



**WORKING PAPER**

**ASSEMBLY — 37TH SESSION**

**TECHNICAL COMMISSION**

**Agenda Item 46: Other issues to be considered by the Technical Commission**

**EMERGENCY PREPAREDNESS AND RESPONSE**

(Presented by the United States)

**EXECUTIVE SUMMARY**

Throughout the past decade, the international community experienced multiple natural disasters and other emergencies affecting infrastructure, commerce, and livelihoods. These emergencies ranged from earthquakes and volcanoes to tsunamis, hurricanes, and civil unrest, each with devastating results. In many of these circumstances, aviation was one of the primary mechanisms used to deliver basic goods and services to affected areas. The role aviation plays during a disaster is critical and highly visible. However, when these emergencies affect the aviation system, essential goods and services may not be available, resulting in an escalating disaster. It is vital that ICAO Member States have proper understanding of emergency situations and training for effective emergency preparedness and response

**Action:** The Assembly is invited to adopt the Resolution contained in paragraph 3.1.

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objective C (Enhance the efficiency of aviation operations).
<i>Financial implications:</i>	None.
<i>References:</i>	Annex 11 — <i>Air Traffic Services</i> Annex 14 — <i>Aerodromes</i>

**1. BACKGROUND**

1.1 Aviation is vital for transporting goods and passengers in a growing economy. Aviation becomes even more critical during times of emergency.

1.2 Multiple emergencies ranging from earthquakes and volcanoes to tsunamis, hurricanes, and civil unrest have led to death, injury, and property damage. Many deaths may occur after the initial emergency due to the lack of goods and services.

1.3 ICAO addresses emergency planning in several different areas, but has not developed guidelines that assist States in creating a comprehensive plan. Some Member States have air traffic

service contingency plans, in accordance with the guidelines contained in Attachment C to Annex 11 — *Air Traffic Services*. However, those plans may not be readily available, coordinated, communicated, or implemented during times of emergency. States must also ensure that aerodromes have emergency plans that address natural disasters and other emergencies.

1.4 There is a need to review the role ICAO plays in emergency preparedness and response. If needed by Member States, ICAO should aid in developing guidance material for national aviation crisis management plans that reflects the Standards and Recommended Practices (SARPs). This material will also assist ICAO in developing training programs for the regions on emergency preparedness and response, if such programs are determined to be needed.

## 2. DISCUSSION

2.1 ICAO provides guidance on air traffic services contingency planning in Attachment C to Annex 11 of the Convention on International Civil Aviation (the Convention). Attachment C provides guidelines for contingency measures to address disruption of air traffic services and related supporting services. The contingency plans are intended to provide alternative facilities and services to those provided for in the regional air navigation plan when those facilities and services are temporarily not available.

2.2 Attachment C places the responsibility for developing, promulgating, and implementing contingency plans on Member States. Section 3.4 of Attachment C states that, in certain circumstances, ICAO will initiate and coordinate appropriate contingency action when a State is unable to discharge its responsibilities with respect to a disruption of air traffic services and related supporting services.

2.3 Annex 14 — *Aerodromes* also requires States to have aerodromes develop aerodrome emergency plans, commensurate with the aircraft operations and other activities conducted at the aerodrome. In many cases, however, plans have been developed locally and are not linked to air traffic services plans.

2.4 An example of the issues that can arise when emergency plans are not well-coordinated and clearly understood arose during a recent emergency in which a Civil Aviation Authority (CAA) was not able to implement its air traffic services contingency plan. Confusion over the roles and responsibilities of ICAO and neighbouring States consumed time and resources that would have been better devoted to aiding the State in crisis. Many emergencies go beyond disruption of air traffic services. The event can affect security, environment, personnel, and other matters. The lack of available personnel to assist during crisis situations may contribute to these difficulties.

2.5 Contingency plans that are coordinated between agencies within a State, as well as with neighbouring States and regional entities may greatly assist during emergencies. Including in plans precise instructions for all facets of emergency preparedness and response, as well as descriptions of roles and responsibilities during emergencies can reduce response time and may save lives. Because these features are not included in all existing contingency plans, ICAO could assume a leadership role in ensuring that Regional Offices and staff are properly trained in aiding States in developing and implementing aviation contingency plans.

2.6 Comprehensive guidance for national aviation crisis management plans, training in emergency preparedness and response, properly coordinated plans, and clear roles and responsibilities of

all entities may not only save lives during times of emergency, but also reduce the economic impact of the crisis.

### 3. RECOMMENDATIONS

3.1 The Assembly is invited to adopt the following Resolution:

#### **Resolution 46/..: Emergency Preparedness and Response**

*Whereas* multiple devastating emergencies occurred over the past decade, affecting infrastructure, commerce, and livelihoods of the global community;

*Whereas* the role of aviation during a disaster is critical and highly visible in transporting goods and passengers;

*Whereas* Resolution A23-12, which was adopted at the 23rd Session of the Assembly in 1984, led to the development of guidelines for contingency measures to address disruption of air traffic services, specifically the creation of Attachment C to Annex 11 to the Convention on International Civil Aviation;

*The Assembly:*

*Urges* ICAO to develop a volunteer task force to examine the role of ICAO in emergency preparedness and response;

*Encourages*, where needed, ICAO with Member States, to develop an emergency preparedness and response training program for regions;

*Encourages* ICAO, Member States, regional organizations, and industry groups to establish, review, and share comprehensive emergency preparedness and response plans to ensure timely and well-coordinated response actions during times of emergency;

*Directs* the Council to review Attachment C to Annex 11 of the Convention on International Civil Aviation for relevance to all other Annexes; and

*Requests* that the Council deliver a report on the overall progress of emergency preparedness and response activities at the next ordinary session of the Assembly.

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