



ICAO

International Civil Aviation Organization  
North American, Central American and Caribbean Office

WORKING PAPER

NACC/WG/10 — WP/10

14/08/25

**Tenth North American, Central American and Caribbean Working Group Meeting (NACC/WG/10)**

Tulum, Quintana Roo, Mexico, from 8 to 12 September 2025

**Agenda Item 4: Presentation of NACC/WG Task Forces**

**REPORT OF THE FIFTH NAM/CAR REGIONAL CONTINGENCY AND EMERGENCY PLANNING AND RESPONSE MEETING (NAM/CAR/CONT/5)**

(Presented by the Secretariat)

<b>EXECUTIVE SUMMARY</b>	
This Working Paper provides information of the outcomes from the Fifth NAM/CAR Regional Contingency and Emergency Planning and Response Meeting (NAM/CAR/CONT/5) and request support to enhance the NACC contingency planning and support strategy.	
<b>Action:</b>	Suggested actions are included in Section 6
<i>Strategic Objectives:</i>	<ul style="list-style-type: none"><li>• Safety</li><li>• Air Navigation Capacity and Efficiency</li></ul>
<i>References:</i>	<ul style="list-style-type: none"><li>• Annex 11 – Air Traffic Services</li><li>• Caribbean Region Air Traffic Management Contingency Plan</li><li>• Final Report of the Third GREPECAS–RASG-PA Joint Meeting /Twenty-first Meeting of the Caribbean and South American Regions Planning and Implementation Group (GREPECAS/21). Santo Domingo, Dominican Republic, 14 to 17 November 2023</li><li>• Summary of Discussions of the Fifth NAM/CAR Regional Contingency and Emergency Planning and Response Meeting (NAM/CAR/CONT/5). Mexico City, Mexico, 13 to 16 May 2025</li></ul>

**1. Introduction**

1.1 Air Navigation Services (ANS) contingency planning and response remains a pressing topic for the NAM/CAR Regions, maintaining a priority status for ICAO global implementation support initiatives.

1.2 In addition to the normal challenges to the continuity of services, the introduction of more complex operations and the occurrence of new type of security threats for our Region, emphasize the importance of comprehensive contingency planning frameworks and regional collaboration.

1.3 ICAO NACC Regional Office maintains a continuous support strategy, focused on the development and implementation of contingency plans, aligned with ICAO requirements and industry best practices.

## **2. Background**

2.1 Since the Fourth NAM/CAR Air Navigation Implementation Working Group Meeting (ANI/WG/4), held in Miami, United States, from 21 to 24 August 2018, the ICAO NACC Regional Office has been implementing a Caribbean Regional Contingency Planning and Response strategy, to enhance the resiliency of air navigation systems capabilities to address the disruption, or potential disruption, of Air Traffic Services (ATS) and related supporting services in the CAR Region.

2.2 As part of this strategy, the ICAO NACC Regional Office organizes the NAM/CAR Regional Contingency and Emergency Planning and Response Meeting, which takes place annually before the starting of the hurricane season. The main purposes of this meeting are: follow-up for review and update the ATS contingency plans for States and Territories of the CAR Region; inform on any activity undertaken regarding the regional planning and response to contingencies; and make the necessary arrangements to prepare for the upcoming hurricane season.

## **3. Guidance material on contingency planning and response for air navigation services**

3.1 To comply with Decision GREPECAS/21/09 – *ACTIONS TO STRENGTHEN CONTINGENCY PLANNING IN THE CAR/SAM REGIONS*, and to be able to strengthen the planning and preparation of States in contingency and crisis management, a Special Implementation Project (SIP) was approved by the ICAO Air Navigation Bureau to develop guidance material for Air Traffic Management (ATM) contingency planning, to enhance regional guidance for Level 1 (internal State plans dealing with internal/domestic coordination actions for the Air Navigation Services Providers (ANSPs)) and Level 2 (bilateral contingency plans involving two or more States) contingency plans.

3.2 The project was completed with the support of two subject matter experts (SMEs), from the Air Navigation Cuban Company (Empresa Cubana de Navegación Aérea (ECNA)), Mr. Silvio Michelena, and the Central American Corporation of Air Navigation Services (COCESNA), Mr. Pablo Luna, respectively. The 2 SMEs combined extensive experience in the planning and implementation of air navigation systems and operational deployment of services.

3.3 The project produced two deliverables:

- 1) Guidance material Contingency Planning and Response for Air Navigation Services  
<https://www2023.icao.int/NACC/Documents/Meetings/2025/NAMCARCONT5/CONT5-Workshop-D01en.pdf>
- 2) Aspects to consider for Improving the Resiliency of Air Navigation Systems  
<https://www2023.icao.int/NACC/Documents/Meetings/2025/NAMCARCONT5/CONT5-Workshop-D02en.pdf>

3.4 The guidance material addresses the contingency planning since the design of the ANS facilities or services, outlining strategies to strengthen system resilience, communication protocols, and criteria for implementing operational and recovery measures. It also emphasizes the importance of bilateral agreements and protocol socialization, fostering a coordinated, effective response to maintain the safe flow of air traffic, even under challenging conditions.

3.5 Funded by the RLA 09801 Multi-Regional Civil Aviation Assistance Programme (MCAAP) project, a training package was developed and facilitated by the 2 SMEs, to disseminate the guidance material.

#### **4. Fifth NAM/CAR Regional Contingency and Emergency Planning and Response Meeting (NAM/CAR/CONT/5)**

4.1 The Fifth NAM/CAR Regional Contingency and Emergency Planning and Response Meeting (NAM/CAR/CONT/5) was held at the ICAO NACC Regional Office in Mexico, City, Mexico, from 13 to 16 May 2025. The NAM/CAR/CONT/5 was chaired by Mr. Ricardo Martínez, Director of Operations of ECNA, attended by 21 States/Territories from the NAM/CAR Regions and one International Organization, totalling 66 delegates.

4.2 The Meeting started with a 2-day workshop on Air Navigation Services (ANS) Contingency Planning and Response, referenced in Section 3 above.

4.3 Objectives of the workshop were to provide guidance to:

- understand the conceptual, regulatory, and operational framework of contingency planning concerning Air Navigation Services (ANS).
- develop capabilities to identify realistic scenarios that affect normal operations and consider appropriate contingency measures for each event.
- use tools and promote contingency actions that allow air operations to continue to meet safety requirements defined for each Air Navigation Service Provider (ANSP).
- strengthen the skills of personnel involved in ANS management to respond effectively to emergency situations.

4.4 Participants to this workshop were able to:

- a) enhance understanding and harmonizing concepts to define what constitutes a contingency in the context of CAR Region Air Traffic Services (ATS).
- b) identify the main types of events that can affect the normal provision of ANS.
- c) recognize the life cycle of a contingency in the context of the most recurrent events in the CAR Region.
- d) relate planning levels and hierarchies established by ICAO and their application at the national, interstate, and regional levels.
- e) understand the role of emergency response plans as an essential complement to contingency procedures.

4.5 Recommendations of the workshop are included in the **Appendix A**.

4.6 The Meeting conducted an evaluation of impact and response of contingencies faced in 2024. The Secretariat was requested to create a repository of points of contact to address air navigation contingencies in the CAR Region, as well as procedures for their periodic updating.

4.7 Attention was drawn to the lack of information on failures caused by planned and unplanned maintenance that have a significant and unexpected impact due to the re-routing of traffic through different Flight Information Regions (FIRs) that were not prepared to receive an additional traffic load. Although procedures have been established in letters of agreement and contingency matrices have been agreed upon, these are not consistently applied by supervisors in the corresponding control centres.

4.8 Several States/ANSPs presented cases of contingencies related to the upgrade of their systems, both software and hardware. The attention of ANSPs, whose systems are undergoing scheduled maintenance, was emphasized.

4.9 The Meeting also reviewed the CAR Region ATM Contingency Plan. The purpose of the CAR Region ATM Contingency Plan is to provide guidance and promote a regional harmonized response to contingencies that affect or may affect continuous provision of ATS in the CAR Region, and provide guidelines for the development of contingency planning based on conclusions and decisions by the CAR/SAM Planning and Implementation Regional Group (GREPECAS) and the North American, Central American and Caribbean Working Group (NACC/WG). The Meeting agreed to develop and implement a communications plan to adequately disseminate the content of the Plan and promote regional support.

4.10 As a result of the deliberations and comments from the meeting, 2 Conclusions were produced, which are included in **Appendix B**.

## **5. Conclusions**

5.1 The ICAO NAM/CAR contingency planning and support activities need to be enhanced, adapting to more complex events and circumstances, in order to provide updated guidance and adequate support. The recommendations from the Air Navigation Services (ANS) Contingency Planning and Response Workshop provides invaluable information to tailor future activities.

5.2 Despite the ICAO NACC efforts to implement the Caribbean Regional Contingency Planning and Response strategy, States have limited information about these efforts. A revised strategy is required to better communicate ICAO NACC Regional efforts and promote engagement.

5.3 Contingency planning a response maintains a priority status for ICAO global implementation support initiatives, through which significant resources can be obtained. NAM/CAR Region States need to recognize this opportunity and make the most of it.

**6. Suggested actions**

6.1 The Meeting is invited to:

- a) Endorse the recommendations of the Air Navigation Services (ANS) Contingency Planning and Response Workshop included in Appendix A and request the Secretariat to plan for another workshop in 2026.
- b) Support the Conclusions of the Conclusions of the Fifth NAM/CAR Regional Contingency and Emergency Planning and Response Meeting (NAM/CAR/CONT/5) included in Appendix B and request the Secretariat to update the CAR Region ATM Contingency Plan as required.
- c) Suggest any other action deemed necessary.

-----

**APPENDIX A**  
**AIR NAVIGATION SERVICES (ANS) CONTINGENCY PLANNING AND**  
**RESPONSE WORKSHOP RECOMMENDATIONS**

1. In 2019, an ICAO-organized workshop was held in Tegucigalpa to develop national and regional contingency plans, with positive results. Given the lessons learned over the years, the evolution of state and regional ANS, and the evolving risks and threats, it is considered essential to hold another workshop in the region for 2026 to review and update these plans. The participation of Central American States, COCESNA, adjacent States and ANSPs to the Central American Flight Information Regions FIR, ICAO, and other stakeholders such as IATA, CANSO, etc. is necessary
2. ANSPs should consider conducting contingency rehearsals, table-top exercises and/or contingency simulations, including the integration of multidisciplinary personnel from critical areas, not only Air Traffic Control (ATC).
3. Guidance material to enhance resiliency of ANS for the CAR Region developed for the Workshop should be made available to States as a reference for the methodology for developing and updating contingency plans.
4. States are recommended to take preventive actions to ensure the continuity of ANS, especially the training of sufficient number of operational and technical staff, as well as increasing CNS equipment, to address contingencies.
5. States are recommended, as reflected in the operational Letters of Agreement (LoAs) between adjacent Area Control Centres (ACCs), to conduct an analysis of each contingency situation and to share the results with the adjacent FIRs that were affected. States are also encouraged to share these analyses with ICAO NACC Regional Office, thereby creating a regional repository for identifying recurring problems and solutions applicable to all.
6. Consider extending the duration of the workshop and addressing specific points identified as the main challenges for contingency management at the regional level.
7. It is recommended to consider addressing human factors aspects of contingency management in upcoming workshops.
8. It is recommended to motivate and provide guidance to States to integrate personnel from different areas of the ANS into the Collaborative Decision-Making (CDM) process for contingency management.
9. The importance of integrating multidisciplinary teams in contingency planning and management, as well as the integration of stakeholders that provide support services to the air navigation system is emphasized.
10. States are urged to rehearse and test their contingency procedures with personnel involved in operations.
11. States are urged to review and update their contingency plans and harmonize them based on what was agreed upon in operational letters of agreement between adjacent control centres.

**APPENDIX B**  
**Conclusions of the Fifth NAM/CAR Regional Contingency and Emergency Planning**  
**And Response Meeting (NAM/CAR/CONT/5)**

<b>CONCLUSION</b> NAM/CAR/CONT/5/01		<b>REVIEW AND ANALYSIS OF AIR NAVIGATION SERVICES (ANS) CONTINGENCIES</b>
<b>What:</b> That, by the NAM/CAR/CONT/6 meeting:  a) States/Territories and International Organizations, responsible for the provision of ANS in the NAM/CAR Regions, continue working collaboratively, evaluating current and possible threats to the provision of these services, improving the regional resilience of civil aviation;  b) States, Territories and International Organizations providing air navigation services in the CAR Region share information on contingencies and limitations faced, including determination of root causes and implementation of corrective measures; and  c) the ICAO NACC Regional Office:  I. create a repository of points of contact to address air navigation contingencies in the CAR Region II. collect information to create a database with the main contingencies that occurred in the Region. III. analyse the different contingencies that occurred and provide recommendations to improve the resilience of the ANS and Airports system of the Region. IV. consult with airspace and service providers about the impact of contingencies occurring in adjacent airspace.	<b>Expected impact:</b>  <input type="checkbox"/> Political / Global <input checked="" type="checkbox"/> Inter-regional <input type="checkbox"/> Economic <input type="checkbox"/> Environmental <input checked="" type="checkbox"/> Operational/Technical	

<b>Why:</b> To enhance the resiliency of the NAM/CAR aviation system	
<b>When:</b> Report to the NAM/CAR/CONT/6	<b>Status:</b> <input checked="" type="checkbox"/> Valid / <input type="checkbox"/> Superseded / <input type="checkbox"/> Completed
<b>Who:</b> <input checked="" type="checkbox"/> States <input checked="" type="checkbox"/> ICAO <input checked="" type="checkbox"/> Other:	International Organizations, responsible for the provision of ANS in the NAM/CAR Regions and States, Territories and International Organizations providing air navigation services in the CAR Region

<b>CONCLUSION/DECISION</b> NAM/CAR/CONT/5/02		<b>UPDATE OF THE CAR REGION AIR TRAFFIC MANAGEMENT (ATM) CONTINGENCY PLAN</b>
<b>What:</b> That, as the need to review and update the regional planning document to ensure adequate response and consistent stakeholders' engagement is evidenced, the Secretariat:  a) take the necessary steps to review and, if necessary, update the CAR Region's ATM Contingency Plan to ensure that it is properly harmonized and suitable as a reference for contingency planning and response in the CAR Region; and  b) develop and implement a communications plan to adequately disseminate the content of the Plan and promote regional support and report it to the NAM/CAR/CONT/6	<b>Expected impact:</b>  <input type="checkbox"/> Political / Global <input checked="" type="checkbox"/> Inter-regional <input type="checkbox"/> Economic <input type="checkbox"/> Environmental <input checked="" type="checkbox"/> Operational/Technical	

<b>Why:</b> To ensure the CAR Region ATM Contingency Plan remains a valid guidance to address regional planning	
<b>When:</b> NAM/CAR/CONT/6	<b>Status:</b> <input checked="" type="checkbox"/> Valid / <input type="checkbox"/> Superseded / <input type="checkbox"/> Completed
<b>Who:</b> <input type="checkbox"/> States <input checked="" type="checkbox"/> ICAO <input type="checkbox"/> Other:	