



ASSEMBLY — 42ND SESSION

EXECUTIVE COMMITTEE

Agenda Item 22: Other high-level policy issues to be considered by the Executive Committee

FURTHER DEVELOPMENTS ON CRISIS MANAGEMENT PROCESS

(Presented by Brazil and supported by 18 Latin American Civil Aviation Commission (LACAC) Member States¹)

EXECUTIVE SUMMARY

This working paper proposes to improve the integration between national crisis monitoring structures and ICAO global response mechanisms, considering the increasing frequency and complexity of crises affecting civil aviation. Situations such as pandemics, extreme weather and geological events — including hurricanes and volcanic eruptions — as well as logistical blockages and unexpected bankruptcies of operators, reinforce the relevance of aligning national strategies with international response protocols.

Brazil has faced significant crises, such as the pandemics, floods, the suspension of operations by a regional airline. These examples demonstrate how anticipating and sharing operational, meteorological, and logistical data can contribute to effective decision-making during crisis events.

Although ICAO has put forward the proposal for a crisis response framework among other efforts, there are still challenges to overcome in harmonizing actions and coordinating response at the international level.

Action: The Assembly is invited to:

- encourage ICAO to further develop guidance material to include best practices and additional scenarios such as strikes; and
- urge ICAO to promote meetings, online, conferences or workshops to discuss best practices and lessons learned from actual crises management.

<i>Strategic Goals:</i>	This working paper relates to <i>Seamless, Accessible, and Reliable Mobility</i> .
<i>Financial implications:</i>	N/A
<i>References:</i>	Doc 10184, <i>Assembly Resolutions in Force (as of 7 October 2022)</i> A41-WP/102, <i>Establishing an Operative Multiplayer Crisis Management Framework</i> A39-WP/264, <i>Proposal for the Establishment of a Crisis Management Process</i> A41-13, <i>Strategy on disaster risk reduction and response mechanism in aviation</i> . ICAO Crisis Management Framework Document (EUR Doc 031) – Second Edition – 2023

¹ Belize, Bolivia (Plurinational State of), Chile, Colombia, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay, Venezuela (Bolivarian Republic of)

1. INTRODUCTION

1.1 In the past few years, aviation has suffered the consequences of many events originated by natural processes or human intervention, such as terrorism, volcano eruptions, pandemics, accidents and, recently, fire at a major international airport. Such events not only compromise safe operation of air transport system, but also show vulnerabilities which require coordinated, quick and integrated action at all levels: local, national, regional and global.

1.2 Meanwhile, Brazilian aviation has also endured crises evolved from the truck drivers' strike in 2018 which partially blocked the roads and consequently impaired the fuel supply to the airports, massive floods in the southern region of the country (2024–2025) which halted the operations of an international airport and the suspension of operations by a regional airline (2025) that directly affected air operations.

1.3 These scenarios emphasize the need to strengthen the resilience of the aviation sector to crisis events, by means combining anticipation, preparedness, responsiveness and recovery capability. The global nature of aviation demands States to advance beyond isolated responses, envisioning integration with international structures and recognized best practices. The challenge is not confined in emergency response plans elaboration, it involves also effective implementation through harmonized protocols, training and global cooperation. ICAO, in its international role, should further promote the development of the potential to effectively address aviation crisis management issues.

2. DISCUSSION

2.1 ICAO has published Standards and Recommended Practices (SARPs) related to Crisis management in several Annexes, which require provisions for personnel licensing, facilitation, contingency planning for air traffic services, aerodromes, heliports, security and safety management.

2.2 The 39th and 41st Sessions of the ICAO Assemblies brought into attention the need to detail the operational best practices in internal contingency plans for crisis response, for a culture of proactive and predictive approaches to crisis management and for a multilayer crisis management framework.

2.3 European and North Atlantic Office of ICAO prepared a framework document on crisis management which brings valuable insights on crisis management, especially the relationship with risk analysis, although actual procedures are beyond the scope of the document. It also highlights the benefits of international cooperation, such as increased efficiency and harmonised approaches.

2.4 ICAO website brings information about emergency response planning. It encompasses ICAO and industry guidance material and a compendium of States' best practices. However, lessons learned sharing is yet to become a general practice: the amount of information States share therein is still small. Guidance material encompassing actual procedures derived from practical experience are valuable. Since crisis management may involve coordination with stakeholders outside aviation, standardization appears to be better implemented by other means than the SARPs.

2.5 Aviation-specific crisis management course or seminar initiatives are available worldwide, and ICAO offers courses related to risk analysis and crisis management. International cooperation is essential for effectively managing crisis situations and should be promoted through various channels, including conferences, online meetings, and in-person meetings.

3. **CONCLUSION**

3.1 The objective of this paper is to propose a practical approach to improve crisis management in aviation, consolidating existing ICAO policies and addressing to emerging challenges. The strategy includes high level meetings to share lessons learned and compile best practices for different scenarios, the strengthening of cooperation with organizations outside aviation section and continuing update of ICAO Headquarters and Regional Offices guidance material.

3.2 Prioritizing the initiatives of crisis management should also involve the development of standardized international criteria and protocols, formulation of a lessons learned database and encouragement of training on communication in crisis. In addition, it is essential to promote mechanisms of sustainable financing of preparation and response to crisis. These integrated measures are intended to contribute to more resilience and responsiveness capacity of global aviation sector in view of inevitable future crisis events.

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