



**DIRECTORS GENERAL OF CIVIL AVIATION - ICAO EUROPEAN AND NORTH ATLANTIC
REGIONS**

2024 EUR/NAT DGCA MEETING

(Toulouse, France, 23 April 2024)

Agenda Item 6: Enhancing Resilience

ENHANCING RESILIENCE IN CIVIL AVIATION

(Presented by the Secretariat)

SUMMARY

The aim of this paper is to:

- a) provide updates on actions undertaken in follow up to EUR/NAT-DGCA Conclusion 2023/3 on Enhancing resilience in civil aviation; and*
- b) address actions to further enhance resilience in civil aviation and to support the effective establishment and implementation by States of a comprehensive system for the assistance to aircraft accident victims and their families.*

1. Introduction

1.1 The 2023 EUR/NAT-DGCA Meeting addressed key issues related to crisis preparedness and management in order to enhance the resilience of the air transport sector. States were invited in particular to take action to support the effective operation of Air Transport Facilitation Committees, their use of guidance and assistance provided by the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA), as well as to further enhance collaboration on cybersecurity-related issues.

1.2 In addition, the Meeting noted the progress of the work initiated by the decisions of the EUR/NAT-DGCA in September 2021 and related to the update of the EUR regional crisis management framework taking into account the lessons learnt from the recent crisis events affecting civil aviation.

1.3 It should be recalled that the European (EUR) regional crisis management framework was published by decision of the ICAO European Air Navigation Planning Group (EANPG) as EUR Doc 031 in 2014 and has been used as complimentary guidance material to the existing ICAO provisions (e.g. ICAO Annex 11 on contingency arrangements). EUR Doc 031 provides a standardised framework for the management of crisis situations affecting aviation within the EUR Region regardless of the type of crisis. This framework includes existing crisis coordination arrangements (i.e. the comprehensive framework for crisis management established in the context of the EU Single European Sky policy through the European Aviation Crisis Coordination Cell (EACCC) supported by the Network Manager) and crisis management principles, a

non-exhaustive list of possible threat types, different phases of crisis escalation and the requirements for pan/intra-regional coordination.

2. Discussion

EUR crisis management framework

EUR Doc 031 update

2.1 The second edition of the ICAO EUR Doc 031 – ICAO Crisis Management Framework Document was presented to the Fifth Meeting of the European Aviation System Planning Group (EASPG/5) which was held in Paris, France, from 29 November to 1 December 2023. The EASPG endorsed the new EUR Doc 031 with Decision 5/17 and a State Letter (EUR/NAT 24-0005.TEC) was sent out on 11 January 2024 for dissemination of the new guidance material.

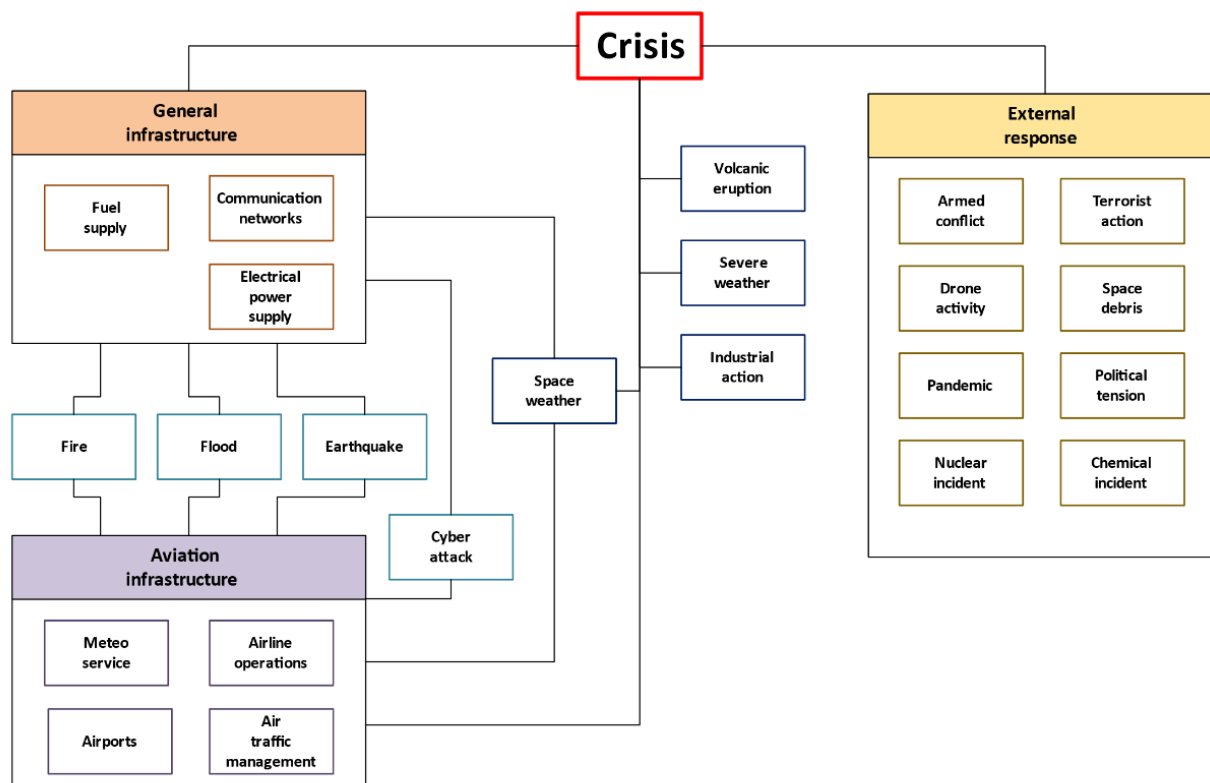
2.2 In addition, the EASPG also supported the proposal to arrange dedicated workshops (e.g. for EACCC State Focal Points, or in the framework of the next Air Navigation Services Implementation Support Group (ANSISG) meeting for States in the Eastern part of the EUR Region, or as part of regional events like CANSO Airspace World 2024) with the aim to introduce the new guidance material and to increase awareness for all involved stakeholders. This would also support the intent of the ICAO Assembly Resolution A41-24 (... *States are encouraged to enhance the resilience of their aviation systems through including crisis preparedness plans and risk management measures in their aviation policies, planning and operations*).

2.3 The EUR Doc 031 will be presented to the North Atlantic (NAT) Regional Groups in 2024 to initiate discussions on inter-regional harmonisation.

2.4 The review and update of ICAO EUR Doc 031 was completed following the work of a project team that had been established in May 2022. The Project Team included experts from Armenia, Hungary, Kyrgyzstan, Netherlands, Portugal, Spain, Tajikistan, Türkiye, United Kingdom and several international and regional organisations (Civil Air Navigation Services Organization (CANSO), EUROCONTROL, European Union Aviation Safety Agency (EASA) and International Air Transport Association (IATA)). The Project Team developed a new structure of the ICAO EUR Doc 031 which would not only include risk management at global/regional/national levels, but also refine the existing guidance for crisis management (including elements such as a register of appropriate risks and their assessment, crisis preparedness activities, crisis management procedures and exercises).

2.5 The new version of the document presents a clear and comprehensive overview of risks and possible mitigations for disrupting events to the air transportation system. The document also contains the definitions and explanation of the terms pertinent to the air transportation system disruptions and provides regional guidance material for increasing the resilience of the system in the ICAO EUR Region. The aim of the framework is to enhance resilience by identifying potential risk scenarios, develop contingency plans for the related scenarios and a general approach to crisis management “if everything else fails”. It must be highlighted that the actual procedures (including emergency response procedures) are not within the scope of the document.

2.6 The various scenario categories have been aligned with the updated EACCC risk register landscape and present a high level description of the event and the impact on the aviation system. The scenario scope and the scenario relationships of a crisis have also been added to the framework.



Cybersecurity

2.7 With respect to cybersecurity, the ICAO EUR/NAT Aviation Security Group (ENAVSECG) developed a questionnaire to collect and analyse information on the availability and maturity of the EUR/NAT States' aviation cybersecurity oversight system. Twenty-eight (28) States replied to the survey with twenty-three (23) providing an affirmative response and five (5) providing a negative response.

2.8 The responses received indicate that most States are still in the phases of building a cybersecurity oversight system. The crosscutting nature is recognized and different methods chosen to encompass all aspects, such as:

- a) cooperation with National Cybersecurity entity;
- b) full delegation also of aviation cybersecurity to the National Cybersecurity entity;
- c) a few States work in the Civil Aviation Authorities with safety and information technology (IT) colleagues to achieve a joint cybersecurity oversight system and avoid duplication; and
- d) a few States keep the cybersecurity oversight fully in AVSEC.

2.9 The ICAO ENAVSECG will continue to provide a forum for the EUR/NAT States and organisations to discuss and share experience on this subject. In addition, ICAO is planning to organise a regional workshop on cybersecurity in the fourth quarter of 2024.

Facilitation

2.10 The effective implementation of ICAO provisions related to facilitation remains a challenge for many States. Results of audits under the ICAO Universal Security Audit Programme – Continuous Monitoring Approach (USAP-CMA) show that 23 EUR/NAT States¹ had an unsatisfactory result with respect

¹ It should be noted that 7 EUR/NAT States have not yet been audited under the USAP-CMA.

to the National Air Transport Facilitation Programme (NATFP) and 24 an unsatisfactory result with respect to the National Air Transport Facilitation Committee (NATFC).

2.11 A State Letter was sent by the ICAO EUR/NAT Office on 12 October 2023 reminding States on their responsibilities to provide up-to-date information on the status of NATFP and NATFC implementation in the Electronic Filing of Differences (EFOD) system.

2.12 On 12 March 2024, a joint ECAC-ICAO EUR/NAT regional workshop on facilitation (FAL) was held in Athens, Greece. The objective of the workshop was to support the sharing of information and experience on key aspects related to ICAO Annex 9 provisions. The workshop was successful in providing key information on States' recent experience as well as on ongoing developments. It was also effective in connecting States' officials from across the EUR/NAT area, paving the way for enhanced pan-regional networking and collaboration in the area of facilitation.

2.13 ICAO has developed a FAL Implementation Package (iPack) which is a self-contained package aiming to facilitate and guide Civil Aviation Authorities (CAAs) in the implementation of the relevant ICAO provisions. It supports States on the implementation of Annex 9 provisions for the establishment and operation of a resilient and robust National Facilitation Committee in cooperation with all stakeholders, including Public Health authorities with remote communication protocols in response to pandemics. To date, ICAO has deployed 3 FAL iPACKs in EUR/NAT States, which help these States enhance their level of implementation of the provisions contained in ICAO Annex 9.

CAPSCA

2.14 The ICAO EUR/NAT Office has continued to facilitate regional coordination through the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA) EUR by providing guidance, technical assistance and implementation support for enhancing preparedness and response in managing Public Health Emergencies (PHE) affecting air transport.

2.15 The CAPSCA EUR held a dedicated workshop/training for the EUR/NAT States focal persons on 21-22 November 2023 with the participation of World Health Organisation (WHO)-Europe, European Centre for Disease Prevention and Control (ECDC), the European Border and Coast Guard Agency (FRONTEX) and Interstate Aviation Committee (IAC). The workshop was attended by 35 CAPSCA EUR national focal persons and International Organizations representatives.

2.16 In 2024, the annual CAPSCA EUR/11 meeting will be held jointly with the CAPSCA MID (Middle East) in collaboration with the European Union Aviation Safety Agency (EASA) from 25 to 26 April 2024 in Cologne, Germany. A total of 71 States from the ICAO EUR/NAT and MID areas are invited, as well as relevant international and regional organizations and other key stakeholders (Public Health authorities, customs authorities, airports, ground handling, airlines etc.). As part of this arrangement, ECDC with the support of EASA and the CAPSCA EUR network, will organize a workshop on 24 April 2024 for preparedness and lessons learned for 9 European Hub airports.

2.17 The annual dedicated training for the CAPSCA EUR national focal persons is scheduled on 16-18 October 2024. States are encouraged to ensure participation from both Civil Aviation and Public Health authorities in this event.

Further actions on enhancing resilience in civil aviation

2.18 Based on the above, the following draft Conclusion is proposed:

Draft EUR/NAT-DGCA Conclusion 2024/1 – Enhancing resilience in civil aviation

That the ICAO Regional Director, Europe and North Atlantic, invite:

- a) States to utilise the content from the *ICAO Crisis Management Framework Document* (EUR Doc 031) in national activities to enhance crisis preparedness and response;
- b) States to provide updates in the Electronic Filing of Differences (EFOD) system on the status of the establishment and implementation of National Air Transport Facilitation Programmes and Committees, as needed;
- c) States, international and regional organisations to further enhance information-sharing, coordination and cooperation to support the implementation of Annex 9 provisions related to National Air Transport Facilitation Programme (NATFP)/National Air Transport Facilitation Committee (NATFC) and public health; and
- d) States, international and regional organisations to further enhance information-sharing, coordination and cooperation to support the implementation of ICAO provisions related to cybersecurity.

Assistance to aircraft accident victims and their families

2.19 ICAO will convene a Symposium on Assistance to Aircraft Accident Victims and their Families (AAAVF2024) from 26 to 28 November 2024 at the Concert Hall PHIL in Haarlem, the Netherlands. This event will be an opportunity to enhance international cooperation on the successful implementation of practical measures in several areas. It will notably enable the sharing of best practices in both assisting accident victims and families and in the management of compensation by insurance companies, as well as defining the way forward for short and long-term strategies.

2.20 The regional workshop on assistance to aircraft accident victims and their families that was jointly organized by ECAC and the ICAO EUR/NAT Office in Milano, Italy, on 20 February 2023, created a positive momentum and resulted in concrete action points to support progress by EUR/NAT States and pave the way for follow up activities. The workshop noted the difficulties faced by States for establishing and implementing a comprehensive system for the assistance to aircraft accident victims and families, but recognized that, collectively, valuable solutions could be found. They identified key areas for improvement in communication, legal framework and facilitation. The importance of close coordination and cooperation among international and regional organisations, including the Air Crash Victims' Families' Federation International (ACVFFI) was also highlighted.

2.21 As a way forward, participating States agreed to develop and implement action plans to enhance their capabilities to effectively provide a comprehensive system of assistance to accident victims and their families. These State action plans could be documented/filed using the Universal Safety Oversight Audit Programme – Continuous Monitoring Approach (USOAP CMA) Online Framework (OLF) in either the Corrective Action Plan (CAP) module or the Protocol Question (PQ) Self-Assessment module, as appropriate, for the PQs identified during the workshop (AIG PQs 6.371, 6.381 and 6.383 as well as AGA PQs 8.291 and 8.293²). Since then, the ICAO EUR/NAT Office has taken actions to monitor progress in the implementation

² 6.371- Has the State promulgated regulations to entitle the participation of experts of States which have special interest in an accident by virtue of fatalities or serious injuries to its citizens in accordance with Annex 13?

6.381 - Has the investigation authority established and implemented procedures to ensure that relevant and timely information on the progress of the investigation will be provided to the families and accident survivors?

6.383 - Has the State established a comprehensive system for providing assistance to aircraft accident victims and their families?

8.291 - Does the State ensure that aerodrome operators/competent State authority develop emergency plans, including appropriate cooperation and coordination with other entities involved in the provision of emergency services and the development of the plans?

8.293 - Does the State ensure compliance with requirements for the periodic testing and review of aerodrome emergency plans?

of the related ICAO provisions by EUR/NAT States, using information provided by States on the USOAP CMA OLF.

2.22 Based on the above, the following draft Conclusion is proposed:

Draft EUR/NAT-DGCA Conclusion 2024/2 – Assistance to aircraft accident victims and their families

That the ICAO Regional Director, Europe and North Atlantic, invite:

- a) States to prioritize the implementation of Corrective Actions Plans to address the Universal Safety Oversight Audit Programme (USOAP) related Protocol Questions (PQs) 6.381 and 6.383 with the objective to enhance their capabilities to effectively establish and implement a comprehensive system for the assistance to aircraft accident victims and their families;
- b) States, regional and international organisations to actively engage in a follow up webinar to be organized by the ICAO EUR/NAT Office in 2024 to address the sharing of information and experience regarding the provision of updates on self-assessment, CAPs and CAP implementation progress for PQs 6.381 and 6.383; and
- c) States, regional and international organisations to participate and actively engage in the Symposium on Assistance to Aircraft Accident Victims and their Families (AAAVF2024) to be organized by ICAO in Haarlem, the Netherlands, from 26 to 28 November 2024.

3. Action by the Meeting

3.1 The meeting is invited to:

- a) note the information provided;
- b) amend as necessary and endorse the proposed Conclusions; and
- c) provide directions as deemed necessary.

The following Appendix is provided as a separate document to this working paper:

APPENDIX A: ICAO EUR Doc 031 (2nd edition from November 2023)
