



ICAO

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North American, Central American and Caribbean Office

WORKING PAPER

NAM/CAR/CONT/4 — WP/03
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**Fourth NAM/CAR Regional Contingency and Emergency
Planning and Response Meeting (NAM/CAR/CONT/4)**
Online, 28 May 2024

Agenda Item 3: CAR Region Air Traffic Management Contingency Plan

**AIR TRAFFIC MANAGEMENT (ATM) CONTINGENCY MANAGEMENT GUIDANCE MATERIAL AND
WORKSHOP**

(Presented by the Secretariat)

EXECUTIVE SUMMARY	
This Working Paper provides information regarding the special implementation project to develop ATM contingency management guidance material and workshop. It also encourages participation in the advisory group of this project.	
Action:	Suggested actions are included in Section 5
<i>Strategic Objectives:</i>	<ul style="list-style-type: none">• Safety• Air Navigation Capacity and Efficiency
<i>References:</i>	<ul style="list-style-type: none">• Annex 11 – Air Traffic Services• Final Report of the Thirteenth Meeting of the CAR/SAM Planning and Implementation Regional Group (GREPECAS/13), Santiago, Chile, 14 – 18 November 2005, Appendix AO to the Report, Action Plan for the Development of ATM Contingency Plans• CAR Region ATM Contingency Plan• Final Report of the Third NAM/CAR Regional Contingency and Emergency Planning and Response Meeting (NAM/CAR/CONT/3), Mexico City, Mexico, 9 to 11 May 2023• Final Report of the Twenty-first Meeting of the CAR/SAM Regional Planning and Implementation Group (GREPECAS/21), Santo Domingo, Dominican Republic, 14 to 17 November 2023• State Letter Ref.: NT- N1-15, N1-5 — E.OSG-NACC110769, 19 February 2024

1. Introduction

1.1 Contingency management for Air Navigation Services (ANS) is a complex activity, with many variables at stake, which must be addressed from the planning in the provision of each service and on a continuous basis.

1.2 The interdependence of services requires a comprehensive analysis of user expectations and the actions required to guarantee the continuity of operations.

1.3 Safety is a component that is considered intrinsic to aviation, as is availability of ANS.

2. Background

2.1 GREPECAS/13 meeting, held in Santiago, Chile, 14 to 18 November 2005, decided to approve an action plan for the development of ATM contingency plans. This action plan was comprised of three phases: Phase I - Development of ATM contingency plans; Phase II - Harmonization of ATM contingency plans with neighbouring States/Territories/International Organizations; and Phase III - Submission of ATM contingency plans to the ICAO Regional Offices.

2.2 GREPECAS/13 also approved a template for the development of ATM contingency plans, describing a hierarchy of contingency plans of three levels: Level 1, for internal State plans dealing with internal/domestic coordination actions for the Air Navigation Services Providers (ANSPs); Level 2, for coordinated (inter-State) contingency plans involving two or more States; and Level 3, to detail contingency arrangements in the event of partial or total disruption of Air Traffic Services (ATS) designed to provide alternative routes, using existing airways in most cases, which will allow aircraft operators to fly through or avoid airspace within the relevant Flight Information Regions (FIRs).

2.3 Since the GREPECAS/13, the CAR and SAM Regions focused on the Level 3 contingency plans, trying to provide as much support as possible to the continuation of air traffic operations in the case of contingencies. While this approach made sense due to the regional contingency planning framework promoted by ICAO, the root cause of many of the interruptions of ATS were not adequately addressed.

2.4 During the Third NAM/CAR Regional Contingency and Emergency Planning and Response Meeting (NAM/CAR/CONT/3), held in Mexico City, Mexico, from 9 to 11 May 2023, attention was called on the need to strengthen the resiliency of ATS and not only on providing alternative facilities or arrangements in the case of contingencies. Following this mandate, the Secretariat presented a Working Paper to the GREPECAS/21 meeting, requesting guidance to address the request of the NAM/CAR/CONT/3 meeting.

2.5 Conclusion GREPECAS/21/09, ACTIONS TO STRENGTHEN CONTINGENCY PLANNING IN THE CAR/SAM REGIONS, instructed the Secretariat to work with States and IATA to develop and promote a comprehensive strategy to improve contingency planning in the air navigation services of the CAR/SAM Regions, including guidelines for the establishment of level 1 and level 2 contingency plans prior to the GREPECAS/22 meeting.

3. Current situation

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

3.2 The main deliverables of this project will be the following:

- 1) Guidance material to support the availability of ATS by providing planning recommendations to enhance the resiliency of ATS.
- 2) Guidance material to support the drafting of bilateral contingency letters of agreement between ATS units, including technical planning considerations and operational procedures to respond to contingencies.
- 3) Taking as a reference the outputs in points 1 and 2 above, develop training material and providing a 5-day workshop on ATM contingency.

3.3 The main challenge for this project is the availability of subject matter experts (SME) with the right competencies and sufficient experience to be able to provide recommendations that are applicable to different ATS units in the CAR Region.

3.4 Thanks to the support of the Empresa Cubana de Navegación Aérea (ECNA) and the coordination of the Instituto de Aeronáutica Civil de Cuba (IACC), the first deliverable of the project is almost complete. This first deliverable includes recommendations to enhance the resiliency of ATS, addressing several key topics to ensure the availability of ATS, like infrastructure, Communication Navigation and Surveillance (CNS) and other aspects (availability of personnel, social unrest, etc).

3.5 Deliverable 2 of the project will start in July 2024, with the support of a Subject Matter Expert (SME) from the Corporación Centroamericana de Servicios de Navegación Aérea (COCESNA), to address needs for guidance material for contingency bilateral letters of agreement and complement some parts of the Deliverable 1.

3.6 To disseminate this guidance material an ATM contingency management workshop is proposed to be held at the ICAO NACC Regional Office in November 2024.

3.7 In February 2024, the ICAO NACC Regional Office submitted a State Letter asking States to nominate ATM and CNS experts to collaborate with this project. The idea is that after each deliverable of the project is completed, the experts nominated by States can review the material and provide comments to enhance it before the delivery of the Workshop and the completion of the project. Several States responded to this request, and we count with their support as explained before.

4. Conclusions

4.1 The approach of working on improving the resilience of ANS is a very correct decision, the need for which is shown when analysing the causes of the main failures or interruptions of ANS in the region.

4.2 However, rather than a finished product, it is evident that this would be more of an evolutionary process, in which the region's decision makers must enter a culture of contingency planning.

4.3 The NAM/CAR/CONT annual meeting can be the forum where the CAR Region provides follow-up and remain updated on the progress of this evolutionary process.

5. Suggested actions

5.1 The Meeting is invited to:

- a) take note of the information provided in this paper;
- b) encourage States to participate in the advisory group for the ATM contingency management guidance material and workshop Project; and
- c) suggest any other action deemed appropriate.