



**WORKING PAPER**

**ASSEMBLY — 42ND SESSION**

**EXECUTIVE COMMITTEE**

**Agenda Item 18: Capacity Development and Implementation Support – Policy and Activities**

**DEVELOPING MECHANISMS FOR THE RECONSTRUCTION OF  
CIVIL AVIATION IN COUNTRIES AFFECTED BY WARS AND  
GEOPOLITICAL CONFLICTS**

(Presented by Egypt)

**EXECUTIVE SUMMARY**

This paper discusses the measures that can be taken to establish mechanisms for the reconstruction of the civil aviation sector in countries affected by regional conflicts and disputes. The paper highlights ICAO's major role played in managing, structuring and providing support and assistance to countries and areas affected by regional conflicts and disputes, in order to ensure the sustainability of air transport in those areas. Strategies should also be developed to minimize risks and ensure safe and efficient air transport across these regions.

The paper is based on ICAO fundamental principles, namely achieving the safety, security, efficiency and regularity of international air transport. It refers to developing Standards and Recommended Practices (SARPs), creating a forum for cooperation among Member States, promoting the sustainable development of civil aviation, and ensuring that 'No Country is Left Behind'. The paper essentially is predicated on the primary principles enshrined in the Convention on International Civil Aviation (Chicago Convention, Chicago, 1944).

**Action:** The Assembly is invited to:

- a) mandate the ICAO Council to conduct comprehensive studies on the technical status of airports, air navigation facilities and infrastructure in countries affected by conflicts and wars;
- b) consider approving a suite of programmes, initiatives and rapid aid to affected countries to be implemented by Member States or donor organizations and agencies that focus on restoring the technical capabilities of civil aviation to ensure the sustainability and safety of aviation facilities.
- c) invite Member States to provide assistance and support to countries affected by conflicts and disputes, under the technical supervision of ICAO.

*Strategic  
Goals:*

This working paper relates to the following Strategic Goals: *Every Flight is Safe and Secure, Aviation Delivers Seamless, Accessible and Reliable Mobility for All, No Country Left Behind, The Economic Development of Air Transport Assures the Delivery of Economic Prosperity and Societal Well-Being for All, and The International Civil Aviation Convention and other Treaties, Laws and Regulations address all Challenges.*

<sup>1</sup> Arabic version provided by Egypt.

<i>Financial implications:</i>	The ICAO activities referred to in this paper shall be subject to availability of resources in the 2026-2028 Budget or voluntary contributions, as appropriate.
<i>References:</i>	Doc 7300, <i>Convention on International Civil Aviation</i> , signed at Chicago on 7 December 1944 and amended by the ICAO Assembly Doc 8632, <i>ICAO's Policies on Taxation in the Field of International Air Transport</i> Doc 9587, <i>Policy and Guidance Material on the Economic Regulation of International Air Transport</i>

## 1. INTRODUCTION

1.1 In light of accelerating political and economic crises and tensions across the world, risks threatening global economy are becoming increasingly more complex and impactful, affecting all economic sectors. The international aviation sector is currently facing major difficulties as well as operational risks due to the consequences of conflicts, disputes, wars and geopolitical tensions around the world. The most prominent risk the sector is currently facing lies in the sharp fluctuation of airspace closure in many countries, the subsequent increase in air traffic in other airspaces, the decommissioning of airports in several states, and the destruction of aviation infrastructure in other regions. As a result, the aviation sector needs to adopt flexible and innovative strategies to ensure the safety and sustainability of air transport.

## 2. THE IMPACT OF GLOBAL CONFLICTS AND DISPUTES ON INTERNATIONAL AIR TRANSPORT

2.1 **Impact on safety and security:** Civilian aircraft in conflict zones face the risk of being accidentally hit or targeted, in addition to the increased likelihood of being exposed to terrorist operations or hijacking.

2.2 **Impact on air navigation:** Tensions and conflicts lead to the closure of airspace in countries torn by conflicts. Closure can sometimes extend to neighbouring airspace, which impacts international air traffic in those areas and increases the burden on countries to which routes are diverted, and which are expected to secure international air navigation.

2.3 **Economic impact:** Aviation sector is a key driver of economic development in countries, being one of the main pillars of national income. In conflicts areas where air traffic comes to a halt, states are deprived of revenues from airports, air navigation services or air carrier operations.

2.4 **Impact on infrastructure:** Airports, roads leading to airports, and air navigation facilities are commonly exposed to destruction, which leads to the decommissioning of airports and subsequent paralysis of air navigation services, radar systems and communications, which impairs the regularity and safety of air traffic.

2.5 **Impact on air transport:** Air traffic often faces disruption as a result of flight cancellation or diversion, the high cost of insurance coverage for air operators and passengers' receded level of confidence in traveling to conflict areas. That, in turn, leads to a plummet in demand for aviation, upsets travel plans to those areas and disrupts the airline network of air carriers (connectivity), which is one of the most prominent indicators of the strength and efficiency of the air transport industry. It is noteworthy that imposing flight bans and airports going out of service in conflict areas leads to severing connectivity among cities and capitals of the world, regional hub airports exiting the global map of air transport and causes a drop in the growth rate of passenger and cargo traffic (traffic growth). That is reflected in statistical

indicators from those areas, namely through air operators reducing their destinations, and the efficiency of connectivity in terms of flight time and the number of stops.

2.6 **Humanitarian repercussions:** Tensions result in the disruption of air transport, which leads to difficulty in evacuating civilians or nationals from these areas, and hinders the delivery of humanitarian aid, medicine and food by air.

### 3. THE ROLE OF ICAO IN ASSISTING WAR-TORN COUNTRIES

3.1 The Convention on International Civil Aviation (Chicago Convention) laid down the basic principles that governments must respect in developing their international air transport network in a regular, efficient, harmonious and sustainable manner. The *status quo*, triggered by geopolitical tensions and conflicts, makes it incumbent on ICAO to address, promptly and with no delay, the hazards threatening the safety of air transport in those regions through setting up advisory bodies and activating the role of ICAO Council as an elected mediator, representing all regions of the world. That will further enhance ICAO Council legitimacy in:

- a) considering the adoption of a set of rapid programmes and accelerated initiatives that focus on restoring civil aviation capabilities to ensure safety, with a focus on communicating with donors and Member States to provide financial and technical support to countries;
- b) working, through the Organization, on providing the necessary air navigation services, restructuring airports and infrastructure, and rehabilitation of personnel to ensure safe and regular operations;
- c) coordinating with the United Nations and international organizations so as to secure air corridors for the delivery of humanitarian aid; and
- d) building awareness of the importance of safety and security in the air transport sector.

### 4. RECOMMENDATIONS

- a) Establishing specialized technical committees, through the ICAO Council, to prepare reports on the technical status of airports and air navigation facilities in affected countries to identify available capabilities and resources required for the reconstruction of the sector;
- b) Developing implementation plans and resource mobilization mechanisms (i.e., a roadmap) for the reconstruction of the sector, to be presented to the ICAO Assembly for necessary action, which consists of establishing relevant technical committees to assess the damage, determine priorities and develop a plan indicating required priorities and expenditures;
- c) Rebuilding the human resources and training technical personnel to manage the sector in a safe and sustainable manner;
- d) Facilitating funding and international partnerships by liaising with donors and providing support through ICAO, the World Bank (WB), the United Nations Development Programme (UNDP), the International Monetary Fund (IMF), among others, as well as

providing debt relief or debt rescheduling programmes, and encouraging the private sector to invest in the aviation sector in countries affected by wars to accelerate reconstruction and reduce the pressure on government funding;

- e) Updating policies and laws that help countries establish legal and regulatory frameworks for the civil aviation sector, in line with international standards through specialized committees to oversee the implementation and application of aviation safety regulations, especially in the reconstruction phase; and
- f) Working to reintegrate war-torn countries into the global aviation system by gradually reopening their airspace, ensuring their compatibility with regional and international aviation networks, supporting their accession to new international agreements and seeking to activate their membership in ICAO's specialized committees.

## 5. CONCLUSION

5.1 In view of ICAO's principles and the objectives upheld by the United Nations, Egypt underlines the need for the Organization to undertake its role in the reconstruction of the civil aviation sector in countries affected by regional conflicts and wars, so that 'No Country is Left Behind'.

5.2 The ICAO Council should undertake its responsibilities in the redevelopment of countries affected by regional conflicts and wars.

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