



International Civil Aviation Organization

WORKING PAPER

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FOURTEENTH AIR NAVIGATION CONFERENCE

Montréal, Canada, 26 August to 6 September 2024

Agenda Item 3: Air Navigation System Performance Improvement

3.1: Proposals to improve the efficiency of air navigation services contributing to LTAG

CIVIL/MILITARY COOPERATION, A NECESSITY FOR A SEAMLESS AIRSPACE

(Presented by 54 Contracting States², Members of the African Civil Aviation Commission (AFCAC))

EXECUTIVE SUMMARY

This working paper highlights developments relating to civil/military cooperation in the management of airspace used for both military and civil aviation activities in the African and Indian Ocean (AFI) Region. It provides experiences and successes from Angola, Democratic Republic of Congo (DRC), Ghana and South Africa while making reference to the discussions and conclusions reached during AFI Planning and Implementation Regional Group (APIRG/26) on flexible use of airspace (FUA) taking into consideration key civil/ military coordination strategies.

Action: The Conference is invited to:

- take note of the level of civil/military cooperation initiatives already implemented in the AFI Region;
- encourage Member States to consider similar arrangements in their jurisdictions that would facilitate review and reduction of restricted airspaces; and
- encourage ICAO and States to create appropriate forums for high-level civil-military discussions in order to raise awareness of parties about safety risks that prevail in the reduced vertical separation minimum (RVSM) airspaces as a result of failures to comply with RVSM procedures and requirements.

1. INTRODUCTION

1.1 Several regional monitoring agencies (RMA) Reports on reduced vertical separation minimum (RVSM) Airspace Safety, and Collision Risk Assessment indicated cases where lack of adherence to flight levels occurred, including improper flight level crossings. These events were reported to involve civil aircraft for which RVSM capability or approval could not be ascertained due to lack of

¹ English and French versions provided by AFCAC.

² Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cabo Verde, Cameroon, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe.

updates by States, regarding the RVSM Approval Status of the fleets of their operators. Also, several involved aircraft were declared to be undertaking Military or State aircraft operation. These findings highlight the strong necessity for a closer collaboration between all stakeholders including military operating in RVSM airspace, in order to address the issues identified. In this respect, it is important to arrange for appropriate platforms or forum for high-level civil/military discussions to take place in order to raise awareness of parties about safety risks that prevail in the RVSM airspaces as a result of failures to comply with RVSM procedures and requirements.

2. DISCUSSION

2.1 The issue of civil/military cooperation has been discussed over the years in the ICAO Assembly and several resolutions have been formulated on it. For example, at the 37th Session of the ICAO Assembly, held from 28 September to 8 October 2010, the Assembly formulated Resolution A37-15, Appendix O, *"Civil and military air traffic coordination and cooperation"*.

2.2 *Civil/Military Cooperation in Air Traffic Management* (Circ 330), prepared by experts from the civil and military sectors, provides guidance on successful practices in civil/military cooperation and provides examples. It recognizes that successful cooperation requires collaboration based on communication, education, shared relationships and mutual trust.

2.3 The APIRG 20 meeting, held in Yamoussoukro, Republic of Côte d'Ivoire from 30 November to 2 December 2015, formulated Conclusion 20/12 on coordination and civil/military cooperation, which stated that:

In order to facilitate Civil/Military Cooperation, AFI Member States are encouraged to:

- a) consider the application of ICAO indicative elements, including Circular 330 and share these elements with their military counterparts;
- b) adopt a flexible use of airspace (FUA) approach by establishing restricted or dangerous prohibited areas in such a way that they are temporarily established, taking into account the needs of civil aviation;
- c) establish a legal framework to support effective coordination between civil and military authorities;
- d) incorporate the civil/military cooperation element into the training program for both civil and military air traffic services personnel; and
- e) constantly review the existence of prohibited, restricted or dangerous areas in accordance with Recommendation 2/21 of LIM/AFI (1988).

2.4 Angola Experience: Since 2015, there has been an agreement between the air navigation services provider (ANSP) and the Air Force, called "Agreement of Civil/Military Mixed Operations" which represents a big advancement in terms of the framework for cooperation and collaboration on airspace management, as well as mechanisms to ensure a well-organized and effective Search and Rescue service to respond to incidents to ensure safety.

2.5 DRC experience: DRC reported through APIRG/26 WP/03A1 that on 10 September 2021, the National Civil/Military Cooperation Committee met to sign the minimum obstacle clearance (MOC), which was subsequently sent to the Government of the Republic and to ICAO via its Western and Central

Africa (WACAF) regional office. The flexible use of the free zone FZR4 zone through which the air traffic service (ATS) route UA617 passes is an eloquent case of civil/military cooperation in terms of the flexible use of Congolese airspace. As long as no NOTAM is issued restricting operations by civilian users, civilian traffic is authorized to cross this airspace above FL245.

2.6 Ghana's experience: Ghana reported through APIRG/26 WP/03A2 the roadmap and the strategic steps to the formation of the Civil/Military Coordination Committee in 2019 subsequent experiences in its implementation.

2.7 South Africa's experience: In South Africa, the ANSP and its military counterpart, created an Executive engagement platform and one at a senior management level. Together these two entities hold routine meetings at the Executive, and Operational Sub-committee to discuss matters of common interest as well as for information sharing. The initial agreement was signed in the year 2000 and a revised cooperation agreement was signed in July 2023. The agreement's focus was on cooperating and exploring areas within the ATM field by identifying projects in the delivery of the organizations' respective mandates. The airspace should not be designated as either pure civil or military airspace, but rather be considered as a continuum in which all user requirements must be possible. In this regard, the implementation of flexible use of airspace (FUA) took into consideration the following: -

- a) need for civil/military cooperation and coordination;
- b) both entities have a mature understanding of FUA, correct attitude and information regarding both organizations' objectives, continuous contact, and communication at executive and senior management level as well as existence of formal agreements;
- c) the military has given the undertaking that prior to requesting FUA, an operational requirement exists to use the airspace and due consideration will always be given to the impact on other airspace users;
- d) when FUA has been negotiated and agreed upon, the military must be afforded the use of that airspace as agreed. In other words, if the military has reserved airspace, the airspace must be cleared of all other traffic to accommodate the military use;
- e) division of airspace and roles of service providers are documented and clear to all users. civil and military airspace, where in proximity, may be delegated from one organization to another;
- f) the ANSP takes over the provision of the service during closure of military flight information service, after South African air force (SAAF) hours of service;
- g) the military and the ANSP have a joint aerodrome control training agreement in which civilian personnel can be trained in the military training institution. This increases training capacity for both organizations;
- h) the military aerodrome controllers can also validate their ratings in civilian towers;
- i) a high-level agreement was concluded to support a national ATM resource strategy. As part of this strategy, the recruitment tools for both the organizations will be harmonized. Training syllabus for both aerodrome and approach radar control courses will be standardised; and

- j) on-going discussions to ensure ATM system integration, harmonization of capital expenditure and acquisition to avoid duplication in deployment of resources and standardising ATM equipment were feasible.

3. CONCLUSION

3.1 The meeting is invited to take note of the level of civil/military cooperation already implemented in the AFI Region, especially in Angola, Democratic Republic of Congo, Ghana and South Africa as captured through APIRG/26. Member States are urged to consider similar arrangements in their countries that would see all current restricted airspaces reviewed and reduced. Whereas there could be potential and perceived challenges in establishing civil/military cooperation, the successes and experiences shared should motivate Member States to successfully implement the cooperation.

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