



DIRECTORS GENERAL OF CIVIL AVIATION-MIDDLE EAST REGION

Third Meeting (DGCA-MID/3) (Doha, Qatar, 27-29 April 2015)

Agenda Item 4: Air Navigation

CONTINGENCY PLANNING

(Presented by the Secretariat)

SUMMARY

This paper presents the global, regional and inter-regional activities related to contingency planning.

Action by the meeting is at paragraph 3.

REFERENCES

- AHACG/1 and 2 Reports
- DGCA-MID/2 Report
- HLSC 2015
- MIDANPIRG/14 Report
- MSG/4 meeting
- SCM-IACA Summary of Discussions

1. INTRODUCTION

1.1 In accordance with Annex 11 provisions, the Air traffic services authorities shall develop and promulgate contingency plans for implementation in the event of disruption, or potential disruption, of air traffic services and related supporting services in the airspace for which they are responsible for the provision of such services. Such contingency plans shall be developed with the assistance of ICAO as necessary, in close coordination with the air traffic services authorities responsible for the provision of services in adjacent portions of airspace and with airspace users concerned.

2. DISCUSSION

2.1 The meeting may wish to recall that, the whole world was shocked by the tragic event involving flight MH17 that occurred in the Ukraine Airspace on 17 July 2014. This incident and others demonstrate that commercial flights are not immune from military actions when they operate over areas of conflict.

2.2 Based on the above, ICAO issued State Letter Ref: AN 13/4.2-14/59 dated 24 July 2014, addressing the safety and security of civil aircraft operating in airspace affected by conflict, and calling for close coordination between civil and military authorities in the event of armed conflict or the potential for armed conflict and requesting the State responsible for providing air traffic services to identify the geographical area of the conflict, assess the hazards or potential hazards to civil aircraft operations, and determine whether such operations in or through the area of conflict should be avoided or may be continued under specified conditions.

2.3 ICAO established the Task Force on Risk to Civil Aviation arising from Conflict Zones (TF RCZ). The TF RCZ developed a strategy to address risk to civil aviation arising from conflict zones.

2.4 The meeting may wish to note that the Second High level Safety Conference (HSLC 2015) (Montreal, Canada, 2-5 February 2015) reviewed the outcome of the TF RCZ and agreed to the Recommendation 1/2 of the Declaration on Planning for Aviation Safety Improvement, related to conflict zones, as at **Appendix A**. Moreover, the HSLC 2015 recommended that ICAO establish, as a matter of urgency, a simple centralized web-based repository to make relevant information available from any participating State source to support the assessment of risks over or near conflict zones.

2.5 The meeting may wish to note that ICAO issued State Letter Ref.: SMM 1/4-15/16 dated 20 March 2015 related to the establishment of the centralized repository effective 2 April 2015 (<http://www.icao.int/czip>), and requesting States to assign a designated focal point by 31 March 2015. It is to be highlighted that, as of 5 April 2015, Bahrain, Jordan, Kuwait, Oman, Syria and UAE assigned focal points for the repository. Moreover, States are encouraged to ensure effective internal coordination among their relevant authorities (ANS, Security, Safety, etc.).

2.6 The meeting may wish to note that the situation in Syria has not changed since the issuance of the ICAO warning Letter Ref: AN 13/4.3 Open 13/25 dated 22 March 2013, drawing States' attention to the possible existence of serious risks to the safety of international civil flights operating within the Damascus Flight Information Region (FIR).

2.7 The ATS in Libya were disrupted on 14 July 2014, requiring the activation of the MID Region ATM Contingency Plan through the establishment of the Contingency Coordination Team (CCT). Currently, the Libyan Airspace is circumnavigated by the international air operators. Moreover, ICAO issued State Letter Ref.: AN 13/4.3. Open 15/4 dated 15 January 2015, urging States to assess flight safety risk in the Tripoli FIR and at the Libyan airports to share any information they might receive regarding the threat and risk to safety and security of civil aviation.

2.8 The meeting may wish to recall that the Group called the Islamic State in Iraq and Syria (ISIS) overrun Mosul city in Iraq on 10 June 2014 and started the invasion of the Northern part of Iraq and the North East of Syria, which has been considered as threat to civil aviation operations within Baghdad FIR. Accordingly, many Air Operators decided to circumnavigate Baghdad FIR. In this respect, it is to be noted that the Electronic Bulletin (EB 2015/15) - *The Need to Assess Flight Safety Risk in the Baghdad FIR and at Airports of Iraq* was issued by ICAO on 20 February 2015.

2.9 The escalated situation in Yemen after the launching of the military operations "Decisive Strom" necessitated the establishment/activation of the CCT in accordance with the MID Region ATM Contingency Plan. The CCT held several teleconferences to share information and agree on necessary measures that ensure the continued safety of the air traffic after the decision of air operators to circumnavigate Sana'a FIR.

2.10 The meeting may wish to note that the Special Coordination Meeting on the Implementation of ATM Contingency Arrangements in the MID Region (SCM-IACA) was held at the ICAO MID Regional Office, Cairo, Egypt, 24-25 September 2014. The main objectives of the meeting were to discuss the issues related to the safety of the traffic circumnavigating Iraq, Syria and Ukraine Airspaces through Tehran Flight Information Region (FIR) and to agree on ATM contingency arrangements to be implemented in a harmonized manner to overcome the challenges.

2.11 Taking into consideration the outcome of the SCM-IACA, the MSG/4 meeting reviewed and endorsed the updated version of the MID Region ATM Contingency Plan available on the ICAO MID Website https://portal.icao.int/RO_MID/Pages/eDocs.aspx.

2.12 The meeting may wish to recall that the DGCA-MID/2 meeting noted with concern that the development and promulgation of contingency plans in the MID Region remained significantly low. It was re-iterated that one of the challenges contributing to the low pace in implementation of contingency plans was the process of consultation and agreements with adjacent FIRs/States. The meeting may wish to note that only Bahrain and Egypt completed the signature of contingency agreements with all their adjacent States (ACCs).

2.13 The meeting may wish to note that the three ICAO Regional Offices, Asia-Pacific (APAC), Europe and North Atlantic (EUR/NAT) and Middle East (MID) organized the First and Second meeting of the Ad-Hoc Afghanistan Contingency Group (AHACG), respectively in Kuala Lumpur, Malaysia, 11-12 September 2014, and Istanbul, Turkey, 17-19 November 2014. These Ad-Hoc meetings were organized to agree on inter-regional contingency arrangements to be implemented in case of the discontinuity of the Air Traffic Services (ATS) in Afghanistan after 15 December 2014, the date of the termination of the current ANSP contract.

2.14 Afghanistan issues were also addressed by the Eurasia Special Coordination Meeting, Beijing, 22-23 September 2014, and the Fourth meeting of the Trans-Regional Airspace and Supporting ATM Systems Steering Group (TRASAS/4), Bangkok, 29-31 October 2014. It is to be highlighted that a High Level meeting was held in Hong Kong, 28 November 2014, back-to-back with the 51th Directors General of Civil Aviation ASIA Pacific (DGCA – APAC) Conference, to review the outcome of the AHACG/2 meeting and recommend actions as appropriate. The meeting noted that a contract extension of between six and nine months was being offered by the North Atlantic Treaty Organization (NATO)-International Security Assistance Force (ISAF) and United States Air Force Central Command (AFCENT). This was intended to bridge the gap from the day the current arrangements that were due to expire on 15 December 2014 until a new arrangement could be put in place. The meeting called for an AHACG/3 meeting in order to agree on the final inter-regional contingency arrangements to be implemented in the vent of the discontinuation of ATS in Kabul ACC. The AHACG/3 meeting will be held in Muscat, Oman from 11 to 14 May 2015.

3. ACTION BY THE MEETING

3.1 The meeting is invited to urge States to:

- a) assign designated focal point for the use of the centralised repository related to conflict zones;
- b) comply with the interim procedure to disseminate information on risks to civil aviation arising from conflict zones attached to State Letter Ref.: SMM 1/4-15/16 dated 20 March 2015; and
- c) implement the global and regional contingency provisions/measures to ensure the safety of the air traffic operating across the MID Region.

APPENDIX A

MONTREAL DECLARATION ON PLANNING FOR AVIATION SAFETY IMPROVEMENT (February 2015)

RECOMMENDATION 1/2

2.1 The conference agreed on the following recommendations:

a) Global flight tracking

- 1) ICAO should expeditiously publish and use the Global Aeronautical Distress and Safety System (GADSS) for the implementation of normal, abnormal and distress flight tracking, search and rescue (SAR) activities and retrieval of cockpit voice recorders (CVRs) and flight data recorders (FDRs) data;
- 2) ICAO should continue developing performance-based provisions for normal aircraft tracking, which provide industry with viable options, as a matter of urgency, and urge industry to start implementing global tracking, on a voluntary basis, through the use of available technologies;
- 3) ICAO should lead a global aircraft tracking implementation initiative in a multinational context designed to demonstrate best use of equipment in use today and integrate the outcome into guidance material;
- 4) ICAO should support regional SAR training exercises related to abnormal flight behaviour and share the outcomes with the international community;
- 5) ICAO should review the interaction between Annex 12 — *Search and Rescue* and Annex 13 — *Aircraft Accident and Incident Investigation* and clarify the relevant provisions when an aircraft remains missing at the end of the search and rescue phase and the search continues to locate the aircraft for investigation purposes; and
- 6) ICAO should encourage States and the International Telecommunication Union (ITU) to discuss allocation requirements at the World Radio Communication Conference in 2015 (WRC 15) to provide the necessary spectrum allocations for global air traffic services surveillance as a matter of urgency.

b) Conflict zones

- 1) ICAO and States should work to implement the strategy developed by the Task Force on Risk to Civil Aviation arising from Conflict Zones (TF-RCZ) as the basis for strengthening arrangements to address risk to civil aviation arising from conflict zones;
- 2) ICAO should establish, as matter of urgency, a simple centralized web-based repository to make information available which supports the assessment of risks over or near conflict zones. The source of this information should be clearly identified in the repository;
- 3) ICAO should review relevant SARPs and guidance material on risk assessments for flights over or near conflict zones to support the highest level of safety to civil aviation;
- 4) ICAO should task the Accident Investigation Panel (AIGP) to review relevant provisions in Annex 13 — *Aircraft Accident and Incident Investigation* with due consideration to the following scenarios:

- i) the State of Occurrence does not conduct an investigation called for in Annex 13 and does not intend to delegate the investigation to another State;
 - ii) the Final Report is not issued within a reasonable timeframe; and
 - iii) extent of participation in an investigation of States that have suffered fatalities or serious injuries to their citizens;
- 5) States should support the ICAO information exchange framework by making all relevant information on the risks associated with operations over or near conflict zones available, as a matter of urgency.
- c) *Extreme meteorological conditions***
- 1) ICAO should pursue its work in studying data and information from accident and incident investigations as well as data and information provided by aircraft manufacturers, linked to unusual/extreme weather events; and
 - 2) ICAO, based on the study results, should evaluate the need for improved ICAO airworthiness, operations and detection equipment carriage related provisions in order to further mitigate changing meteorological risks and takes appropriate action.
- d) *Civil/military cooperation***
- 1) ICAO should support States in ensuring the safety of civil aircraft through civil military coordination as outlined in the ICAO circular on *Civil/Military Cooperation in Air Traffic Management* (Cir 330) and should update that circular on a regular basis.
- e) *Public health***
- 1) ICAO should sustain the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA) programme to assist States prepare for and respond rapidly to any new public health event;
 - 2) States should engage in supporting the CAPSCA programme and contribute to it financially and/or in kind; and
 - 3) States should, where feasible, utilize expertise in the medical department of their regulatory authority, in addition to other public health experts, to improve public health event management and response in the aviation sector.
- f) *General***
- 1) ICAO should provide updated information on the progress and implementation of all above-mentioned subjects in a report to be presented at the 39th Session of the Assembly.