



ICAO

International Civil Aviation Organization

Fourteenth Meeting of the Air Traffic Management Sub-Group (ATM/SG/14) of APANPIRG

Bangkok, Thailand, 3 – 7 August 2026

Agenda Item 6: ATM Coordination and Implementation

6.5: Civil-Military ATM Cooperation

OUTCOMES OF THE INTER-REGIONAL WORKSHOP ON CIVIL MILITARY COOPERATION IN ATM AND FLEXIBLE USE OF AIRSPACE

(Presented by the Secretariat)

SUMMARY

This paper presents the key outcomes of the ICAO Inter-Regional Workshop on Enhanced Civil-Military Cooperation in ATM (CMAC) and Flexible Use of Airspace (FUA) Implementation in January 2026 and proposes regional action plans to further implementation for the benefit of enhanced safety, efficiency, capacity and sustainability of aviation activities.

1. INTRODUCTION

1.1 Aviation contributes significantly to State's economy and requires stable and secure environment. Effective civil-military cooperation in Air Traffic Management (ATM) will allow civil aviation to flourish and military aviation to perform their required missions. Pursuant to Article 3d) of the Chicago Convention, ICAO urges States to consider the safety of navigation of civil aircraft when issuing regulations for their state aircraft. In 2021, ICAO published the *Manual on Civil and Military Cooperation in ATM* (Doc 10088) to replace Circular 330, which provides comprehensive guidance to States wishing to implement or improve civil-military cooperation for ATM, for the safe and optimal use of the airspace by both parties.

1.2 As per the **Recommendation 1.1/2** of AN-Conf/14, States's implementation of airspace optimization initiatives covered by ICAO provisions, such as air traffic flow management, flexible use of air space and civil-military cooperation etc. have been emphasized as key measures to ensure the resilience of the air navigation system. Additionally, the Universal Safety Oversight Auditor Programme (USOAP) Continuous Monitoring Approach (CMA) contains PQs directly or potentially related to civil-military cooperation which constitute key areas of the States' regulators.

1.3 The Asia and Pacific (APAC) region is expecting rapid air traffic growth in the coming years, and the implementation of enhanced CMAC and FUA could bring better benefits in terms of airspace capacity, operational efficiency and environmental sustainability. The subject is one of the key enablers of the *Global Air Navigation Plan* (ICAO Doc 9750) and remains one of the highest priorities in the APAC region, as indicated in the Asia/Pacific Seamless ANS Plan Version 4.0 and the Delhi Declaration. Continuous efforts devoted by both the States and ICAO in this area are considered essential.

2. DISCUSSION

Outcomes of the Inter-Regional Workshop on Enhanced CMAC/FUA Implementation

2.1 The ICAO Inter-Regional Workshop on Enhanced CMAC and FUA Implementation was co-hosted by ICAO APAC Office and EUR/NAT Office with the support of Air Navigation Bureau, ICAO HQ, from 19 to 23 January 2026 in Bangkok, Thailand. The Workshop was attended by over 110 on-site participants from Civil Aviation Authorities (CAAs), Air Navigation Service Providers (ANSPs) and military counterparts, from APAC and European regions as well as relevant international organizations and aircraft operators.

2.2 During the five days, ICAO provided updates on key documents and guidance material that shaped global and regional best practices; States and international organizations shared implementation experience, discussed challenges and explored innovative solutions; participants had the first-hand exposure to practical operations via the on-site visit to the joint civil-military Airspace Management Cell (AMC) of AEROTHAI, and actively engaged in the interactive group exercises led by EUROCONTROL on critical topics such as airspace structure design, the three phases of airspace management, civil military coordination etc. All materials of the Workshop can be accessed at the website [APAC Meetings | International Civil Aviation Organization](#).

2.3 The Summary and Recommendations of the Workshop are provided in **Appendix A**.

Regional Action Plans for Further Implementation

2.4 It was identified that Workshop Recommendations A1, A2, A3 and A5 will require coordination with APAC States. Incorporating best practices and lessons learned from States would be beneficial in developing a regional guidance document that will serve as the template for the Airspace Use Plan (AUP), Updated Airspace Use Plan (UUP) and NOTAM for FUA operations. Additionally, procedures should be developed to support efficient and effective promulgation of airspace-use information, including a machine-readable output format, and regional Key Performance Indicators (KPIs) should be established to measure FUA effectiveness.

2.5 Therefore, it is proposed that an APAC Flexible Use of Airspace (FUA) Task Force be established. The draft Terms of Reference (TOR) for the proposed Task Force are provided in **Appendix B** for the meeting's review.

2.6 In addition, the Workshop recognized that ICAO Doc 10088 provides more comprehensive guidance and contains more references to ICAO Annexes, Standards and Recommended Practices and guidance material where applicable. Therefore, the Workshop recommended the following documents on the ICAO APAC Office eDocuments webpage to be withdrawn:

- a) *APAC Flexible Use of Airspace (FUA) Manual Template*, which was developed based on the framework of ICAO Cir 330; and
- b) *Interim Guidance Material on Civil/Military Cooperation in Air Traffic Management*, which was a guidance material approved by the European Air Navigation Planning Group in 2016.

3. ACTION BY THE MEETING

3.1 The meeting is invited to:

- a) note the information contained in this paper;
- b) discuss and agree to **Decision ATM/SG/14-X: Establish APAC Flexible Use of Airspace Task Force**;

- c) discuss and agree to **Conclusion ATM/SG/14-X: Withdraw Outdated Materials on CMAC/FUA from the ICAO APAC Office eDocuments Webpage**;
- d) encourage States/Administrations to take appropriate actions in accordance with the Recommendations from the ICAO Inter-Regional Workshop on CMAC/FUA (**Appendix A**); and
- e) discuss any relevant matters as appropriate.

Decision ATM/SG/14-X: Establish APAC Flexible Use of Airspace Task Force	
What: That, the APAC Flexible Use of Airspace Task Force be established to develop regional guidance material that include but not limited to, the following tasks: a) develop a regional template for airspace use plan (AUP) and updated airspace use plan (UUP) for FUA operations; b) review and update the APAC document on NOTAM Templates for FUA in accordance with the relevant ICAO provisions and the guidance; c) develop procedures to support efficient and effective promulgation of airspace use information, including machine readable output format; and d) review and/or develop regional Key Performance Indicators (KPIs) to measure FUA effectiveness.	Expected impact: ☐ Political / Global ☐ Inter-regional ☐ Economic ☐ Environmental ☒ Ops/Technical
Why: To develop regional guidance material, within the ICAO regulatory framework, to harmonize and enhance FUA implementation in APAC region.	Follow-up: ☒ Required from States
When: 7-Aug-26	Status: Draft to be adopted by Subgroup
Who: ☒ Sub groups ☒ APAC States ☒ ICAO APAC RO ☐ ICAO HQ ☐ Other:	

Conclusion ATM/SG/14-X: Withdraw Outdated Materials on CMAC/FUA from the ICAO APAC Office eDocuments Webpage	
What: That, the following documents be withdrawn from the ICAO APAC Office eDocuments webpage: a) APAC Flexible Use of Airspace (FUA) Manual Template; and b) Interim Guidance Material on Civil/Military Cooperation in Air Traffic Management.	Expected impact: ☐ Political / Global ☐ Inter-regional ☐ Economic ☐ Environmental ☒ Ops/Technical
Why: ICAO Doc 10088 provides more comprehensive guidance and contains more references to ICAO Annexes, Standards and Recommended Practices and guidance material where applicable.	Follow-up: ☐ Required from States
When: 7-Aug-26	Status: Draft to be adopted by Subgroup

Who: ☒ Sub groups ☒ APAC States ☒ ICAO APAC RO ☐ ICAO HQ ☐ Other:

APPENDIX A

Summary and Recommendations of ICAO Inter Regional CMAC/FUA Workshop



ICAO

ICAO APAC & EUR/NAT CMAC/FUA WORKSHOP

One-step forward



Bangkok, Thailand
19 – 23 January 2026





Summary and Recommendations

ICAO APAC & EUR/NAT CMAC/FUA WORKSHOP 2026

23 January 2026



Summary

Five days to cover:

- **ICAO updates** on key documents and guidance material that shape global and regional best practices
- **Implementation experiences sharing** from States and international organizations, learning from successes, discussing challenges, exploring innovative solutions
- **First-hand exposure to practical operations** via the on-site visit to the joint civil-military Airspace Management Cell (AMC) of AEROTHAI
- **Interactive group exercises** by EUROCONTROL on critical topics such as airspace structure design, the three phases of airspace management, civil military coordination etc.

Participants: 110+

- CAA, ANSP and Military Partners from Asia Pacific and European Regions
- International Organizations, and Aircraft Operators



Takeaways

- High-level commitment to civil-military cooperation in air traffic management (CMAC) is fundamental for the effective implementation of flexible use of airspace (FUA).
- The national civil-military regulatory cooperation framework lays a solid foundation for effective implementation and paves the way for collaborative decision making (CDM).
- FUA implementation in all three levels is scalable (Basic FUA and Enhanced FUA) and linked to the operational environment and complexity.



Takeaways

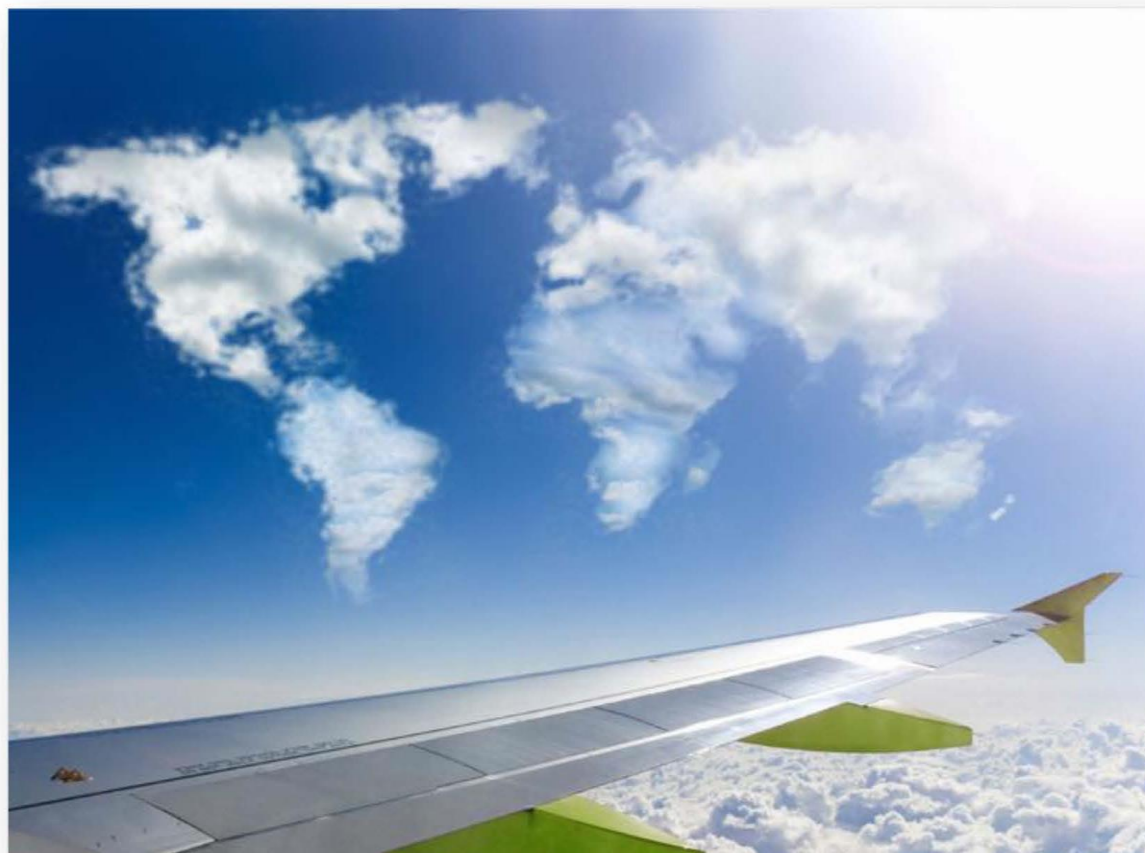
- The implementation of FUA supports safety and efficiency enhancements and is a continuous improvement cycle based on the experience gained and lessons learned to be considered as part of the post-operations analysis phase.
- Efficient data sharing is strongly recommended for effective airspace management (ASM) and the safety of flight operations.
- There is no “one-size-fits-all” framework for every State.



Thank you for being part of the journey



**A big thank to all speakers
for the excellent presentations and discussion**



A special thank to CAAT, AEROTHAI and EUROCONTROL for the exposure to first-hand practices



Recommendations (Part A)

Recommendations to be presented to APANPIRG ATM/SG and EASPG ANSISG for onward presentation to upcoming APANPIRG and EASPG meetings for appropriate actions:

A. ICAO APAC ATM/SG and/or ANSISG, where applicable, to:

- A1. develop an APAC regional template for airspace use plan (AUP) and updated airspace use plan (UUP) for FUA with reference to the EUROCONTROL ASM Handbook.
- A2. review the APAC document on NOTAM Templates for FUA in accordance with the relevant ICAO provisions and the guidance of ICAO Doc 10088;
- A3. develop regional and national procedures to support efficient and effective promulgation of airspace use information, including machine readable output format;
- A4. promote the distribution of ASM information in accordance with ICAO Doc 10088;
- A5. review/develop regional KPIs to measure FUA effectiveness, such as airspace utilization, efficiency gains, and flight predictability;

Recommendations (Part A Cont.)

A. ICAO APAC ATM/SG and/or ANSISG, where applicable, to:

- A6. withdraw the APAC Flexible Use of Airspace (FUA) Manual Template developed based on the framework of ICAO Cir 330, as a new template is already provided in ICAO Doc 10088;
- A7. withdraw the Interim Guidance Material on Civil/Military Cooperation in Air Traffic Management in the APAC eDocuments webpage, considering that ICAO Doc 10088 provides guidance for global application;
- A8. encourage the regular review of airspace structure including special use airspace to ensure its establishment, size, activation and operation are appropriate in terms of optimal for civil and military operations;
- A9. encourage systems' interoperability to support the exchange of real-time flight plans and surveillance data between civil and military ATS units; and
- A10. encourage sharing of experience with other States concerning FUA implementation and the use of supporting tools.

Recommendations (Part B)

B. Based on the PIRGs review of the recommendations, States be invited to:

- B1. establish National Civil-Military Aviation Cooperation Policy Board (CMAB), if not yet done so, to provide the necessary high-level commitment and legal foundation for FUA;
- B2. establish joint civil-military Airspace Management Cells (AMC), if not yet done so, to effectively coordinate day-to-day operations, manage airspace allocation and publish ASM information;
- B3. adopt a scalable approach to FUA, moving beyond simple segregation to the full three-phased ASM framework (Strategic, Pre-tactical, Tactical) to enhance safety and efficiency and maximize airspace capacity;
- B4. implement relevant Assembly Resolutions, in particular those related to civil-military cooperation, conflict zones, GNSS RFI, and cyber-attacks;
- B5. utilize strategic FUA at Level 1 planning, where applicable, to pre-define contingency routes that bypass potential or active conflict zones, for immediate activation when risk escalates;

Recommendations (Part B Cont.)

B. Based on the PIRGs review of the recommendations, States be invited to:

- B6. ensure effective coordination between civil and military during contingency events, especially those managed by the ICAO contingency coordination teams (CCTs);
- B7. ensure military radio frequency interference testing or activities are coordinated by the appropriate authorities and promulgated via aeronautical information publication well in advance;
- B8. comply with the ICAO provisions for the establishment and publication of Prohibited, Danger, Restricted areas, and
- B9. engage with the relevant ICAO Regional Office for CMAC/FUA assistance activities.

Recommendations (Part C)

C. Invite ICAO to:

- C1. continue raising awareness and engaging civil-military stakeholders with due consideration for inter-regional events;
- C2. provide implementation support to States with dedicated activities involving all civil and military stakeholders from the State, to foster FUA implementation that would support achieving the regional implementation targets as agreed by APANPIRG and EASPG; and.

Note. EUR Region 13 States have not fully implemented FUA (level 1 and 2)

- C3. Engage with Algeria, Kyrgyzstan, Uzbekistan to further support (with individual activities involving all required civil and military stakeholders from the States) the current FUA implementation activities planned by the end of 2026
- C4. Engage with Belarus and Kazakhstan to further support (with individual activities involving all required civil and military stakeholders from the States) the current FUA implementation activities planned by the end of 2027

Recommendations (Part C Cont.)

C. Invite ICAO to:

- C5. As a joint initiative together with EUROCONTROL approach Armenia, Azerbaijan, Georgia, Israel, North Macedonia and Türkiye to address the FUA implementation, which had not been planned or was in an early stage of implementation
- C6. Contact Tunisia and Turkmenistan in order to get implementation status/data on FUA and CMAC
- C7. Develop a minimum data set (based on the ERNIP ASM Handbook and in compliance with ICAO Doc 1008) for AUP and UUP which should be used by all non-EUROCONTROL States and propose appropriate dissemination mechanisms



A big thank to all participants for the very interactive engagements





APPENDIX B

Draft Terms of Reference

APAC Flexible Use of Airspace Task Force

Objective

1. To develop regional guidance materials within the ICAO regulatory framework for the harmonization and promotion of Flexible Use of Airspace (FUA) related aeronautical information publication and operational performance review in Asia/Pacific Region.

Tasks

2. To achieve its objectives, the APAC Flexible Use of Airspace Task Force will undertake the following tasks, with a view to completing its work by ATM/SG/16 (2028) and reporting the outcomes to the Meeting:
 - a) Develop a regional template for airspace use plan (AUP) and updated airspace use plan (UUP) for FUA operations;
 - b) Review and update the APAC document on NOTAM Templates for FUA in accordance with the relevant ICAO provisions and the guidance;
 - c) Develop procedures to support efficient and effective promulgation of airspace use information, including machine readable output format; and
 - d) Review and/or develop regional Key Performance Indicators (KPIs) to measure FUA effectiveness.

Reporting

3. The APAC Flexible Use of Airspace Task Force reports to the Air Traffic Management Sub-group (ATM/SG) of APANPIRG.

Membership

4. The APAC Flexible Use of Airspace Task Force should consist of experts from:
 - a) airspace management (ASM);
 - b) aeronautical information management (AIS);
 - c) ATM system operations; and
 - d) performance assessment.

— END —