



Flugverbote und flugbetriebliche Empfehlungen zu Krisengebieten durch das Bundesministerium für Digitales und Verkehr (BMDV)

Flight prohibitions and recommendations concerning flight operations in conflict zones issued by the German Federal Ministry for Digital and Transport (BMDV)

Inhalt

1. Hintergrund
2. Veröffentlichung
3. Flugverbote und flugbetriebliche Empfehlungen des BMDV
4. Übersicht Flugverbote und flugbetriebliche Empfehlungen
(nur in englischer Sprache)

Contents

1. Background
2. Publication
3. Flight prohibitions and recommendations concerning flight
operations
4. Overview of flight prohibitions and recommendations concerning
flight operations (only in English)

1. Hintergrund

Seit dem Abschuss von Malaysian Airlines Flug MH17 am 17 Juli 2014 unterstützt das Luftfahrt-Bundesamt (LBA) das für den Erlass von Flugverböten nach § 26a Absatz 1 Luftverkehrsgesetz (LuftVG) zuständige Bundesministerium für Digitales und Verkehr (BMDV) durch die Erstellung flugbetrieblicher Bedrohungs- und Risikoanalysen über Drittstaaten. Neben Flugverböten werden bei abgestufter Bedrohungslage flugbetriebliche Empfehlungen für Risikogebiete an deutsche Luftfahrzeugsbetreiber ausgesprochen.

Übergeordneter Zweck ist der Schutz der nach § 1a LuftVG in der deutschen Luftfahrzeugrolle eingetragenen zivilen Luftfahrzeuge (oder ihnen gleichgestellten) - und somit der Menschen, die damit fliegen - auch außerhalb des Hoheitsgebietes der Bundesrepublik Deutschland.

Die Bewertungen des LBA erfolgen turnusmäßig sowie anlassbezogen bei Indikation.

Flugverbote und Empfehlungen erfolgen ausschließlich, wenn festgestellt wurde, dass Standards gemäß ICAO Annex 17 (Security - Luft Sicherheit) und sonstige eigene, zur Gefährminimierung beitragende Maßnahmen in dem Drittstaat nicht ausreichend angewandt werden.

1. Background

Since the downing of Malaysian Airlines flight MH17 on 17 July 2014, the German Federal Aviation Office (LBA) has been supporting the Federal Ministry for Digital and Transport (BMDV), which is responsible for issuing flight prohibitions in accordance with Section 26a(1) of the German Aviation Act (LuftVG), by preparing threat and risk analyses concerning third countries. In addition to flight prohibitions, flight recommendations for conflict zones based on tiered threat levels are issued for German aircraft operators.

The overriding purpose is the protection of civil aircraft on the German aeronautical register in accordance with Section 1a of the German Aviation Act (LuftVG) (or equivalent) - and thus of the persons flying with them - also outside the territory of the Federal Republic of Germany.

The LBA conducts its evaluations on a regular basis or if indicated by the situation.

Flight prohibitions and recommendations are only issued when it is ascertained that standards in accordance with ICAO Annex 17 (Security) and other own measures contributing to reduce the threat in the third country are not being sufficiently applied.

2. Veröffentlichung

Die Veröffentlichung von Flugverböten und flugbetrieblichen Empfehlungen erfolgt im Auftrag des BMDV durch die Deutsche Flugsicherung GmbH (DFS). Das Veröffentlichungsformat ergibt sich aus den Aeronautical Information Products (ICAO Annex 15) der Internationalen Zivilluftfahrt-Organisation (ICAO).

Jede Risikokommunikation zu einem Krisengebiet (englisch: conflict zone) erfolgt zunächst per Notice to Air Missions (NOTAM) mit einer zeitlichen Befristung von maximal 3 Monaten (ICAO Annex 15, 6.3.2.2). Bei längerfristiger Gültigkeit wird das NOTAM grundsätzlich in den Aeronautical Information Circular (AIC) überführt; das NOTAM wird aufgehoben. Im AIC verbleibt die Meldung solange, bis nach Bewertung des BMDV eine Veränderung des flugbetrieblichen Risikos eintritt und eine abweichende Risikokommunikation erforderlich macht. Änderungen werden per NOTAM angezeigt, soweit diese vor dem jeweils nächsten Veröffentlichungstermin des AIC wirksam werden sollen (ICAO DOC 10066, 6.1.4.4 PANS AIMS).

Eine etwaige parallel veröffentlichte NOTAM-Information ist immer aktueller als der jeweils einschlägige Eintrag im AIC. Die Gültigkeit dieses AIC-Eintrages erlischt insoweit.

2. Publication

DFS Deutsche Flugsicherung GmbH publishes the flight prohibitions and recommendations concerning flight operations on behalf of the BMDV. The publication format is derived from the Aeronautical Information Products (ICAO Annex 15) of the International Civil Aviation Organisation (ICAO).

Any notification concerning risks in a conflict zone shall first be published by Notice to Air Missions (NOTAM) with a time limit of 3 months. If the validity is longer, the NOTAM shall in principle be transferred to the Aeronautical Information Circular (AIC); the NOTAM will be cancelled. The notification will remain in the AIC until the assessment of the situation by the BMDV shows that the risk concerning flight operations has changed and that a modified notification on the risk is required. Changes will be promulgated by NOTAM if they are to become valid before the next editorial deadline of the AIC. (ICAO DOC 10066, 6.1.4.4 PANS AIMS)

A NOTAM which is published in parallel is always more up to date than the relevant information in the AIC. Therefore, the information in the AIC becomes invalid.

NOTAM mit Hinweis auf Krisengebiete:

Ein NOTAM weist auf die Veröffentlichung von Meldungen zu Krisengebieten im AIC hin. Dieses NOTAM wird alle 3 Monate durch die DFS verlängert.

Wortlaut:

NOTAM (Hinweis/advice)	For flights over or near conflict zones refer to the German Aeronautical Information Circular (AIC).
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3. Flugverbote und flugbetriebliche Empfehlungen des BMDV

Das BMDV erlässt Flugverbote und spricht flugbetriebliche Empfehlungen für die deutsche Zivilluftfahrt wie folgt aus: Flugbetriebliche Empfehlungen werden durch das BMDV ausgesprochen, wenn ein **hohes abstraktes oder mittleres abstraktes Risiko** für den zivilen Luftverkehr in einem Krisengebiet festgestellt wurde.

Flugverbote werden durch das BMDV ausgesprochen, wenn ein **konkretes Risiko** für den zivilen Luftverkehr in einem Krisengebiet festgestellt wurde. Wird für ein Krisengebiet ein Überflug-, Start- oder Landeverbot gemäß § 26a LuftVG ausgesprochen, erlässt das BMDV auch eine Allgemeinverfügung, die auf der Webseite des BMDV veröffentlicht wird (§ 36 Absatz 2 Nr. 1 Verwaltungsverfahrensgesetz).

NOTAM zur Risikokommunikation:

Risikostufen/Risk levels	
Empfehlung mittleres abstraktes Risiko (Stufe 1)/ Advice: medium abstract risk (Level 1)	Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions [...]
Empfehlung hohes abstraktes Risiko (Stufe 2)/ Recommendation: high abstract risk (Level 2)	Civil German air operators are recommended not to enter [...]
Flugverbot nach § 26a LuftVG (Stufe 3)/Flight prohibitions according to Section 26a LuftVG (Level 3)	Civil German air operators are prohibited to enter [...] Further information: website of the Federal Ministry for Digital and Transport of Germany (WWW.BMVI.DE/KRISENMANAGEMENT)

Aufhebung und Widerruf per NOTAM, soweit noch nicht im AIC aktualisiert/ Cancellation and revocation as far as not yet updated in the AIC	
Aufhebung der Empfehlung/ Cancellation of advice or recommendation	Federal Republic of Germany withdraws the advice / recommendation for FIR (XXXX) effective from (dd.mm.yyyy). AIC part (XX) will be revised on (dd.mm.yyyy).
Widerruf des Flugverbots/ Revocation of flight prohibition	Federal Republic of Germany withdraws the flight prohibition for FIR (XXXX) effective from (dd.mm.yyyy). AIC part (XX) will be revised on (dd.mm.yyyy).

Die Veröffentlichung der drei Risikostufen wird nach Möglichkeit durch eine einheitliche textliche Formulierung der jeweiligen Risikostufe eingeleitet. Danach werden die betroffenen Lufträume benannt ("FIR (NAME) ICAO Code: (XXXX) / TERRITORY AND AIRSPACE OF COUNTRY"). Kann eine weitere laterale Begrenzung des Gebietes vorgenommen werden, wird diese unter Angabe von Koordinaten, Luftverkehrsstraßen und / oder Wegpunkten vorgenommen. Ist aufgrund der Bedrohungslage eine Eingrenzung des Gebietes in vertikaler Erstreckung (Höhe) möglich, erfolgt die Angabe einer Flugfläche (FL[XXX]).

Danach wird die Art der Bedrohung für das Gebiet angegeben (z.B.: "POTENTIAL RISK FROM DEDICATED ANTI-AVIATION WEAPONRY AND FROM TERRORIST ATTACKS").

Sofern aufgrund der Bedrohung (z.B. "TERRORIST ATTACKS") eine weitere Eingrenzung auf bestimmte Flughäfen vorgenommen werden kann, werden diese benannt (z. B.: "AT ALL AIRPORTS").

NOTAM with reference to conflict zones

A NOTAM provides information on the publication of conflict zones in the AIC. This NOTAM is extended by DFS every 3 months.

Wording:

3. Flight prohibitions and recommendations concerning flight operation

The BMDV issues flight prohibitions and recommendations concerning flight operations for German civil aviation as follows: Recommendations concerning flight operations are issued by the BMDV if a **high abstract or medium abstract risk** to civil aviation in a conflict zone has been identified.

Flight prohibitions are issued by the BMDV if a **concrete risk** to civil aviation in a conflict zone has been identified. If an overflight, take-off or landing prohibition is issued in accordance with Section 26a of the German Aviation Act (LuftVG), the BMDV will also issue a general order (Allgemeinverfügung), which is published on the website of the BMDV (§ 36 Absatz 2 Nr. 1 Verwaltungsverfahrensgesetz).

NOTAM on information concerning risks

If possible, the publication of the three risk levels starts with a uniform text of the corresponding risk level. The affected airspaces are then named ("FIR (NAME) ICAO Code: (XXXX) / TERRITORY AND AIRSPACE OF COUNTRY"). If the area can be further limited laterally, this will be done by indicating the coordinates, airways and/or waypoints. If despite the hazardous situation the area can be delimited vertically (height), a flight level will be specified (FL[XXX]).

The type of threat in this area is then described (e.g.: "POTENTIAL RISK FROM DEDICATED ANTI-AVIATION WEAPONRY AND FROM TERRORIST ATTACKS").

If further assignments to specific airports can be made on the basis of the threat (e.g. "TERRORIST ATTACKS"), these will be designated (e.g.: "AT ALL AIRPORTS").

Nun sind mögliche Ausnahmen innerhalb des definierten Gebietes zu benennen (z.B. "EXCLUDED FROM THIS ADVICE / RECOMMENDATION / PROHIBITION ARE FLIGHTS [AIRWAY, ALTITUDE]").

In Notfällen ist der Luftfahrzeugführer ermächtigt, von den Verboten und Empfehlungen abzuweichen.

Kontakt:

Anfragen zu Krisengebieten können gerichtet werden an:
conflictzones@lba.de

Now possible exceptions within the defined area are to be specified (e.g. "EXCLUDED FROM THIS ADVICE / RECOMMENDATION / PROHIBITION ARE FLIGHTS [AIRWAY, ALTITUDE]").

In emergencies, the pilot is authorized to deviate from the prohibitions and recommendations.

Contact:

Enquiries about conflict zones can be sent to:
conflictzones@lba.de

**4. Übersicht Flugverbote und flugbetriebliche Empfehlungen
(nur in englischer Sprache)**

**4. Overview of flight prohibitions and recommendations
concerning flight operations (only in English)**

No.	Country FIR	Risk Level	Text	Date of Issue
1	Afghanistan KABUL (OAKX)	Level 2, Level 1	SECURITY - HAZARDOUS SITUATION IN AFGHANISTAN Civil German air operators are recommended not to enter FIR KABUL (OAKX) below FL330. Potential risk from terrorist attacks, anti-aviation weaponry and missing civil-military air traffic coordination. Excluded from this recommendation are flights at and above FL330. Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions within FIR KABUL (OAKX) at or above FL330. Potential risk from missing civil-military air traffic coordination.	15 DEC 2021
2	Egypt CAIRO (HECC)	Level 2	SECURITY - HAZARDOUS SITUATION IN EGYPT Civil German air operators are recommended not to enter FIR CAIRO (HECC) within the northern part of Sinai Peninsula between 311800N 322000E and 293000N 324000E EAST to FIR CAIRO boundary below FL260. Potential risk from anti-aviation and ground to ground weaponry.	13 JAN 2022
3	Ethiopia ADDIS ABABA (HAAA)	Level 1	SECURITY - HAZARDOUS SITUATION IN ETHIOPIA Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions within FIR ADDIS ABABA (HAAA). Potential risk from anti-aviation weaponry.	04 JUL 2023
4	Iran TEHRAN (OIIX)	Level 1	SECURITY - HAZARDOUS SITUATION IN IRAN Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions within FIR TEHRAN (OIIX). Potential risk from anti-aviation weaponry.	30 JAN 2020

5	Iraq BAGHDAD (ORBB)	Level 2, Level 1	SECURITY - HAZARDOUS SITUATION IN IRAQ Civil German air operators are recommended not to enter FIR BAGHDAD (ORBB) below FL280. Potential risk from military operations, anti-aviation weaponry and terrorist attacks. Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions within FIR BAGHDAD (ORBB) at and above FL280. Potential risk from anti-aviation weaponry.	02 SEP 2022
6	Libya TRIPOLI (HLLL)	Level 2	SECURITY - HAZARDOUS SITUATION IN LIBYA Civil German air operators are recommended not to enter FIR TRIPOLI (HLLL). Potential risk from anti-aviation weaponry and military operations.	19 APR 2021
7	Mali NIAMEY (DRRR), DAKAR (GOOO)	Level 2	SECURITY - HAZARDOUS SITUATION IN MALI <u>Civil German air operators are recommended not to enter FIR NIAMEY (DRRR) and FIR DAKAR (GOOO) within the territory and airspace of Mali below FL260.</u> Potential risk from anti-aviation weaponry and terrorist attacks at the airports Tombouctou (GATB), Gao (GAGO), Mopti (DAMB) and Kidal (GAKL).	16 AUG 2017
8	Myanmar YANGON (VYYF)	Level 1	SECURITY - HAZARDOUS SITUATION IN MYANMAR Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions within FIR Yangon (VYYF) below FL160. Potential risk from military operations, surface-to-air fire and anti-aviation weaponry.	23 NOV 2022
9	North Korea PYONGYANG (ZKKP)	Level 1	SECURITY - HAZARDOUS SITUATION NORTH KOREA Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions within FIR PYONGYANG (ZKKP). Potential risk from ground to ground ballistic weaponry test firings without prior notice.	19 DEC 2019
10	Pakistan KARACHI (OPKR), LAHORE (OPLR)	Level 1	SECURITY - HAZARDOUS SITUATION IN PAKISTAN Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions within FIR KARACHI (OPKR) and FIR LAHORE (OPLR) below FL260. Potential risk from anti-aviation weaponry and possible terrorist attacks at all airports.	29 OCT 2020
11	Russia and Belarus MOSCOW (UUWV), ROSTOV-NA DONU (URRV), MINSK (UMMV)	Level 2	SECURITY - HAZARDOUS SITUATION IN RUSSIA AND BELARUS Civil German air operators are recommended not to enter <u>FIR MOSCOW (UUWV), FIR ROSTOV-NA DONU (URRV) and FIR MINSK (UMMV)</u> within 200nm from Ukrainian airspace and territory. Potential risk from military activity.	25 FEB 2022

12	Saudi-Arabia JEDDAH (OEJD)	Level 1	SECURITY - HAZARDOUS SITUATION IN SAUDI ARABIA Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions within FIR JEDDAH (OEJD), particularly in the southwest of JEDDAH FIR (OEJD) in which ESCAT (Emergency Security Control of Air Traffic) may be activated by NOTAM from the Saudi authorities. Potential risk to aviation from anti-aviation and ground to ground ballistic weaponry, medium range ballistic missile assaults, unmanned aerial vehicle attacks and military operations.	20 APR 2023
13	Somalia MOGADISHU (HCSM)	Level 2	SECURITY - HAZARDOUS SITUATION IN SOMALIA Civil German air operators are recommended not to enter FIR MOGADISHU (HCSM) below FL260. Potential risk from anti-aviation weaponry, military operations and armed conflicts. Excluded from this recommendation is airway UR401 between waypoints SUHIL and AXINA.	04 FEB 2016
14	South Sudan JUBA (HJJJ), UIR KHARTOUM (HSSS)	Level 1	SECURITY - HAZARDOUS SITUATION IN SOUTH SUDAN Civil German air operators are advised to take potential risk into account in their risk assessment and routing decisions in FIR JUBA (HJJJ) and UIR Khartoum (HSSS) within the territory and airspace of South Sudan below FL260. Potential risk from anti-aviation and ground to ground weaponry.	26 AUG 2015
15	Syria DAMASCUS (OSTT)	Level 3	SECURITY - HAZARDOUS SITUATION IN SYRIA Civil German air operators are prohibited to enter FIR DAMASCUS (OSTT). Potential risk from state of war. Further information: Website of the Federal Ministry for Digital and Transport of Germany (WWW.BMVI.DE/KRISENMANAGEMENT).	15 OCT 2015
16	Ukraine DNIPRO- PETROVSK (UKDV), SIMFEROPOL (UKFV), LVIV (UKLV), ODESA (UKOV), KYIV (UKBV), UIR KYIV (UKBU)	Level 3	SECURITY - HAZARDOUS SITUATION IN UKRAINE Civil German air operators are prohibited to enter <u>FIR DNIPROPETROVSK (UKDV)</u> , <u>FIR SIMFEROPOL (UKFV)</u> , <u>FIR LVIV (UKLV)</u> , <u>FIR ODESA (UKOV)</u> , <u>FIR KYIV (UKBV)</u> and <u>UIR KYIV (UKBU)</u> . Potential risk from state of war. Further information: Website of the Federal Ministry for Digital and Transport of Germany (WWW.BMVI.DE/KRISENMANAGEMENT).	24 FEB 2022
17	Yemen SANAA (OYSC)	Level 3	SECURITY - HAZARDOUS SITUATION IN YEMEN Civil German air operators are prohibited to enter FIR SANAA (OYSC). Potential risk from state of war. Excluded from this prohibition are airway N315 between KUTVI and ASPUX, airway UL425 between BOVOS and ASPUX, airway UM551 between KIVEL and ANGAL and airway R401 between KIVEL and SUHIL. Further information: Website of the Federal Ministry for Digital and Transport of Germany (WWW.BMVI.DE/KRISENMANAGEMENT).	19 JUN 2015

AIC IFR 09/23 wird hiermit aufgehoben.

This AIC supersedes AIC IFR 09/23.