



**International Civil Aviation Organization**  
South American Regional Office  
**Virtual Meeting with the Civil Aviation Directors  
of the South American Region**  
(Lima, Peru, April 2020)

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**Agenda Item 2: Presentation of initiatives for recovery and actions taken by States**

**PROPOSED STRUCTURE OF A PHASED REACTIVATION PLAN FOR  
INTERNATIONAL CIVIL AVIATION IN LATIN AMERICA**

(Prepared by Aerocivil of Colombia)

**SUMMARY**

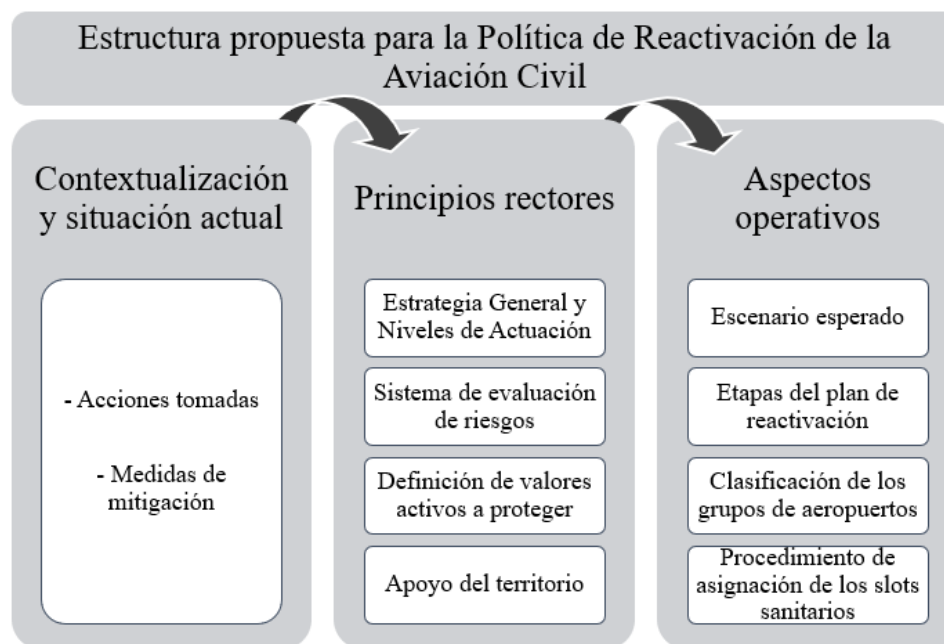
This working paper presents the structure of a Civil Aviation Reactivity Policy in Colombia, as a strategy for efficient, safe, and gradual resumption of scheduled air transport of passengers, understanding the current situation, defining guiding principles, and stipulating operational aspects for the operation of air transport during the reopening phase. This proposal could support the development of comprehensive actions for joint reactivation of air transport in the Latin American context, allowing other States to take note of our line of thought. The objective inside our country is to facilitate decision-making, interact with health authorities, and recover the trust of air transport users, also contributing to an orderly and safe recovery of the decisive role of civil aviation following the crisis.

<b>ICAO strategic objectives</b>	<ul style="list-style-type: none"><li>- Safety</li><li>- Security and facilitation</li><li>- Environmental protection and sustainable development of air transport</li></ul>
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**1. INTRODUCTION**

1.1. The implementation of comprehensive actions for joint reactivation of air transport in Latin America begins with a common scenario that allows for risk mitigation. To that end, the common lines of action include the development of a phased reactivation plan for international civil aviation in Latin America.

1.2. Accordingly, Colombia developed a Civil Aviation Reactivation Policy as a strategy to resume scheduled air transport of passengers, ensuring an efficient, safe, and gradual resumption of the service, understanding the current situation, defining guiding principles and stipulating operational aspects for the operation of air transport during the reopening phase, as described in the following illustration:

*Illustration 1. Structure of the reactivation plan*

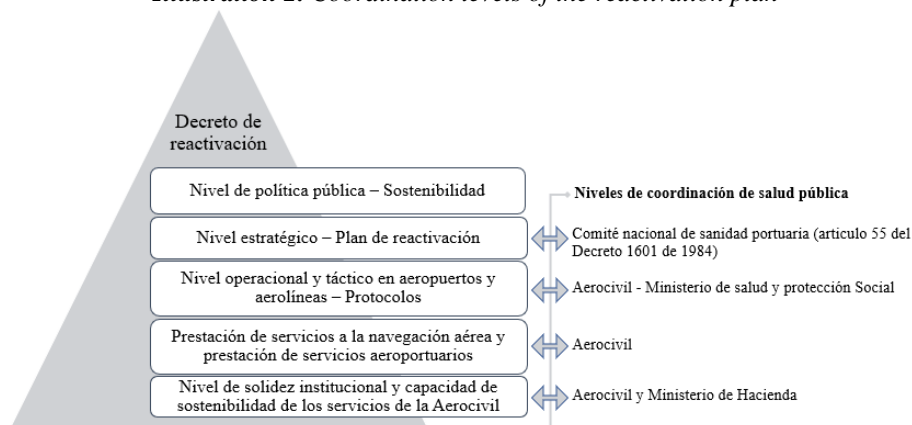
1.3. The reactivation plan becomes a living document that allows for discussions and contributions, providing a vision to the actors and the government for the definition of actions concerning reactivation and COVID-19.

## 2. DISCUSSION

2.1. It was first necessary to put in context the action taken by the government to face the crisis, highlighting the decisions that affected air transport and the measures taken to mitigate health and economic impacts.

2.2. Subsequently, actions under the reactivation strategy were defined in order to know their interactions, defining responsibilities and facilitating communications and decision-making. Note is taken of the role played by the National Port Health Committee, an agency engaged in sanitary control at all port terminals, the role of the aviation authority as the point of contact between air transport and health authorities, and the role of the service provider in terms of the response capacity in the reactivation plan, safeguarding air navigation safety and efficiency levels and taking into account that the entire national airspace system must follow the biosafety protocols established for these services.

Likewise, the way in which the various airport service operators would have to respond to the reactivation and the defined protocols was specified. The coordination levels proposed for the reactivation plan are described in the following graph:

**Illustration 2. Coordination levels of the reactivation plan**

2.3. Thirdly, the way was defined in which the level of risk of COVID-19 at each airport should be assessed on an on-going basis, using a risk assessment system that constantly assesses dissemination likelihood variables, domestic and international travel volumes, flight occupancy levels, statistics and airport reports, and the effectiveness of current preparation and response measures. This allows the reactivation plan to become a dynamic instrument for expediting decision-making through risk mitigation and the leveraging of opportunities.

2.4. Fourthly, the values to be pursued through the decisions made in the reactivation plan were defined. It was highlighted that PEOPLE are the most important element for the reactivation of the system. Thus, ensuring biosafety conditions for all the aviation community is essential. Likewise, the values of solidarity, responsible travel, support, and communication are essential for restoring the trust of air transport users and governments, while supporting in an orderly and safe manner the decisive role of civil aviation in the global recovery following the crisis.

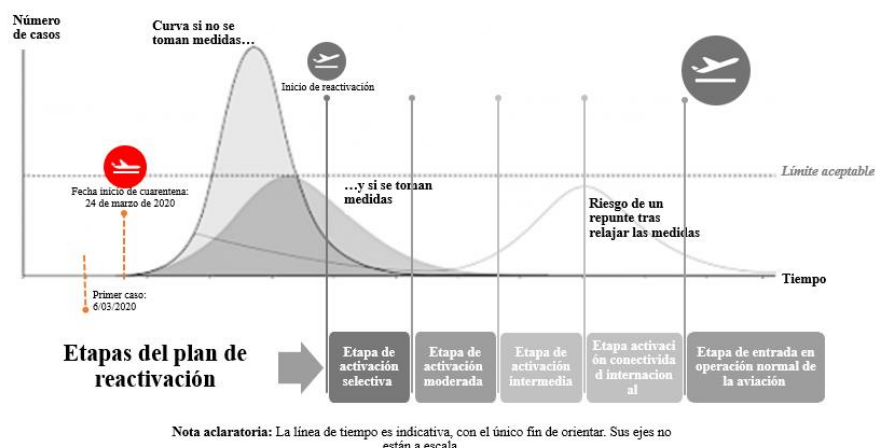
2.5. In the fifth place, note was taken of the need to have the support of the territories and their authorities, by communicating the action to be taken for reactivation, biosafety protocols and the economic importance of connecting the regions, meeting the corresponding health standards.

2.6. Regarding operational aspects, the reactivation plan defines a series of stages aimed at gradually restoring normal operating and market conditions, like those that prevailed prior to the pandemic. The sector would thus be sending a powerful message to the community in the sense that robust and respectful social distancing measures would be taken to make sure that air transport does not contribute to spreading the disease, following the models of China, Korea and other States in which they have been effective.

2.7. The plan seeks to generate trust among the public and potential travellers, gradually activating aviation so that, once restarted, operations will not be suspended again.

2.8. In order to illustrate the reactivation stages set forth in the plan, a simulation was run of each stage, in comparison with projected curves for pandemics in which governments took citizen isolation measures. The purpose was to plot the points where risk levels would need to be assessed for decision-making, based on the operational model of the proposed air transport reactivation plan.

*Illustration 2. Stages of the reactivation plan*



2.9. The stages of the plan are as follows:

- i. **Selective activation stage**, in which the air transport service is available within the **first curve of the pandemic**, with strict health control of flights and points of origin and destination, in coordination with the health authority. Flights are offered on priority routes to provide basic mobility to users and the general public.
- ii. **Moderate activation stage**: This is a stage for regaining the trust of passengers, in which the underlying issues identified in the previous stage will be resolved. It allows for the recovery of a number of processes that had been deactivated, and some of the exemptions from aviation regulations granted will be eliminated. The number of airports operating in sanitary slots will be increased, and those that had been operating in the previous stage will have their slots increased.
- iii. **Intermediate activation stage**: After verifying the pandemic contention status and the recommendations of the health authority, aircraft seats will be offered to tour operators managing group packages by air, or selectively to other destinations or charter flights, in coordination with tour operators, and controlling the number of people being transported. Airports will have public, restaurant and other service areas exclusively for passenger use. Access to terminal areas will continue to be restricted, applying social distancing measures. Some services associated to tour operations will be activated.
- iv. **International connectivity activation stage**: Based on an assessment of the pandemic, prevention measures will be applied to international passengers arriving into the country, and some origins will be selectively enabled provided their COVID-19 contention level is authorised by the health authority of Colombia, in coordination with Aerocivil. International routes will be opened, by country of origin-destination, following a study and mutual agreement with the authorities of the respective country. Specific routes with those States between city pairs will be enabled, and migration and sanitary controls that had been operating for aircraft, crews, and passengers during the initial stage of the pandemic will be activated.
- v. **Resumption of normal aviation operations stage**: Once the national health authority has assessed pandemic control in Colombia and after verifying international risks associated with COVID-19 in the countries of origin in the global context, aviation regulatory provisions will be reactivated, maintaining the commitment of civil aviation to public

health by improving medical services at airports and other controls that may be established with health authorities, thus returning to normal conditions.

2.10. All this process is consistent with the ‘Full State-airport coordination’ statement: All airports will be subject to operational control and will require the allocation of slots for their operation, which we have called “sanitary slots”

2.11. The “sanitary slot” balances passenger biosafety processing capacity at the airports in the country with air operations, in order to avoid congestion and keep more precise control of passengers. This allows for balancing the demand for operations with airport capacity, in a system serving small cities with limited resources.

2.12. Airport groups were also classified based on prioritisation criteria, taking into account the importance of the airport in terms of number of passengers, and the importance of air connectivity for the region or city.

2.13. For the first criterion, airports that moved more than 2 million passengers in 2019 (see Table 1) are defined as priority airports, and for the second criterion of regional importance, two variables are used: the number of routes from the airport, and the distance to each of the four major cities of Colombia. Thus, an airport has “high” priority based on the number of routes if it is served by one route, “medium” priority if it is served by two to three routes, and “low” priority if it has four or more routes (see table 2).

*Table 1. Priority airports by routes or market*

Airport	City	Passengers per airport
BOG	Bogotá	23,223,364
MDE	Ríonegro - Antioquia	7,410,307
CTG	Cartagena	4,688,169
CLO	Cali	4,586,292
BAQ	Barranquilla	2,431,015
SMR	Santa Marta	2,329,607
ADZ	San Andrés - Isla	2,275,190

*Table 2. Prioritisation of airport based on lack of connectivity and distance*

Airport	City	Minimum distance	Priority by distance	Routes	Priority by routes	Priority
9DI	San Felipe	832	High	1	High	High
ACD	Acandí	314	High	1	High	High
BSC	Bahía Solano	202	High	1	High	High
CRU	Carurú	505	High	1	High	High
EJA	Barrancabermeja	210	High	1	High	High
LMC	La Macarena	272	High	1	High	High
MFS	Miraflores - Guaviare	434	High	1	High	High
MTS	Mitú	566	High	1	High	High
PVA	Providencia	770	High	1	High	High
RCH	Ríohacha	218	High	1	High	High
SVI	San Vicente Del Caguán	244	High	1	High	High
TAP	Leticia	1,083	High	1	High	High
TLU	Tolú	226	High	1	High	High
TME	Tame	331	High	1	High	High

2.14. An airport is considered to be high priority if both its priority by distance and priority by routes are classified as “high”.

2.15. The National Port Health Committee will specify which airports are open to the public, based on health considerations. From those airports defined by the National Port Health Committee, airports to open for operations will be selected based on the availability defined by the Operational System Secretariat. They will be prioritised as follows:

- i. **GROUP 1:** Airports that moved more than 1.5 million passengers in 2019. They move to the selective activation stage.
- ii. **GROUP 2:** Airports that moved more than 1 million passengers in 2019, airports that moved more than 100,000 passengers and were assigned “high” priority based on distance.
- iii. **GROUP 3:** The remaining airports with scheduled operations. Airports that must contribute to the system in the intermediate activation stage. (See table 5.)
- iv. **GROUP 4:** Airports serving general and sport aviation and with minimal or no commercial activity.

Within the operating schedule of the airport, sanitary slots will be distributed as follows:

*Table 1. Sanitary slots*

<b>Airport GROUP</b>	<b>Selective activation</b>	<b>Moderate activation</b>	<b>Intermediate activation</b>	<b>International connectivity activation</b>	<b>Normal operation</b>
El Dorado airport	5 slots/hour	10 slots/hour slot	15 slots/hour	As per declared capacity	Slot RAC 3 where applicable
Group 1	2 slots/hour	4 slots/hour	6 slots/hour	As per declared capacity	Slot RAC 3 where applicable
Group 2	NO	2 slots/hour	4 slots/hour	6 slots/hour	Slot RAC 3 where applicable
Group 3	NO	NO	2 slots/hour	4 slots/hour	Slot RAC 3 where applicable
Group 4	CLOSED	CLOSED	CLOSED	OPEN	OPEN
Other	CLOSED	CLOSED	CLOSED	OPEN	OPEN

2.16. Lastly, a sanitary slot allocation procedure was defined, based on the sanitary capacity of the airport, that is: the number of airport sanitary slots/hour multiplied by the number of hours during which said airport is open.

2.17. Routes and frequencies will be defined according to the sanitary and airport capacity of each airport, ensuring service continuity above all, based on two main objectives: to serve areas where air transport is the natural means of transportation to access production centres, and to provide a safe service on the main air transport routes for both the aeronautical community and the communities it serves.

2.18. Accordingly, for the selection of priority airports and routes, a prioritisation mechanism will be applied based on access to the regions and domestic connectivity.

2.19. Operators will have the same share in each route (and time slot) as in 2019. Operators may exchange sanitary slots in terms of frequencies and routes. If, as a result of such exchange, an operator obtains the monopoly over a route, the authority shall approve this exchange.

### **3. SUGGESTED ACTION**

3.1. The Virtual meeting with the civil aviation directors of SAM States is invited to:

- a) take note of the information presented in this working paper;
- b) recommend the need to develop a phased reactivation plan for international civil aviation in Latin America;
- c) take note of the structure of the reactivation plan of Colombia so that it may provide civil aviation authorities a common vision to be used as a frame of reference;
- d) provide feedback on these guidelines and share with Colombia the experience of the States of the region;
- e) request the ICAO SAM Office to incorporate the objectives of this reactivation plan into the work of the teams.

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