



ASSEMBLY — 38TH SESSION

TECHNICAL COMMISSION

Agenda Item 38: Other issues to be considered by the Technical Commission

**DEVELOPING GUIDANCE MATERIALS FOR EMERGENCY RESPONSE PLAN
AT THE STATE LEVEL**

(Presented by the Republic of Korea)

EXECUTIVE SUMMARY

Plans to manage emergency, such as an accident or natural disaster, are necessary for every stakeholder in aviation. Recognizing the importance of these plans, ICAO requires implementing emergency or contingency plans in Annex 11 — *Air Traffic Services*; Annex 14— *Aerodromes*; and Annex 17 — *Security*. Annex 19 — *Safety Management*, requires service providers to implement an emergency response plan (ERP) as a part of the Safety Management System (SMS). When considering recent experiences, accidents, natural disasters and communicable diseases which influenced the aviation system, it is obvious that the government is also required to manage such emergency cases for efficient recovery and elimination of duplicated efforts made by the industries. In this connection, developing guidance materials for member States to establish a comprehensive ERP will connect a range of Annexes requiring responses to emergency.

Action: The Assembly is invited to:

- a) note the information contained in this paper; and
- b) request ICAO to consider developing guidance material for member States to establish a comprehensive ERP at the State level.

<i>Strategic Objectives:</i>	This working paper relates to Safety and Security Strategic Objectives.
<i>Financial implications:</i>	Not applicable.
<i>References:</i>	Annex 3, <i>Meteorological Service for International Air Navigation</i> Annex 4, <i>Aeronautical Charts</i> Annex 6, <i>Operation of Aircraft</i> Annex 9, <i>Facilitation</i> Annex 11, <i>Air Traffic Services</i> Annex 12, <i>Search and Rescue</i> Annex 14, <i>Aerodromes</i> Annex 17, <i>Security</i> Annex 18, <i>The Safe Transport of Dangerous Goods by Air</i> Annex 19, <i>Safety Management</i> Doc 9859, <i>Safety Management Manual</i>

1. INTRODUCTION

1.1 Aviation accidents or crisis are rare events but have huge impacts on the public, because most cases bring loss of lives and significant amount of property damage. Once it occurs, the whole aviation system from air to ground operation will be affected. To prevent such accidents, the aviation system is made with the latest technologies equipped with various accident prevention systems, but the world is still faced with accidents caused by human errors, natural disasters, terrors and communicable diseases.

1.2 To minimize the loss and return to normal operation in a short period from the accidents or crisis, a comprehensive plan to respond to and manage emergency is necessary which can cover the whole aviation system of each State.

2. BACKGROUND

2.1 Plans to manage emergency, such as an accident or natural disaster, are necessary for every organization in aviation. Recognizing the importance of these plans, ICAO requires member States to implement or to ensure service providers to implement emergency or contingency plans in Annexes as follows:

2.1.1 **Annex 9, paragraph 8.16:** A Contracting State shall establish a national aviation plan in preparation for an outbreak of a communicable disease posing a public health risk or public health emergency of international concern.

2.1.2 **Annex 11, paragraph 2.30:** Air traffic services authorities shall develop and promulgate contingency plans for implementation in the event of disruption, or potential disruption, of air traffic services and related supporting services in the airspace for which they are responsible for the provision of such services.

2.1.3 **Annex 14, Volume I, paragraph 9.1:** An aerodrome emergency plan shall be established at an aerodrome, commensurate with the aircraft operations and other activities conducted at the aerodrome. The aerodrome emergency plan shall provide for the coordination of the actions to be taken in an emergency occurring at an aerodrome or in its vicinity. The plan shall coordinate the response or participation of all existing agencies which, in the opinion of the appropriate authority, could be of assistance in responding to an emergency.

2.1.4 **Annex 17, paragraph 5.1.4:** Each Contracting State shall ensure that contingency plans are developed and resources made available to safeguard civil aviation against acts of unlawful interference.

2.2 Furthermore, Annex 3; Annex 4; Annex 6; Annex 12; and Annex 18 also require cooperation with related facilities in emergency or to prepare for such situations.

2.3 These Annexes are focusing only on their own part, for example air traffic services, aerodromes operation and security, but coordination amongst related plans is needed. Most emergencies go beyond disruption of a single part. An event can affect not only safety but also security, environment, personnel and other matters, and the lack of available personnel to assist during crisis may contribute to creating further difficulties.

3. DISCUSSION

3.1 As the air transport volume is increasing, a well-organized and comprehensive aviation system is required in each member State for the safe and orderly development of international aviation. In this connection, managing emergency should be also conducted in a comprehensive manner which integrates the whole aviation system.

3.2 Annex 19, Appendix 2 — Framework for a Safety Management System (SMS), Paragraph 1.4 requires service providers to ensure that an emergency response plan (ERP) is properly coordinated with the ERPs of those organizations that they must interface with during the provision of their products and services.

3.3 Doc 9859, paragraph 5.3.34, explains that ERP is a documented plan with actions to be taken by all responsible personnel during related emergencies focused on service providers. ERP is known by different terms to different service providers, such as contingency plan, crisis management plan and continuing airworthiness support plan. ERP is a plan to recover the failure of the SMS process. And as a follow-up action of the emergency, the responsible executives should reassess the risk and reflect the result to its SMS.

3.4 Lessons learned from the recent aviation emergencies, such as 911 terror and eruptions of the Eyjafjallajökull, show that the government played an important role as a control tower in responding to the emergency, especially in coordinating with related organizations as well as with other States and international organizations when necessary.

3.5 The government is required to manage the whole emergency and coordinate with other States and stakeholders for the continuity of flight operation. A properly coordinated ERP by a State with clear roles and responsibilities of all entities can save lives and reduce the economic impact of emergency. Further, it will assist in managing choice of priority decision.

3.6 Recognizing the importance of ERP at the State level, the Republic of Korea (ROK) has established an ERP at the State level integrating the whole aviation system and also a separated ERP for the service providers. This plan applies to natural disaster and aviation related emergencies, including assignment of emergency responsibilities and delegation of authority.

4. PROPOSAL

4.1 For efficient responses to the aviation emergency and continuous safety of the aviation system, an ERP at the State level needs to be established by the government integrating its whole aviation system, separated from an ERP of the service providers.

4.2 Based on the above discussions, ICAO is invited to consider developing comprehensive guidance material for the proper establishment of a State level ERP connecting all relevant Annexes.

5. **CONCLUSION**

5.1 The current requirements regarding responding to emergency is only satisfactory on the compliance-based national aviation safety oversight system. The development of new guidance for an ERP at the State level is required to be considered in order to make a transition to a performance-based safety management system, and to accommodate the continuously increasing air traffic volume.

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