



**DIRECTORS GENERAL OF CIVIL AVIATION - ICAO EUROPEAN AND NORTH ATLANTIC  
REGIONS**

**2025 EUR/NAT DGCA MEETING**

*(Paris, France, 17 June 2025)*

**Agenda Item 6: Strengthening Crisis Preparedness and Response**

**STRENGTHENING CRISIS PREPAREDNESS AND RESPONSE**

*(Presented by the Secretariat)*

**SUMMARY**

*This working paper provides updates on actions undertaken in follow up to EUR/NAT-DGCA Conclusion 2024/3 on Enhancing Resilience in Civil Aviation and proposes further actions to strengthen crisis preparedness and response across the EUR/NAT area.*

**1. Introduction**

1.1 The 2024 EUR/NAT Directors General of Civil Aviation (DGCA) Meeting addressed key issues related to crisis preparedness and response, with the aim of strengthening the resilience of the air transport sector. States were encouraged to take measures to ensure the effective functioning of Air Transport Facilitation Committees, to utilize the guidance and support provided by the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA), and to further enhance cooperation on cybersecurity-related matters.

**2. Discussion**

*EUR Crisis Management Framework*

2.1 The European (EUR) regional crisis management framework was adopted by the ICAO European Air Navigation Planning Group (EANPG) as EUR Doc 031 in 2014 and has been used as complementary guidance material to the applicable ICAO provisions (in particular the provisions of ICAO Annex 11 on contingency arrangements). EUR Doc 031 provides a standardised framework for the management of crisis situations affecting aviation within the EUR Region, regardless of the type of crisis. This framework includes existing crisis coordination arrangements, including the comprehensive framework for crisis management established under the EU Single European Sky policy through the European Aviation Crisis Coordination Cell (EACCC) and supported by the Network Manager. It also includes crisis management principles, a non-exhaustive list of possible threat types, different phases of crisis escalation and the requirements for pan-regional and intra-regional coordination.

2.2 The second edition of ICAO EUR Doc 031 was presented to the Fifth Meeting of the European Aviation System Planning Group (EASPG/5) which was held in Paris, France, from 29 November to 1 December 2023. The EASPG endorsed the new EUR Doc 031 with Decision 5/17 and a State Letter (EUR/NAT 24-0005.TEC) was sent out on 11 January 2024 for dissemination of the new guidance material. Following this, several dedicated workshops were organized to introduce the new guidance material and to increase awareness for all involved stakeholders; these included sessions with EACCC State Focal Points, or under the framework of the next Air Navigation Services Implementation Support Group (ANSISG) meeting for States in the Eastern part of the EUR Region, or as part of regional events such as CANSO Airspace World 2024.

2.3 Since the 2024 EUR/NAT DGCA Meeting, dedicated workshops—such as those for European Aviation Crisis Coordination Cell (EACCC) State Focal Points—have been conducted to introduce new guidance material and raise awareness among all relevant stakeholders. These workshops were held in conjunction with Global Navigation Satellite System (GNSS) radio frequency interference (RFI) exercises and other meetings.

#### *Operations over or near conflict zones*

2.4 An ICAO EUR/NAT regional seminar on conflict zone risk assessment was held in Almaty, Kazakhstan from 5 to 6 November 2024, followed by a second seminar in Marrakesh, Morocco, from 7 to 11 April 2025. The latter was held in conjunction with the 4th Annual Safer Skies Forum. Both events were well-attended by representatives from Civil Aviation Authorities (CAAs), Air Navigation Service Providers (ANSPs), and aircraft operators. Discussions focused on conducting comprehensive risk assessments to ensure the safety and security of flight operations near conflict zones. Participants also shared best practices to strengthen safety protocols and improve collaborative efforts in managing risks in such areas.

2.5 Seminar topics included threats to aviation and infrastructure, as well as the implications of unpublished large-scale military exercises. Key takeaways emphasized the importance of issuing timely Notices to Airmen (NOTAMs) concerning activities potentially hazardous to civil aviation. These include, but are not limited to, Global Navigation Satellite System (GNSS) radio frequency interference (RFI), unmanned aircraft systems (UAS), and counter-UAS operations. Operators were advised to utilize all available sources of information—such as social media, coordination calls with partners, commercial intelligence providers, and national security agencies—when evaluating operations over or near conflict-affected airspace. Additionally, civil-military coordination requirements must be fully addressed and finalized before initiating any exercises or related operational activities, including those involving UAS or counter-UAS systems.

2.6 The following Conclusion is proposed based on the foregoing discussions:

#### **Draft EUR/NAT-DGCA Conclusion 2025/1 – Addressing Risks associated with Operations near or over Conflict Zones**

That the ICAO Regional Director, Europe and North Atlantic, urge States to:

- a) review and update their civil/military coordination procedures and mechanisms to ensure timely notification of activities potentially hazardous to civil aviation, and to take appropriate measures related to airspace restrictions and the dissemination of NOTAMs; and
- b) ensure that aircraft operators implement appropriate risk assessment measures when operating near or over conflict zones, in accordance with ICAO provisions and the Risk Assessment Manual for Civil Aircraft Operations Over or Near Conflict Zones (Doc 10084).

#### *Cybersecurity*

2.7 An ICAO EUR/NAT Regional Workshop on Cybersecurity was held in Belgrade, Serbia, from 1 to 3 April 2025. The programme featured four panel sessions addressing key topics, including the cybersecurity threat landscape, regulatory frameworks, implementation of regulations, and oversight

mechanisms. The event concluded with a comprehensive practical exercise, highlighting the importance of sustained communication and coordination across all sectors of the aviation system.

2.8 The workshop provided critical insights into current cybersecurity trends and challenges, as well as information on the related ICAO policies and guidance material. Dynamic exchanges among industry experts facilitated the sharing of innovative approaches between participants. The hands-on exercise—targeted at Civil Aviation Authorities (CAAs), Air Navigation Service Providers (ANSPs), and airport representatives—significantly enhanced participants’ understanding and practical skills in cybersecurity risk mitigation. The workshop also underscored ICAO’s leadership role in promoting collaboration and capacity-building, while contributing meaningfully to the professional development of all attendees.

2.9 It is recommended that States continue to strengthen support for cybersecurity resilience initiatives aimed at protecting national aviation critical infrastructure. To maintain the continuity of safe and efficient operations under heightened security threats, States should prioritize the allocation of qualified personnel, dedicated financial resources, and the designation of clear focal points for cybersecurity preparedness and response.

2.10 The Meeting is invited to note the following available ICAO Capacity Building Resources:

- a) Foundations of Aviation Cybersecurity Leadership and Technical Management (with Embry-Riddle Aeronautical University)  
<https://www.enrole.com/erau/jsp/course.jsp?categoryId=5586BD00&courseId=SGC-1102>
- b) Aviation Cybersecurity Oversight (with UK CAA)  
<https://caainternational.com/course/icao-aviation-cybersecurity-oversight>.

2.11 The following Conclusion is proposed based on the foregoing discussions:

#### **Draft EUR/NAT-DGCA Conclusion 2025/2 – Addressing Cybersecurity Risks in Civil Aviation**

That the ICAO Regional Director, Europe and North Atlantic, urge States to review and update their cybersecurity oversight regulations and procedures based on the applicable ICAO provisions and Global Cyber Risk Considerations (Doc 10213) guidance, including for the implementation of appropriate cyber risk management systems and their integration with the existing civil aviation risk management systems.

#### *GNSS Interference Risk Management*

2.12 Since the 2024 EUR/NAT DGCA, the EASPG established a “EUR project team” to develop a GNSS contingency strategy, including Minimal Operational Networks (MON), for the Eastern part of the EUR Region (EASPG PCG Decision 6/1 refers).

2.13 In addition, the EASPG discussed approaches to coordinated implementation of Recommendation 2.2/2 of the Fourteenth Air Navigation Conference concerning the deployment of GNSS RFI mitigation measures and the development of a regional GNSS interference reporting and analysis mechanism. It was agreed that the existing EUR working structure and reporting mechanisms should be utilised to the maximum extent possible with the objective of identifying and managing the associated risks, without creating redundant or conflicting reporting requirements or workload.

2.14 Therefore, States were invited to use the existing mechanisms for reporting of operational impacts of GNSS RFI through the EUROCONTROL Voluntary Air Traffic Management (ATM) Reporting (EVAIR) system (EASPG Conclusion 6/1 refers).

2.15 The North Atlantic Systems Planning Group (NAT SPG) work on this subject so far has resulted in the amendment to the *North Atlantic Operations and Airspace Manual* (NAT Doc 007) and publication of the *NAT OPS Bulletin 2025\_001* (NAT GNSS Interference Procedure).

2.16 Following the outcomes of the ICAO EUR/MID (Middle East) Radio Navigation Symposium held in Antalya, Türkiye, in February 2024, and in order to continue discussion at the inter-regional level on the impacts of GNSS RFI and possible mitigation, the ICAO EUR/NAT and MID Offices plan to organize another joint event in Doha, Qatar, from 18 to 20 November 2025.

2.17 Considering the rapidly escalating frequency and severity of RFI incidents, which are disrupting GNSS, ICAO, the International Maritime Organisation (IMO) and the International Telecommunication Union (ITU) issued a joint Statement on 17 March 2025 to the United Nations (UN) Secretary General for further submission to States. Key points of the joint Statement include the following:

- a) protect the radio navigation satellite service (RNSS) from transmissions that can adversely cause harmful interference degrading, interrupting or misleading signals used for civilian and humanitarian purposes;
- b) reinforce resilience of the systems which rely on RNSS for navigation, positioning and timing in relation to this type of interference;
- c) retain sufficient conventional navigation infrastructure for contingency support in case of RNSS outages and misleading signals, and develop mitigation techniques for loss of services;
- d) increase collaboration between radio regulatory, civil aviation, maritime, defense and enforcement authorities; and
- e) report cases of harmful interference affecting RNSS to the appropriate telecommunication, aeronautical and maritime authorities, and to the ITU Radiocommunications Bureau, to enable the monitoring of the situation.

2.18 The following Conclusion is proposed to support further regional actions to enhance the civil aviation resilience and address the risks associated with GNSS RFI:

**Draft EUR/NAT-DGCA Conclusion 2025/3 – Addressing Risks associated with GNSS RFI**

That the ICAO Regional Director, Europe and North Atlantic, invite States, regional and international organisations to participate in and actively contribute to the planned joint ICAO EUR/NAT and MID regional event on GNSS RFI to be held in Doha, Qatar, from 18 to 20 November 2025.

*Public Health Events Prevention and Management - CAPSCA*

2.19 The ICAO EUR/NAT Regional Office has continued to support regional coordination through the CAPSCA EUR network by providing guidance, technical assistance, and implementation support to enhance preparedness and response capabilities for managing Public Health Emergencies (PHEs) affecting the aviation sector.

2.20 The 11th annual CAPSCA EUR meeting (CAPSCA EUR/11) was held jointly with CAPSCA MID and hosted by the European Union Aviation Safety Agency (EASA) from 25 to 26 April 2024 in Cologne, Germany. The meeting was preceded by a workshop on 24 April 2024, organized in cooperation with the European Centre for Disease Prevention and Control (ECDC), focusing on preparedness and lessons learned from nine European hub airports. Key highlights of the meeting included:

- a) emphasis on the importance of coordination at the State level between aviation stakeholders and public health authorities. CAPSCA EUR will continue to promote awareness in these sectors through capacity-building activities, technical assistance missions, and crisis management exercises;

- b) States were urged to implement appropriate facilitation measures related to public health events, in line with ICAO Annex 9 provisions; and
- c) contact-tracing challenges experienced during the COVID-19 pandemic were identified as an area for further exploration. To this end, a dedicated joint project team was established with participation from the World Health Organization (WHO) Europe, EASA, ECDC, ICAO EUR/NAT, and MID Regional Offices.

2.21 The CAPSCA EUR activities in 2025 include:

- a) a joint CAPSCA EUR/MID-12 meeting to be hosted in Cairo, Egypt, from 19 to 20 May 2025;
- b) continued work by the contact-tracing project team, in coordination with ECDC, WHO, and EASA;
- c) organization of two CAPSCA Technical Assistance Missions—one in Central Europe and one in the Eastern part of the EUR Region—with ICAO funding;
- d) delivery of regular training sessions (recurrent training) for CAPSCA EUR national focal points; and
- e) ongoing updates to the CAPSCA EUR network on recent outbreaks and the dissemination of relevant guidelines and recommendations.

2.22 The following Conclusion is proposed based on the foregoing discussions:

**Draft EUR/NAT-DGCA Conclusion 2025/4 – Prevention and Management of Public Health Events in Civil Aviation**

That the ICAO Regional Director, Europe and North Atlantic, urge States to take actions as needed to ensure :

- a) the effective implementation of the provisions related to public health contained in Annex 9; and
- b) effective coordination with the national public health authorities in the framework of national air transport facilitation programmes and committees.

*Facilitation and Assistance to Aircraft Accident Victims and their Families (AAAVF)*

2.23 Following the 2024 celebrations marking the Year of Facilitation, the 75th anniversary of Annex 9 — Facilitation, and the 80th anniversary of the Chicago Convention, the ICAO Facilitation Conference (FALC 2025) was held from 14 to 17 April 2025 in Doha, Qatar, under the theme “*Facilitating the Future of Air Transport*”. The Conference aimed to foster collaboration on a global facilitation strategy to enable the aviation sector to adapt to and effectively respond to the rapidly evolving civil aviation landscape.

2.24 Recalling various ICAO Assembly Resolutions and recognizing the impact of recent global challenges, including the COVID-19 pandemic, Ministers and Heads of Delegation attending the Ministerial Segment of the Conference affirmed, through a Declaration on Facilitation of International Air Transport, aviation’s essential role in connecting people, facilitating trade, promoting sustainable development, and contributing to the achievement of the relevant United Nations Sustainable Development Goals (SDGs). The Doha Declaration can be found **here**.

2.25 States, international and regional organizations, industry stakeholders, and other partners were encouraged to take steps towards strengthening global facilitation governance. Emphasis was placed on improving the passenger journey and protecting passenger rights, leveraging innovative technologies, fostering strong inter-agency partnerships, and attracting the next generation of facilitation professionals. Particular attention was drawn to the importance of developing national aviation preparedness plans for managing

communicable disease outbreaks that pose public health risks, to ensure the continuity of safe and efficient aviation operations under all circumstances.

2.26 Recognizing the need for an effective forum for discussion and decision-making on facilitation matters at the regional level, the ICAO Secretariat proposed to broaden the mandate of the existing ICAO EUR/NAT Aviation Security Group (ENAVSECG) to include facilitation topics. Accordingly, at the ENAVSECG/12 meeting in Paris, from 3 to 6 June 2025, the ICAO Secretariat will propose amended Terms of Reference for the group, to be renamed the “EUR/NAT Aviation Security and Facilitation Group” (ENAVSECFALG).

2.27 With respect to Assistance to Aircraft Accident Victims and Their Families (AAAVF), the second ICAO global symposium was held in Haarlem, the Netherlands, from 26 to 28 November 2024. The event provided a valuable platform to strengthen international cooperation and promote the effective implementation of practical measures in this important area. The Symposium featured speakers representing aircraft accident victims and their families, who shared personal experiences, underscoring the significance of timely emergency assistance and addressing the long-term needs of victims and their loved ones.

2.28 The programme included the presentation of relevant ICAO provisions and guidance material, including the introduction of a new Implementation Package (iPack) developed by ICAO on this subject. Best practices were shared by States, airports, and airlines, with a particular focus on the establishment and implementation of national aircraft accident family assistance plans. The Symposium also examined current international assurance and liability regulations applicable to aircraft accidents. Discussions addressed future challenges and next steps, aiming to ensure Member States are equipped with robust frameworks to close existing gaps and support the sustainable development of air transport in this area.

2.29 On the occasion of the International Day for Commemorating Air Crash Victims and Their Families (20 February 2025), the ICAO EUR/NAT Regional Office issued a communication highlighting ICAO’s recent developments in this field. States were invited to share details of any planned commemorative activities, to continue striving for full compliance with relevant ICAO provisions, and to contribute to knowledge-sharing through participation in regional and global initiatives related to family assistance.

2.30 A second regional workshop on AAAVF is being jointly organized by the European Civil Aviation Conference (ECAC) and the ICAO EUR/NAT Office. The event will be hosted by Spain in January 2026 and will build on the outcomes of the first workshop held in Milan, Italy, in February 2023. Additionally, the ICAO EUR/NAT Regional Office has developed content for a dedicated webinar on this topic, which is available to States upon request.

2.31 The Meeting is invited to encourage States to develop and implement national action plans aimed at enhancing their capacity to provide a comprehensive system of assistance to aircraft accident victims and their families. These plans should align with Annex 9, Standard 8.47, and relevant ICAO guidance material. States should document and file their plans using the Universal Safety Oversight Audit Programme – Continuous Monitoring Approach (USOAP CMA) Online Framework (OLF) and the Electronic Filing of Differences (EFOD) System.

2.32 Based on the above, the following Conclusion is proposed:

**Draft EUR/NAT-DGCA Conclusion 2025/5 – Assistance to Aircraft Accident Victims and their Families**

That the ICAO Regional Director, Europe and North Atlantic, invite:

- a) States to commit to establishing and implementing a comprehensive system for the assistance to aircraft accident victims and their families;
- b) States to develop, update and effectively implement comprehensive Corrective Actions Plans to address the related Protocol Questions (6.381 and 6.383) of the Universal Safety Oversight Audit Programme (USOAP); and

- c) States, regional and international organisations to participate in, and actively contribute to the second regional workshop on assistance to aircraft accident victims and their families to be jointly organized by ECAC and the ICAO EUR/NAT Regional Office in Spain in January 2026.

### **3. Action by the Meeting**

3.1 The meeting is invited to:

- a) note the information provided;
- b) amend as necessary and endorse the proposed Conclusions; and
- c) provide directions as deemed necessary.

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