist States in becoming Party to MC99, which currently has 141 ratifications.
12) A specific initiative is required to standardize the process to be followed by families when an accident occurs, including proper guidance that puts steps into simple language;	ICAO	On-going	This recommendation is part of the Terms of Reference of the Facilitation Panel's Working Group on Assistance to Aircraft Accident Victims and their Families (WG-AAASF) and work in this area is ongoing.
13) The timely issuance of advance payments must become global practice. A targeted workshop is suggested to advance on the topic so as to identify further decisions to be taken. Additionally, a total level of compulsory compensation is to be reviewed in proportion to the insurance policies subscribed by aircraft	ICAO	On-going	Such advance payments to be made without delay to natural persons entitled to claim compensation in case of aircraft accidents involving death or injury to passengers are covered under Article 28 of MC99. At 2 ICAO Legal Seminars in 2022 and 2024 and the Civil Aviation Legal Advisers Forum/2 in 2023, specific panels were added to the agenda to address the issue of accident victims' compensation under MC99 and the impacts on the

Recommendation	Owner	Status	Comments
operators. ICAO should organize a specific ad hoc forum to deal with compensation and facilitating procedures for survivors and families of victims;			aviation insurance market. These sessions included participation by representatives of aviation insurers and law firms involved in accident claims. The sessions were intended to socialise the issue and allow for information sharing and education on how the aviation insurance market and claims process's function.
14) An ICAO group, supported by the appropriate legal expertise, should consider best practices of insurance companies and their relationship with victims and families, balancing the needs of airlines and also victims and families;	ICAO	On-going	The ICAO groups have been established and are supported by appropriate legal expertise. The group is dealing with this recommendation. At 2 ICAO Legal Seminars in 2022 and 2024 and the Civil Aviation Legal Advisers Forum/2 in 2023, specific panels were added to the agenda to address the issue of accident victims' compensation under MC99 and the impacts on the aviation insurance market. These sessions included participation by representatives of aviation insurers and law firms involved in accident claims. The sessions were intended to socialise the issue and allow for information sharing and education on how the aviation insurance market and claims process's function.
15) Following the specific forum held to discuss compensation, and after having analysed the best practices of insurance companies, the community should assess whether review of MC99 and other related treaties is needed;	ICAO	On-going	This recommendation is based on the outcome of the analysis of best practices, which work is ongoing in the working group. At 2 ICAO Legal Seminars in 2022 and 2024 and the Civil Aviation Legal Advisers Forum/2 in 2023, specific panels were added to the agenda to address the issue of accident victims' compensation under MC99 and the impacts on the aviation insurance market. These sessions included participation by representatives of aviation insurers and law firms involved in accident claims. The sessions were intended to socialise the issue and allow for information sharing and education on how the aviation insurance market and claims process's function.
16) The ICAO AIGP should consider proposing guidance material for accident investigators to provide focused briefing material, including "what, when and how" information to families of victims;	ICAO	On-going	This recommendation was discussed during AIGP/9 and proposed guidance will be presented during AIGP/10.
17) The AIGP should also consider providing guidance on how to address communication media when an accident occurs and how to continue providing verified, on-time information for public release, while protecting the investigation process;	ICAO	Completed	The timely release of information for accidents and incidents that draw heightened public attention is covered by Amendment 19 and 20 to Annex 13. Media guidance is available on the ICAO public website (see nr. 10 above). In addition, the AIGP is deliberating if more guidance will be proposed to even further enhance communications with the media.
18) Independence, rigor and technical capability of accident investigation authorities are fundamental prerequisites for providing value to the accident investigation findings and also, importantly, to provide credibility	ICAO	Completed	To reduce or limit actual or perceived conflicts of interest in the cases of aircraft downing, upcoming amendment 20 to Annex 13 includes guidance titled "Guidance on investigations when states may be associated with a suspected act of unlawful interference". The AIGP has also always

Recommendation	Owner	Status	Comments
to the accident reports. Absence of conflict of interest is essential. Promotion by ICAO of regional cooperation will assist in improving the investigation process alleviating cases of limited technical resources and/or experience in certain States;			promoted the fact that regional cooperation contributes to enhance the investigation and may reinforce the victims and families' confidence in it. AIGP/9 addressed Regional Cooperation and proposed update to Doc 9946.
19) Clear independence of the accident investigation authority, whose main objective is to determine the root causes of the accident and avoid its recurrence, and the judicial investigation, to conclude on potential criminal responsibilities, needs to be stressed by ICAO;	ICAO	Completed	This recommendation has been globally addressed to ICAO that has developed Assembly Resolutions on this topic, a Standard in Annex 13 as well as extensive guidance material (notably Doc 10053). Annex 13 highlights the independence of safety investigation from judicial proceedings but emphasises necessary cooperation to ensure both activities are effectively conducted and without interfere or delay.
20) Accident investigation Final Reports should be easily understandable for families and translated in all the languages of interest to the families;	States	Completed	The AIGP has concluded the recommendation which might not be realistic for an entire Final Report. However, Annex 13 and Doc 9756 recommend a synopsis of the accident that should be easier to translate by the States of the victims. In some cases, it may be necessary to produce a longer summary document to support briefing the families.
21) Transparency regarding accident investigation reports should be enhanced through an ICAO web platform, where the exchange of reports and their recommendations amongst investigation authorities and experts could be facilitated;	ICAO	Completed	ICAO has on the public website the recent e-library of final reports and the electronic library of Safety Recommendations of Global Concern (SRGC). Amendment 19 to Annex has just reinforced the key role of the e-library of Final Reports. Completed but will need to be continuously maintained.
22) ICAO should create a web platform to facilitate the exchange of information for safety investigation authorities and experts;	ICAO	Completed	This recommendation is for ICAO as a whole but the AIGP has supported the Secretariat by monitoring and updating the AIG Web Portal of all worldwide Accident/incident Investigations Authorities (see list on ICAO AIG website).
23) ICAO should support State's capacity building, including through the recently developed training course related to assistance to aircraft accident victims and their families and based on Doc 9998 and Doc 9973, to help States establish foundational knowledge. In delivering the course ICAO should cooperate with the ACVFFI to provide additional factual experience and credibility;	ICAO	Completed	ICAO has developed a course on AAASF in collaboration with ACVFFI, and 5 Sessions have already been delivered. More Sessions are planned.
24) IATA is encouraged to make use of the ICAO Doc 9998 and incorporate AAASF into their plans. While ICAO audits States in the compliance of SARPs, IATA is invited to integrate the monitoring of airlines plans through its IOSA audit program;	IATA	Completed	Assistance to victims and families ("family assistance") is integrated to the IOSA audit program under Org 1.7.12.
25) IATA is invited to integrate the assistance to victims and families into	IATA	Completed	This recommendation is addressed to IATA.

Recommendation	Owner	Status	Comments
the work of its expert group on Emergency Planning and to consider the participation of ACVFFI in this group;			Assistance to victims and families ("family assistance") is integral to the work of the IATA Emergency Response Planning Task Force group.
26) ACI, considering the importance of the airports of departure and arrival and those located close to the site of the accident in facilitating the arrangements following an air catastrophe, is invited to include the auditing, monitoring and accrediting of plans for support to victims and families in its accreditation programmes of their members;	ACI	On-going	This recommendation is under consideration by ACI.
27) ICAO should enhance cooperation between ICAO, IATA, ACI and CANSO, and other interested organizations, including through the development of multi-branded guidance documents;	ICAO IATA ACI	Completed	Assembly Resolution A41-14, <i>Assistance to victims of aviation accidents and their families</i> , directs the Council to actively and timely follow-up with expert groups regarding recommendations emanating from AAASF 2021 and as such ATC approved the establishment of a FALP Working Group on AAASF (WG-AAASF) has been formed from a group of experts composed of nominated FALP members, observer States, relevant international organizations (notably ACI and IATA), industry, associations and ICAO bureaus (Air Navigation Bureau, Legal Affairs and External Relations Bureau), working groups and panels (notably AIG).
28) The report of the first AAASF Symposium, including conclusions and recommendations, should be posted on the ICAO website and also be published in paper format so as to extend the lessons learned and to serve as a basis for future similar events in other States;	ICAO	Completed	ICAO has a paperless policy while it is noteworthy that ICAO does not draft reports for Category 4 events such as AAASF 2021. The Symposium AAASF 2021 Final Report has been posted to ICAO website, Report (icao.int)
29) States, and associations such as IATA and ACI, are invited to collaborate with ACVFFI before, during and after an aircraft accident occurs, making use of previous experiences;	States, ACI, IATA, ACVFFI		This recommendation is addressed to States, ACI, IATA and ACVFFI.
30) It is recommended that the AAASF Symposium be given continuity in the future with similarly arranged symposia, to be organized on a biannual or triannual basis to fit within the ICAO Assembly cycle. ICAO should inform the Assembly of the outcomes of these events;	ICAO	Completed	AAASF 2024 was held in November 2024 in Haarlem, in the Netherlands. The ICAO Assembly is informed about the outcomes and updated on progress of the work.

APPENDIX B

REPORT ON THE OUTCOMES OF THE SECOND SYMPOSIUM ON ASSISTANCE TO AIRCRAFT ACCIDENT VICTIMS AND THEIR FAMILIES

1. EXECUTIVE SUMMARY

1.1 This report provides an overview of the key discussions and outcomes of the Second International Civil Aviation Organization (ICAO) Symposium on Assistance to Aircraft Accident Victims and their Families (AAAVF 2024), held in Haarlem, the Netherlands, from 26 to 28 November 2024.

1.2 The Symposium was an in-person event co-organized by the Ministry of Infrastructure and Water Management of the Netherlands in cooperation with ICAO. It provided a platform for States, aviation experts, regulators, international organizations and associations representing victims and their families to discuss critical issues concerning support for aircraft accident victims and their families. The sessions focused on key themes, including victims' and families' advocacy and support, crisis management, the implementation and oversight of ICAO Standards and Recommended Practices (SARPs), policy and guidance, improvements in accident investigation, insurance and compensation, and protocols for family assistance. The Symposium agenda covered several sessions, including:

- a) Voice of the victims;
- b) Setting the scene;
- c) Accident assistance – putting plans into practice;
- d) Review of ICAO SARPs and related guidance material;
- e) Insurance and compensation – Montreal and beyond;
- f) Implementation oversight;
- g) Accident investigation – information sharing; and
- h) Navigating conflict zones – improving flight safety.

1.3 The event emphasized the urgent need for more robust support structures for victims' families, as outlined by Annex 9 — *Facilitation*, global ratification and implementation of the Convention for the Unification of Certain Rules for International Carriage by Air, done at Montreal on 28 May 1999 (Montreal Convention 1999 (MC99)), and strengthening implementation oversight and sharing of lessons learned.

2. VOICE OF THE VICTIMS

2.1 This session provided a voice for family members and organizations representing victims of aviation accidents. Family members of victims highlighted discrepancies in the national implementation of international legal instruments and ICAO SARPs, as well as their experience with a lack of timely support for victims and families following an aircraft accident. Calls were made for enhanced implementation by Member States of ICAO Standards to achieve the desired uniformity of measures and improve

communication between aviation stakeholders and victims' families.

2.2 Victims' family members shared their experiences from multiple aircraft accidents, underscoring systemic gaps in:

- a) initial notification of the next of kin;
- b) family support;
- c) public communication; and
- d) the release of relevant information from accident investigations.

2.3 Family representatives emphasized the necessity of conducting independent accident investigations to avoid conflicts of interest. They also highlighted the importance of notifying victims' families promptly after accidents and establishing global standards for victim assistance to ensure fairness and consistency. There were calls for ICAO to take a more proactive role in advocating for victims, ensuring justice and honouring the memory of those lost. Participants acknowledged the annual International Day commemorating air crash victims and their families, observed on 20 February of each year, as a positive step taken by ICAO in this effort.

3. SETTING THE SCENE

3.1 This session provided an overview of what ICAO has accomplished since the first ICAO Symposium on Assistance to Aircraft Accident Victims and their Families (AAAVF 2021) held in 2021, such as strengthening global frameworks, enhancing support mechanisms and promoting uniformity in the treatment of accident victims and their families. These efforts span multiple ICAO Annexes, policy developments, capacity-building initiatives, and international collaborations.

3.2 Provisions related to the AAAVF have been incorporated into Annexes 9 (Facilitation), 13 (Aircraft Accident and Incident Investigation) and 14 (Aerodromes). The proposed amendments to Annexes 13 and 14 aim to improve support mechanisms, which include updates to emergency plans and communication protocols for accident victims and their families. There is an ongoing effort to monitor the implementation of SARPs through the Universal Safety Oversight Audit Programme - Continuous Monitoring Approach (USOAP-CMA) and to gather additional data using the Electronic Filing of Differences (EFOD) system.

3.3 The ICAO Assembly resolutions A39-27, A40-16 and A41-14 emphasize the mental, physical and spiritual well-being of victims and their families. These resolutions urge Member States to implement comprehensive family assistance plans and direct the Council of ICAO to ensure follow-up on recommendations from the AAAVF 2021 symposium, fostering a unified global response.

3.4 The ICAO Council endorsed the 30 recommendations of AAAVF 2021 which aimed at enhancing support mechanisms. The focus of these recommendations includes monitoring the implementation of SARPs, identifying gaps in guidance, providing training and capacity-building support to Member States, and promoting policies that strengthen global consistency in assistance efforts.

3.5 Significant regulatory advancements include the adoption of Annex 9 Standard 8.47 in November 2022, which requires States to develop legislation to assist aircraft accident victims and their families. Additionally, the establishment of the Working Group on Assistance for Accident Victims and their Families (WG-AAAVF) has strengthened compliance monitoring and aided in updating guidance materials such as Doc 9973, *Manual on Assistance to Aircraft Accident Victims and their Families* and Doc 9998, *ICAO Policy on Assistance to Aircraft Accident Victims and their Families*.

3.6 ICAO has also actively promoted the ratification of MC99, to which 141 States are currently a party. Through regional workshops and legal seminars, ICAO has addressed key issues such as mandating advance payments under national law based on Article 28 of MC99 to ensure timely economic support for victims' families, and universal ratification of MC99 by all ICAO Member States.

3.7 Accident investigation processes have been enhanced to prioritize independence, transparency and effective communication with victims' families while maintaining the integrity of investigations. Guidance materials are being updated to clarify final reports and improve media interactions.

3.8 Capacity building is a fundamental aspect of ICAO's initiatives. The AAASF training course is offered globally with the AAASF Implementation Package (iPack). Additionally, regional seminars and workshops in locations such as Italy, Oman and Saudi Arabia have broadened the impact of AAASF initiatives.

3.9 ICAO has designated 20 February as the International Day Commemorating Air Crash Victims and their Families. This observance is a global reminder of the importance of providing timely support, transparent communication and comprehensive care for victims and their families following aviation accidents.

4. ACCIDENT ASSISTANCE – PUTTING PLANS INTO PRACTICE

4.1 The importance of creating well-structured family assistance plans and effectively implementing them during times of need was a central theme throughout the Symposium. This session discussed best practices from various States, airports and airlines, sharing updates and experiences. It focused on national aircraft accident family assistance plans established by States, which serve as comprehensive frameworks designed to provide essential support and resources to the families of those affected by aviation incidents.

4.2 The session also emphasized the need for collaboration between airports and aircraft operators to ensure a coordinated and effective response. Clear communication strategies with affected families were highlighted as crucial. One identified best practice for timely notification of victims' families was delivering a list of passengers on board to the Emergency Operations Center (EOC) within two hours of the crash.

4.3 The importance of considering cultural factors and regional adaptability in family assistance planning was highlighted. Additionally, the roles of aircraft operators and States in ensuring the effective implementation of assistance protocols were underscored. The significance of Non-Governmental Organizations (NGOs) and family support foundations was emphasized as a key element in comprehensive victim assistance strategies. Furthermore, the ICAO iPack initiative was recognized as a move towards standardizing response efforts among States and all stakeholders involved.

5. REVIEW OF ICAO SARPS AND RELATED GUIDANCE MATERIAL

5.1 This session highlighted the ICAO regulatory framework, particularly Annex 9 Standard 8.47, which requires States to establish legislation, regulations and/or policies creating effective victim and family member support. Standard 8.47 is supported by Doc 9998 and Doc 9973, both of which provide implementation guidance in developing family assistance plans.

5.2 The participants of the Symposium welcomed the ongoing work of the Facilitation Panel Working Group on AAASF to review Doc 9998 and Doc 9973, respectively, to improve global compliance and effectiveness.

5.3 Participants identified the low global implementation rate of Standard 8.47 as a significant challenge. The Symposium acknowledged that this obligation was only introduced recently with Amendment 29 to Annex 9 in November 2022. In this context, the discussion also highlighted the need for improved monitoring and enforcement mechanisms. The ongoing work within WG-AAASF, focused on addressing barriers to implementation and exploring potential solutions, was recognized as a valuable resource to ensure that States receive updated guidance and templates for implementing this provision.

5.4 Amendment 29 to Annex 9 also adopted a new Recommended Practice 8.48 that States should ensure that each aircraft and airport operator develop plans to provide timely and effective assistance to aircraft accident victims and their families. Additionally, Annex 9 includes important existing provisions that aim to facilitate the travel of aircraft accident investigators, family members and survivors to and from States of Occurrence and adjacent States. This includes expedited issuance of Emergency Travel Documents and, if required, visas and facilitating transport and customs clearance to repatriate remains.

5.5 Regarding Annex 13, Standard 5.27 creates an entitlement for States that have suffered fatalities or serious injuries to their citizens to appoint an expert to the aircraft accident investigation. Moreover, Standard 6.5 requires the State conducting the investigation to make the Final Report publicly available as soon as possible, preferably within 12 months. Also, the State conducting the investigation must publish an interim Statement on the anniversary of the accident if the Final Report cannot be published within the 12-month timeframe. Finally, Annex 13 has been updated to include a Recommended Practice 5.4.6 that for accidents that draw heightened public attention, the accident investigation authority should publish a written preliminary report within 30 days of the accident. Guidance for those provisions are detailed in Doc 9756, *Manual of Aircraft Accident and Incident Investigation*.

6. INSURANCE AND COMPENSATION – MONTREAL AND BEYOND

6.1 The 1999 Convention for the Unification of Certain Rules for International Carriage by Air, is the primary global legal framework for compensating air accident victims. MC99 was central to the discussions on compensation for victims during this session. While 141 States have ratified MC99, disparities remain in its application, leading to inconsistencies in compensation to victims and their family members. Participants stressed the need for ICAO to further promote ratification and implementation of the instrument by States to ensure fair, timely compensation for victims and their families.

6.2 Currently, passengers on the same flight may fall under different legal frameworks— for example MC99, Warsaw Convention 1929 (WC29) or WC29 as amended by the Hague Protocol 1955— based on the State(s) in which, according to their contract of carriage, their places of departure, destination and/or agreed stopping places are located. Due to this patchwork in the legal framework, victims and their families often receive inconsistent compensation depending on the applicable international instrument and national legislation. Universal ratification and implementation of MC99 by all ICAO Member States would address this patchwork as MC99 would replace all prior instruments.

6.3 The role of advance payments and mandatory insurance requirements under MC99 was also discussed, with recommendations for stronger oversight. In this regard, it was noted that States parties to MC99 could, under national law, require air carriers to make advance payments without delay to meet the immediate economic and financial needs of victims and their families in the event of an accident. Such advance payments, however, would not constitute a recognition of liability on the part of the carrier. States parties to MC99 shall require their carriers to maintain adequate insurance covering their liability under

MC99. An air carrier may be required by the State party into which it operates to furnish evidence that it maintains adequate insurance covering its liability under MC99.

7. IMPLEMENTATION OVERSIGHT

7.1 The ICAO Universal Safety Oversight Audit Programme – Continuous Monitoring Approach (USOAP–CMA) was recognized as an essential tool for monitoring compliance with ICAO Standards. The discussions in this session included a call for increasing transparency in sharing the results of ICAO audits. In this context, some representatives of family associations requested that their associations be consulted during audits. During the discussion, it was highlighted that the USOAP–CMA shows significant lack of implementation by Member States in establishing a comprehensive system for assisting victims and families.

7.2 The participants recognized how critical inter-agency and international cooperation is, including between States and international organizations, to ensure the implementation of AAVF-related SARPs. One additional tool in this field is the accurate and timely reporting of implementation information to the ICAO EFOD Compliance Checklist to share information to complement the continuous improvement and compliance monitoring mechanism offered by the ICAO safety audit, the USOAP–CMA.

7.3 This session focused on the implementation challenges, including limited resources in Member States, regulatory barriers, and the necessity for a structured framework within national regulations to support victim assistance. The discussion highlighted that resource limitations and legal constraints pose significant obstacles. Furthermore, the significance of creating a structured framework for family assistance plans within national regulations was highlighted.

8. ACCIDENT INVESTIGATION – INFORMATION SHARING

8.1 The critical need for transparency and efficiency in aircraft accident investigations was emphasized by representatives of family association, who noted that:

- a) families should receive information before the media releases information to prevent misinformation;
- b) information-sharing protocols must balance investigative confidentiality with victims' right to information;
- c) enhanced digital forensics measures should be adopted to safeguard victims' personal effects; and
- d) improvements in cross-agency collaboration would ensure timely and thorough investigations.

8.2 Accident investigations aim to determine what occurred, why, and how to prevent future accidents. While this purpose is clear in theory, it often becomes complex and challenging in practice. The context of aircraft accident investigation is sometimes challenging, with immense pressure to quickly provide answers to those directly affected by the accident and to the public at large. Providing answers in the best possible way, especially to victims' family members, is essential not only at the human level but also on a professional level, as it matters to the investigation.

9. NAVIGATING CONFLICT ZONES – IMPROVING FLIGHT SAFETY

9.1 This session addressed the risks of flying over and near conflict zones, referring to the recent aviation tragedies caused by an aircraft downing. There was widespread agreement that managing risks associated with conflict zone risks was a matter of urgency. As a result, The Netherlands and Canada have led the establishment of international conflict zone information sharing mechanisms, the Safer Skies Initiative and the Expert Group Risk Information Overflying Conflict Zones (EGRICZ). Both mechanisms are raising awareness to enhance global cooperation and strengthen the importance of national decisions for precautionary airspace closures when necessary.

9.2 Workshops have been organized for improving risk assessment and information sharing mechanisms for safe flight routes. Nonetheless, there was consensus at the Symposium that continued efforts are needed to promote global cooperation and decision-making procedures on airspace closures, when necessary.

9.3 Regarding the risks associated with navigating conflict zones, several ICAO Annexes (including 6, 9, 11, 15 and 17) have been amended to improve risk assessment protocols for States, aircraft operators and Air Traffic Service Providers (ATSPs). The Symposium also highlighted that recommendations from the Dutch Safety Board were utilized to revise ICAO guidance material concerning conflict zones.

9.4 In 2018, ICAO published the second edition of Doc 10084, *Risk Assessment Manual for Civil Aircraft Operations Over or Near Conflict Zones*. The manual contains public-private cooperation guidance for States, aircraft operators and air navigation service providers in managing the risks from surface-to-air missiles and describes key risk factors to consider in their risk assessments.

9.5 In 2021, ICAO published an updated edition of Doc 10088, *Manual on Civil-Military Cooperation in Air Traffic Management* in Controlling Civil and Military Air Traffic.

9.6 In 2020, Canada established the Safer Skies Consultative Committee (SSCC), dedicated to advancing global efforts to mitigate risks posed by conflict zones. It comprises subject-matter experts from key States, organizations and industry partners working closely with the ICAO on conflict zone initiatives.

10. CONCLUSIONS AND NEXT STEPS

10.1 The Symposium emphasized the need for ICAO leadership to establish State-mandated frameworks for family assistance plans. Three parallel breakout sessions were conducted to prioritize actions, each moderated by members of the WG-AAAVF of the Facilitation Panel. These sessions addressed the challenges of assisting aircraft accident victims and their families. The discussions drew on insights from all symposium sessions and considered various perspectives, including safety, legal issues and facilitation. The results from the three breakout sessions were presented during a plenary session as potential takeaways for future actions, and in the case of actions proposed for ICAO, subject to prioritization and availability of resources, as follows:

10.1.1 Promoting Global Ratification of Montreal Convention 1999

ICAO is expected to:

- a) intensify outreach and advocacy efforts to encourage States to ratify MC99;
- b) highlight the benefits of universal ratification of MC99 for victims and their families in workshops, legal seminars and other meetings as appropriate; and

- c) promote access to administrative packages and other tools developed by ICAO to assist States in the ratification process for MC99.

10.1.2 Enhancing Family Assistance Plans

10.1.2.1 USOAP will need to assess more frequently States compliance with Annex 9 and 13 Standards regarding assisting accident victims and their families.

10.1.2.2 Through its regional offices, ICAO should encourage States to implement Annex 9 and 13 Standards mandating comprehensive family assistance frameworks and to provide workshops for States to assist in establishing comprehensive family assistance plans.

10.1.2.3 Aircraft and airport operators are encouraged to develop best practice guides and toolkits for their State to support effective communication and assistance post-accident.

10.1.2.4 Member States are urged to promote cultural sensitivity and adaptability in family assistance plans to cater to diverse victim groups.

10.1.3 Strengthening Global Cooperation on Conflict Zone Risk Mitigation

10.1.3.1 Canada is invited to expand the Safer Skies Initiative to include more States and operators, fostering collaborative risk management practices.

10.1.3.2 ICAO should enhance information-sharing mechanisms, such as conflict zone bulletins and NOTAMs, for real time threat analysis.

10.1.3.3 ICAO should also provide training and resources to States and operators to conduct thorough risk assessments and implement mitigation strategies.

10.1.4 Improving Psychological and Long-Term Support for Victims' Families

10.1.4.1 States are urged to establish national victim support networks that include psychological experts, non-governmental organizations and community leaders.

10.1.4.2 States are encouraged to provide guidelines for early identification of families at risk of complex grief and post-traumatic stress disorder, ensuring timely intervention.

10.1.4.3 States are also encouraged to invest in permanent memorials and remembrance programs to honour victims and support families.

10.1.5 Advancing Accident Investigation and Information Sharing

10.1.5.1 ICAO should continue to strengthen Annex 13 provisions as well as guidance for the timely release of preliminary and final investigation reports.

10.1.5.2 States should develop procedures for handling and returning personal effects, including electronic devices.

10.1.5.3 ICAO should continue to encourage independence and transparency during the investigation to ensure confidence and trust by family associations.

10.1.6 The ICAO Role in Supporting Victims and Families

10.1.6.1 AAASF 2024 participants advocated for the implementation of a dedicated AAASF function within ICAO to provide centralized support and coordination.

10.1.6.2 ICAO should facilitate the development and dissemination of AAASF-related iPacks and training modules.

10.1.6.3 ICAO should establish a global database to track the implementation of family assistance-related SARPs and guidance materials.

10.1.7 Enhancing Legislative and Regulatory Frameworks

10.1.7.1 States are strongly urged to domesticate ICAO SARPs and align national legislation with global standards.

10.1.7.2 ICAO should provide technical assistance to States with limited resources to develop and enforce aviation safety regulations.

10.1.7.3 ICAO should emphasize the importance of State's accountability and liability for victim assistance in order to ensure consistent and fair practices.

10.1.8 Promoting Victim-Centric Cultures in Aviation Organizations

10.1.8.1 Airport and aircraft operators as well as State's regulators are encouraged to adopt a customer-focused and empathetic approach to accident response.

10.1.8.2 States are encouraged to develop and promote awareness campaigns which will highlight the importance of victim and family assistance within the aviation community.

10.1.8.3 States are also urged to support initiatives that integrate victim assistance as a core aviation safety and emergency planning component.

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附录 C

A41-14号决议 42/xx 号决议：对航空事故受害者及其家属进行援助

考虑到即使国际航空运输是最安全的运输方式，也不能保证彻底消除严重事故；

鉴于事故发生所在国的行动应解决受民用航空事故影响的人员最关键的需要，包括确保每一航空器或机场运营人制定和实施一项全面的家属援助计划，并忆及 2005 年在附件 9 中列入规定，使航空器事故受害者的家属能够迅速进入事故发生地国；

鉴于国际民航组织的政策应是确保国际民航组织及其成员国考虑到和照顾到民用航空事故受害者及其家属的心理、生理和精神安康，包括建立受害者支助国家网络；

鉴于至关重要，国际民航组织及其成员国认识到及时通知民用航空事故受害者家庭成员、迅速搜寻和准确查明受害者、归还受害者个人物品以及向其家庭成员传达准确信息的重要性；

认识到民用航空事故受害者所属国家政府在通知和援助受害者家属方面的作用；

忆及 1999 年《蒙特利尔公约》第二十八条的规定（《统一国际航空运输某些规则的公约》）以及蒙特利尔会议通过的第二个决议，其中呼吁不迟延地向航空器事故受害者及其家属提供预付款，并确认《蒙特利尔公约》没有得到普遍批准，妨碍了改进的和标准化的赔偿制度，并强调需要普遍批准和执行 1999 年《蒙特利尔公约》；

忆及通过对国际民航组织附件 9 —《简化手续》的第 29 次修订，将第 8.46 建议措施升级为标准 8.47，由此，确定各国为支持援助航空器事故受害者及其家属制定立法、规章和/或政策的义务；

认识到理事会决定正式指定 2 月 20 日为空难受害者及其家属国际纪念日的重要性，以纪念受害者并向其家属表示声援，以及继续加强航空安全并防止今后发生此类悲剧；

确认理事会于 2013 年 3 月批准了《国际民航组织关于援助航空器事故受害者及其家属的政策》（Doc 9998 号文件），于 2013 年 12 月印发了《关于援助航空器事故受害者及其家属的手册》（Doc 9973 号文件）；

确认对电子申报差异（EFOD）系统遵守情况检查单（CC）的审查表明，附件 9 标准和建议措施（SARP）的执行率低，并敦促成员国提高报告频率，以改善遵守情况；

鉴于至关重要，无论事故在何处发生，应当向民用航空事故受害者家庭成员提供支持，并把提供支持者得到的经验教训，包括有效程序和政策，及时传达给其他成员国和国际民航组织，以改善各国的家属支持工作；

考虑到处理民用航空事故受害者及其家属需要的规章的统一性也是一项人道主义义务和《芝加哥公约》第五十五条第三款中设想的国际民航组织理事会的一项可以行使的职能，并认识到需要完善各国和运营人的信息共享机制和培训资源，以进行全面的风险评估和实施缓解策略；

考虑到各国应提供解决民用航空事故受害者及其家属待遇的同类办法；

认识到民用航空事故所涉及的航空承运人往往最有条件在事故发生后立即援助家属；

确认国际民航组织援助航空器事故受害者及其家属专题讨论会（AAAVF 2021）的成果，包括专题讨论会报告中所概括的 30 项建议；

忆及国际空难受害者家属联合会（ACVFFI）在协助受害者家属方面的有益举措；

注意到无论事故在何处发生或受害者的国籍为何，民用航空事故受害者的家庭成员都会表现出某些基本的人的需要和情感；

认识到公众注意力将继续集中于国家的调查行动以及民用航空事故的人性方面；

大会：

1. 呼吁各成员国重申其支持民用航空事故受害者及其家属的承诺，并确保每一航空器或机场运营人制定和实施一项全面的家属援助计划；

2. 敦促各成员国遵照国际民航组织附件 9 标准 8.47 的规定，并按照 1999 年 5 月 28 日的《蒙特利尔公约》第二十八条的规定和蒙特利尔会议通过的第二号决议，为支持民用航空事故受害者及其家庭成员制定立法、规章和/或政策；

3. 鼓励已具有处理支持民用航空事故受害者及其家属事务的立法、规章和/或政策的国家，虑及 Doc 9998 号文件中所载的国际民航组织政策和 Doc 9973 号文件中所载的指导材料，必要时对这些文件进行审查；

4. 敦促各成员国通过电子差异通报（EFOD）系统中的遵守情况检查单（CC），向国际民航组织定期通报报告其对于附件 9 中关于家属援助计划的各项规定的实施水平，并提高报告的透明度和频率，以改善遵守情况；

5. 敦促成员国确认 2 月 20 日为空难受害者及其家属国际纪念日，并开展与受民用航空悲剧影响公民相关的国家纪念活动；

6. 敦促尚未采取如此行动的成员国，批准并实施 1999 年 5 月 28 日订立的《蒙特利尔公约》（《统一国际航空运输某些规则的公约》）；

7. 欢迎专题讨论会提出的建议，并指示理事会将那些需要与专家小组进一步磋商的专题讨论会的建议纳入下个三年期的业务计划，尤其要支助成员国的能力建设需求，包括完善冲突地区风险缓解方面的培训和资源；

8. 指示理事会根据需要，就专题讨论会产生那些建议，对国际民航组织的相关专家小组予以积极和及时的跟进；

9. 指示理事会在审议关于家属援助计划的实施水平时，进一步考虑制定支持民用航空事故受害者及其家庭成员的标准和建议措施，包括及时通知和向家庭成员传播准确信息的规定；和

10. 宣布本决议取代 ~~A39-27号决议~~ ~~A41-14号决议~~。

— 完 —