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COMMITTEE B

- Agenda Item 7: Operational safety risks**
7.3: Other implementation issues

**RISK ASSESSMENT FOR CIVIL AIRCRAFT OPERATIONS
OVER OR NEAR CONFLICT ZONES**

(Presented by Secretariat)

EXECUTIVE SUMMARY

This paper presents information on the actions taken by ICAO regarding its work programme on conflict zones and the associated implementation of the risk assessment for civil aircraft operations over or near conflict zones.

1. INTRODUCTION

1.1 In response to the downing of Malaysia Airlines Flight 17 (MH17) on 17 July 2014, the International Civil Aviation Organization (ICAO) undertook several initiatives, the first of which was to host a special high-level meeting on 29 July 2014 with the Directors General of the Airports Council International (ACI), the Civil Air Navigation Services Organisation (CANSO) and the International Air Transport Association (IATA). At the close of the meeting a joint statement was issued expressing both strong condemnation of the use of weapons against a civil aircraft and support for establishing a senior-level task force to address issues related to the safety and security of civil aircraft in airspace flying over or near conflict zones. ICAO subsequently established the Task Force on Risks to Civil Aviation arising from Conflict Zones (TF RCZ).

1.2 As a result of the work of the TF RCZ, advice on the risks for civil aviation of flying over conflict zones at cruising altitudes was initially drafted under the title *Civil Aircraft Operations Over Conflict Zones*. It provided the basis for discussion of this subject at the Second High-level Safety Conference in 2015 (HLSC 2015) and covered the risks from both deliberate and unintentional attacks on civil aircraft. The *Civil Aircraft Operations Over Conflict Zones* (Restricted) document was first published in November 2016 and reissued in April 2017 as Doc 10084 (Restricted).

1.3 The second edition of Doc 10084, under the new name *Risk Assessment Manual for Civil Aircraft Operations Over or Near Conflict Zones*, expands the advice for States, aircraft operators and other service providers regarding the risks from surface-to-air missiles (SAMs) and key risk factors to be

considered for their own risk assessments. The enhanced guidance material in the revised manual is based on existing ICAO provisions and industry practices related to:

- a) responsibilities for States, operators and other service providers within States;
- b) significant regulatory developments and existing practices since the downing of flight MH17 in 2014;
- c) consolidated source material for conducting risk assessments;
- d) risk information sharing mechanisms;
- e) handling of threat and risk information by States and operators; and
- f) existing mechanisms for State-to-operator and/or State-to-State sharing of information.

1.4 To make the guidance material in Doc 10084 more accessible, its classification has been changed from restricted to non-restricted, considering the second edition does not contain any sensitive security information.

2. DISCUSSION

2.1 Document 10084 focuses primarily on the risk posed by long-range SAMs as they are currently considered to pose the most significant risk to civil aircraft operating over or near conflict zones. The decision on whether civil aircraft fly through airspace that could otherwise be considered unsafe relies on various parties involved (i.e. the State responsible for the airspace, aircraft operators, air navigation service providers, the State of the Operator, ICAO, regional civil aviation authorities, and other stakeholders). The second edition of Doc 10084 describes the roles, responsibilities and/or activities of such parties that are largely based on the applicable provisions contained in Annex 6 – *Operation of Aircraft*, Annex 11 – *Air Traffic Services*, Annex 15 – *Aeronautical Information Services*, Annex 17 – *Security*, and Annex 19 – *Safety Management*. Work is also in progress on related amendments in Annex 6, 11, and 15. The manual also takes into consideration the following guidance material in its current form or planned updates: *ICAO Aviation Security Global Risk Context Statement* (Restricted) (Doc xxx), the *Aeronautical Information Services Manual* (Doc 8126), the *Aviation Security Manual* (Doc 8973) (Restricted), the *Air Traffic Services Planning Manual* (Doc 9426), the *Manual concerning Interception of Civil Aircraft (MICA)* (Doc 9433), the *Manual concerning Safety Measures relating to Military Activities Potentially Hazardous to Civil Aircraft Operations* (Doc 9554), the *Safety Management Manual (SMM)* (Doc 9859), the *Air Traffic Management Security Manual* (Doc 9985), and the *Manual on Civil-Military Cooperation in Air Traffic Management* (Doc 10088) (in preparation). The new edition also describes the risk assessment processes leading to final decision-making and provides best practice examples drawn from States and industry.

2.2 As mentioned before, the guidance in the manual is largely based on existing ICAO security and safety-related provisions. This is a new approach that provides consolidated information describing the roles of all parties involved and the existing mechanisms and interactions related to the risk assessment process associated with civil aircraft operation over or near conflict zones.

2.3 Many States, operators and other service providers have implemented the existing provisions supported by Doc 10084; for these parties the manual serves as a reference. For the parties that

have not yet implemented the existing provisions or are in the process of implementing them, the manual provides comprehensive guidelines and existing practices. It should be recognized, however, that based on the different roles of the various parties involved, the availability of resources, the implemented practices and the mechanisms used, there is no one size that fits all.

2.4 The second edition of Doc 10084 is an important milestone for ICAO. Part of the work programme on conflict zones is associated with a number of related future amendments of ICAO provisions. A project management approach is being applied with an important goal of concurrent implementation of security and safety provisions, thereby improving efficiency.

2.5 Initial analysis suggests that preparatory work delivered through a series of regional workshops may be needed to inform States, operators, air navigation service providers and industry parties of the new edition of Doc 10084 and its content. ICAO has promoted the document through (electronic) flyers and/or presentations at appropriate venues and in the Regional Offices as part of the implementation plan for 2018 (see appendix). With the feedback received, ICAO is considering workshops or training exercises depending on the needs identified.

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APPENDIX

RISK ASSESSMENT FOR **CIVIL AIRCRAFT** OPERATIONS OVER OR NEAR CONFLICT ZONES



ICAO

ICAO has improved its framework of requirements and guidance to assist States, operators and air navigation service providers regarding risks from surface-to-air missiles (SAMs) and key risk factors to be considered for their own risk assessments

Come to learn more about these improvements and the new Risk Assessment Manual, Doc 10084, 2nd edition, during the following events:

- **IATA Safety and Flight OPS Conference**
17-19 April 2018, Montréal, Canada
- **IATA AVSEC World Conference**
1 October 2018, Athens, Greece
- **ICAO AVSEC Symposium**
26-28 November 2018, Montréal, Canada



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