



INTERNATIONAL Civil Aviation Organization

MIDANPIRG/22 & RASG-MID/12 Meetings

(Doha, Qatar, 4 – 8 May 2025)

Agenda Item 2: Global and Regional Developments

REVIEW OF THE ANC REPORT ON MIDANPIRG/21 AND RASG-MID/11 MEETINGS

(Presented by Secretariat)

SUMMARY

This paper presents an overview of the review of the MIDANPIRG/21 and RASG-MID/11 Reports by the Air Navigation Commission and the consolidated report to the ICAO Council on the Planning and Implementation Regional Groups (PIRGs) and Regional Aviation Safety Groups (RASGs) for 2023-2024.

Action by the meeting is at paragraph 3.

REFERENCE

- AN-WP/9769
- ANC MEETING MINUTES 226-6
- MIDANPIRG/21 AND RASG-MID/11 REPORTS

1. INTRODUCTION

1.1 During the sixth meeting of its 226th Session on 11 June 2024, the Air Navigation Commission (ANC) reviewed the reports of the twentieth-first meeting of the Middle East Air Navigation Planning and Implementation Regional Group (MIDANPIRG/21) and eleventh meeting of the Regional Aviation Safety Group (RASG-MID/11), based on the outcome of the ANC Working Group of the Whole for Strategic Review and Planning (WG/SRP) meeting as presented in AN-WP/9769.

1.2 The WG/SRP meeting was held virtually on 14 May 2024 with the Chairpersons of MIDANPIRG and RASG-MID, the ICAO Middle East (MID) Regional Office and the Air Navigation Bureau (ANB).

2. DISCUSSION

2.1 The ANC noted with appreciation the level of coordination between MIDANPIRG and RASG-MID as well as the progress made in the MID Region.

2.2 The Commission noted the key activities and achievements performed by the MIDANPIRG and RASG-MID:

2.3 The Commission discussed the Conclusions concerning GNSS interference and spoofing, addressing the increased number of GNSS spoofing in the MID Region. It was emphasized that implementing necessary actions to mitigate the associated safety risk became crucial. It was noted

that the ATM Sub-Group is preparing a report with necessary actions and that the NOTAM template on GNSS was being revised to provide information on GNSS disturbance.

2.4 Regarding Artificial Intelligence (AI) and Digitalization for civil aviation, which had been considered as emerging risks from the RASG-MID perspective, the Commission noted that their importance for air navigation service providers and coordination with regulators would achieve a structured solution on how to address the matter at national and regional levels. The ANC noted that the ANC's prioritization exercise, along with the Standardization Roadmap, would assist in identifying which new technologies would be incorporated in the Standard-setting process.

2.5 With respect to the achievements in sustainability, it was clarified that some initiatives and projects were agreed upon to be implemented in the MID Region that would support environmental sustainability, such as airspace optimization and the implementation of flexible use of airspace and free route airspace. Another aspect of sustainability was the actions perceived to secure resources for the regional projects.

2.6 The Commission noted the regional projects implemented under the auspices of the ICAO Middle East Regional Office and appreciated an update on the progress to be provided during the 2025 report review.

2.7 The following challenges the MID Region is facing were noted:

- Many unrest situations and conflict zones had been necessitating multiple Contingency Coordination Teams (CCTs);
- SSP and NASP development and implementation;
- Limited sharing of safety information and safety data analysis by States;
- Insufficient human & financial resources and training of personnel to meet the State's obligations;
- Political/Security situation/stability in some States;
- Inadequate separation of regulatory/oversight functions and service providers in some States;
- Independent Aircraft accident investigation Authorities;
- The number of Iranian registered aircraft not supported to meet the Minimum Monitoring Requirement (MMR) continues to increase; and
- Insufficient funding to support the MID FPP Programme and activities

Consolidated Report to Council on PIRGs and RASG 2023-2024

2.8 The Commission agreed to the consolidated report to the Council on PIRGs and RASGs for 2023-2024 during the eighth meeting of its 227th Session on 31 October 2024 based on the review of the WG/SRP several meetings. It is to be noted that the consolidated report to the Council for this year will cover the period from 1 April 2023 to 31 May 2024 and will be submitted in the form of information instead of a Council Working Paper (C-WP), due to the overload in the Council 233th Session.

2.9 Enhancements were introduced to the report to present the necessary information to the Council more concisely, streamlined, and simplified. This is supported through dedicated webpages on the ANC and Council portals, where all documentation related to the reporting period will be centralized for easy reference.

2.10 In discussing the reported challenges by PIRGs and RASGs for 2023-2024, the Commission agreed to the following four new global challenges, including associated actions that would support addressing them, as in Appendix A. The list of previously reported challenges was also updated as reflected in Appendix B. The newly identified challenges will be added to the list in the next report:

- lack of harmonized regional framework and global guidance material for the management of Contingency Coordination Teams (CCTs) in case of airspace disruption;
- low Level of development and implementation of National Aviation Safety Plans (NASPs);
- slow progress in establishing independent aircraft accident investigation authorities and completion of accident investigation reports; and
- low level development of National Air Navigation Plans (NANPs).

2.11 The Commission noted with concern the challenges associated with insufficient human and financial resources and training of personnel to meet the State's obligations, due to their significant impact on the implementation of the ICAO global and regional requirements aiming to advance the aviation sector. The Commission agreed not to list these challenges as part of the list of air navigation global challenges as they are not new and are being addressed through other mechanisms. However, the report draws the attention of the Council on the lack of human resources and the training in jeopardy.

2.12 Concerning the lack of a global framework for space operations supporting adequate coordination related to space activities to mitigate safety risks to airspace users resulting from space launch and re-entry operations, the Commission agreed not to include it at this stage, considering the outcome of the AN-Conf/14, and allow some time to progress the work before assessing the situation and receiving further feedback from the regions.

2.13 The Commission agreed to continue working with the Secretariat on enhancing the PIRGs and RASGs consolidated report to the Council, including the option of developing a dashboard to monitor the challenges reported and actions undertaken to resolve them, which would require further coordination with PIRGs and RASGs.

3. ACTION BY THE MEETING

3.1 The meeting is invited to review the actions taken by the Air Navigation Commission on the Report of the MIDANPIRG/21 and RASG-MID/11 Report and the global challenges in **Appendices A and B.**

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APPENDIX A

IDENTIFIED PIRGS AND RASGS GLOBAL CHALLENGES

PART A: CHALLENGE IDENTIFICATION		ISSUE and ID: 2024-01
Challenge/ Issue	Lack of harmonized regional framework and global guidance material for the management of Contingency Coordination Teams (CCTs) in case of airspace disruption.	
Link to global plans	Global Aviation Safety Plan (GASP) and Global Air Navigation Plan (GANP)	
Initially reported by PIRGs/RASGs	<input type="checkbox"/> RASG-AFI <input type="checkbox"/> RASG-MID <input type="checkbox"/> RASG-APAC <input type="checkbox"/> RASG-PA <input checked="" type="checkbox"/> APANPIRG <input checked="" type="checkbox"/> APIRG <input type="checkbox"/> GREPECAS <input checked="" type="checkbox"/> MIDANPIRG <input type="checkbox"/> NATSPG <input checked="" type="checkbox"/> EASPG	
Date first reported	2023	
Remarks	Effective management of contingencies require intensive human resources within the Secretariat and States as well as the supporting International Organizations to be able to handle the increasing number of airspace disruptions that in most cases have cross border implications. As part of the Priority Focus Area on crisis preparedness and response, the Secretariat is working with the regions through the PIRGs to develop a regional contingency management framework and guidance material, starting with air traffic management, but it could later be broadened to cover all areas. Reference is also made to the AN-Conf/14 Recommendation 1.1/2.	
PART B: Action by Council		
ID	Action proposed	Expected Timeline
	Council to note that the ANC requests the Secretary General to:	
1	provide the required support for the establishment of regional air traffic management contingency framework to ensure harmonization and effective collaboration between ICAO Regions.	Q2 2026
2	develop, in collaboration with States and industry, global guidance on air traffic management contingency management, including the recovery phase, as well as regional frameworks, to support the implementation of Annex 11 — <i>Air Traffic Services</i> .	Q4 2026
3	launch a training programme for building the States capabilities in preparing, responding and managing contingencies.	Q2 2025

PART A: CHALLENGE IDENTIFICATION		ISSUE and ID: 2024-02
Challenge/ Issue	Low Level of development and implementation of National Aviation Safety Plans (NASPs).	
Link to global plans	Global Aviation Safety Plan (GASP)	
Initially reported by PIRGs/RASGs	<input checked="" type="checkbox"/> RASG-AFI <input checked="" type="checkbox"/> RASG-MID <input checked="" type="checkbox"/> RASG-APAC <input type="checkbox"/> RASG-PA <input type="checkbox"/> APANPIRG <input type="checkbox"/> APIRG <input type="checkbox"/> GREPECAS <input type="checkbox"/> MIDANPIRG <input type="checkbox"/> NATSPG <input type="checkbox"/> EASPG	
Date first reported	2023	
Remarks	All regions have developed regional aviation safety plan (RASP) and 91 States have submitted their NASP to ICAO. Therefore, 47% of Member States have now published their NASP, in line with the GASP target. However, this is still a challenge, particularly in some regions. Although the MID Region had identified this issue as a challenge, the region saw a significant improvement with 5 additional States having published their NASP in 2024, for a total of 53% of States in the region having a plan. However, other regions have a far lower implementation rate (less than a quarter of ESAF and WACAF Member States combined published a NASP). The Secretariat has been conducting regional capacity-building workshops, delivering iPacks and support missions across regions to improve the level of implementation.	
PART B: Action by Council		
ID	Action proposed	Expected Timeline
	Council to note that the ANC requests the Secretary General to:	
1	conduct regional capacity-building workshops to support States with the development and implementation of national aviation safety plans (NASPs) based on the regional aviation safety plan (RASP) to improve the level of implementation.	Q4 2026

PART A: CHALLENGE IDENTIFICATION		ISSUE and ID: 2024-03
Challenge/ Issue	Slow progress in establishing independent aircraft accident investigation authorities and completion of accident investigation reports	
Link to global plans	Global Aviation Safety Plan (GASP)	
Initially reported by PIRGs/RASGs	<input checked="" type="checkbox"/> RASG-AFI <input checked="" type="checkbox"/> RASG-MID <input checked="" type="checkbox"/> RASG-APAC <input type="checkbox"/> RASG-PA <input type="checkbox"/> APANPIRG <input type="checkbox"/> APIRG <input type="checkbox"/> GREPECAS <input type="checkbox"/> MIDANPIRG <input type="checkbox"/> NATSPG <input type="checkbox"/> EASPG	
Date first reported	2023	
Remarks	This challenge has two folds: one regarding establishing and sustaining an independent aircraft accident investigation (AIG) authority by States with limited capacity, and the second one is related to the inability to finalize investigations and issue final reports in a timely manner due to the lack of competent and qualified personnel, political influence, and/or conflict of interest. Based on the result of the USOAP CMA, the Secretariat has been working closely with States to support them in addressing the relevant findings. The Secretariat will be initiating an implementation support project to assist States in building their capacity in accident investigation, including writing, finalizing, and submission of accident investigation reports. In this context, the Secretariat believes regional cooperation such as regional accident and incident investigation organizations (RAIOs) and investigation cooperative mechanisms (ICMs) is a valuable solution for States with limited capacity for satisfying their obligations for accident investigation as per Annex 13 — <i>Aircraft Accident and Incident Investigation</i> . The AN-Conf/14 recognized the risk to the global aviation system when safety lessons learned from investigations are not drawn and acknowledged the ongoing work by ICAO and highlighted the need to further assist States in building capacity for accident investigation. While noting the challenges, it was reiterated the urgency for State accident investigation authorities to investigate and report on accidents in a timely manner.	
PART B: Action by Council		
ID	Action proposed	Expected Timeline
	Council to note that the ANC requests the Secretary General to:	
1	support States, that have not yet done so, in establishing independent aircraft accident investigation authorities.	Q4 2027
2	conduct regional capacity-building workshops to support States	Q4 2027
3	assist States in building their accident investigation capacity focusing on the prompt conduct of investigation, completion and making available of investigation reports.	Q4 2027
4	encourage States to join the regional accident and incident investigation organizations (RAIOs) or enter into agreement to delegate the whole or any part of the conducting of such investigation	Q4 2027

	to another State or a RAIO, as practicable, for effective collaboration and sharing of resources.	
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PART A: CHALLENGE IDENTIFICATION		ISSUE and ID: 2024-04
Challenge/ Issue	Low level development of national air navigation plan (NANP)	
Link to global plans	Global Air Navigation Plan (GANP)	
Initially reported by PIRGs/RASGs	<input type="checkbox"/> RASG-AFI <input type="checkbox"/> RASG-MID <input type="checkbox"/> RASG-APAC <input type="checkbox"/> RASG-PA <input checked="" type="checkbox"/> APANPIRG <input checked="" type="checkbox"/> APIRG <input checked="" type="checkbox"/> GREPECAS <input checked="" type="checkbox"/> MIDANPIRG <input type="checkbox"/> NATSPG <input type="checkbox"/> EASPG	
Date first reported	2023	
Remarks	The challenge is related to the available resources in the States to develop robust national air navigation plan in line with global air navigation plan and the ASBU framework. Regional workshops have been conducted to support the implementation of ASBUs and the development of NANP. Additional guidance material, as well as a template for the NANP, will be made available for A42.	
PART B: Action by Council		
ID	Action proposed	Expected Timeline
	Council to note that the ANC requests the Secretary General to:	
1	ensure that additional guidance material for ASBU implementation and the template for the NANP are made available for A42	Q3 2025
2	conduct regional capacity-building workshops to support States with the development and implementation of national air aviation plans (NANPs) based on the regional air navigation plans (ANPs) and the global air navigation plan (GANP).	Q4 2027

APPENDIX B

STATUS OF PREVIOUSLY IDENTIFIED CHALLENGES FACED AT GLOBAL LEVEL

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
2019-01	Lack of uniform methodology for the identification of deficiencies	Secretariat - Need for the update of the uniform methodology for the identification of deficiencies by PIRGs	2026 CAP 6.2	Pending Pending the availability of resources and prioritization of work programme
2019-02	Insufficient progress in civil-military coordination	Secretariat to promote and assist States improving civil-military cooperation and implementation of flexible use of airspace	2027 CAP 6.2	Ongoing
2019-05	Lack of SAR cooperation and collaboration	APAC and EUR/NAT - Ensure that States are committed to formalize collaboration and cooperation through signed LoAs	2025 CAP APAC 7.8 and CAP EUR 7.8	Ongoing Work in progress 3 LOA's signed. 2022
		APAC and EUR/NAT - Update the EUR SAR plan and assist States in SAR exercises	2025 CAP APAC 7.8 and CAP EUR 7.8	Ongoing No SAR Exercise due to pandemic
2019-08	Lack of PBCS implementation	Secretariat - Robustness of the regional communications infrastructure monitoring system as part of performance-based service provision needed to be further improved	2025 CAP 6.2	Ongoing Work in progress by the PIRGs
		The ANC - To identify ways to improve the implementation of PBCS. <i>"Completing this job card will promote global harmonization and performance-</i>	2025 CAP 6.2	Ongoing Secretariat is working to amend the following relevant guidance material:

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
		<i>based approach to implementations that use existing and/or emerging technologies to provide enhanced communication and surveillance capabilities, while ensuring the acceptable level of safety.”</i>		<ul style="list-style-type: none"> - Doc 9613 <i>Performance-based Navigation (PBN) Manual with Expected Publication Date of 30 Nov 2022</i> (Completed) - Doc 9869, <i>Performance-based Communication and Surveillance (PBCS) Manual</i> with expected publication date of 2025
2019-10	GNSS RFI	Secretariat – To review frequency protection and interferences matters, conduct awareness activities; Symposia/ Regional Navigation Workshops	2026 CAP 1.16 CAP 4.1	<p>Ongoing</p> <p>The issue is being dealt with through the following work streams underway:</p> <ul style="list-style-type: none"> - Doc 9849, <i>Global Navigation Satellite systems (GNSS) Manual</i> – updated version planned 2025 - Doc 9718, <i>Handbook on Radio Frequency Spectrum Requirements for Civil Aviation including Statement of Approved ICAO Policies</i>. (Amendment underway) - Doc 8071, <i>Manual on Testing of Radio Navigation Aids</i> (Re-scheduled for 2024) - Job Card NSP.006.06 & NSP.009.06 - ENB-CNS-2022-11 - Annex 10 — <i>Aeronautical Telecommunications</i> Vol 1 - AN-Conf/14 Recommendation 2.2/2

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ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
				<ul style="list-style-type: none"> - SL E 3/5-24/54 dated 30 April 2024 - iPack for mitigation of GNSS RFI is being developed
		The ANC - To monitor measures related to frequency protection and interferences matters	2026 CAP1.16 CAP 4.1	Ongoing Job Card NSP.006.06 ENB-CNS-2022-11
2019-12	RVSM non-approved, non-compliant. Large Height deviations (LHD) and vertical risk	APAC and EUR/NAT - Monitoring of RVSM compliance	2026 CAP 6.2	Ongoing
		States to be urged to address the reported LHDs and to collaborate with the appropriate regional monitoring agencies for necessary corrections measures.	2026 CAP 6.2	
2019-17	Major State safety programme (SSP) implementation difficulties experienced in States	The Secretariat to identify ways to address difficulties experienced to support and implement	2026 SAF 2.3	<p>Ongoing:</p> <p>The ANC reviewed the outcomes of a survey conducted by Secretariat on the challenges faced by States for implementation of Annex 19 – <i>Safety Management</i> (with a focus on SSP implementation) in its 220th Session (ANWP/9598).</p> <p>The Safety Management Manual (Doc 9859) is being revised to provide additional and updated guidance</p> <p>The SSP course is available in EN and SP and with a virtual delivery option.</p> <p>Five safety intelligence and safety performance management workshops were</p>
		The ANC - To identify ways to address difficulties experienced by States and to report to Council	2026 SAF 2.3	

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
				delivered in 2023-2024 across ICAO regions. The SSP iPack is now available for deployment. Secretariat continues to use the results of the global survey (mentioned above) and feedback from other engagement initiatives with stakeholders to develop additional implementation support activities and strategies to address the identified challenges. Incorporated the challenge 2020-09
2019-19	Harmonized approach to GANP Monitoring mechanism/tool development globally	The Secretariat – To ensure State/PIRG participation in development of ICAO GANP Monitoring mechanism/tool	2020 CAP 1.3	Completed GANP web-based format implemented for easy access by States and PIRGs. Web-based format is already available for GANP. The 7th edition of GANP was endorsed by the 41st Assembly.
2019-20	Support required for the development of a regional accident and incident investigation organization (RAIO) in the Caribbean	The Secretariat – To assist with the development of a regional accident and incident investigation organization	2026 SAF NACC 7.6	Ongoing Work in progress through RASG-PA
		The Secretariat – To request assistance through the AIG Regional Cooperation Mechanism (ARCM) for the South American region	2026 SAF NACC 7.6	Ongoing Work in progress through RASG-PA

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ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
2020-01	Upgrade of ATS message handling system to support the requirement of the ICAO Meteorological Information Exchange Model (iWXXM), Version 3	APAC and Secretariat – To harmonize the implementation between MET service and telecommunication centres run by ANSP.	2025 CAP 6.2	Ongoing Work in progress through APANPIRG
		ANC/Secretariat – To consider. providing more detailed guidance for implementation; and Postpone the applicable date of this requirement to November 2021 taking consideration of COVID-19 impacts.	2020 Not in the Business Plan	Completed
2020-02	States experience a lack of competent inspectors, which implies low levels of critical element 4 (CE-4) implementation	APAC – To assist States with a well-developed training programme with an emphasis on on-the-job-training (OJT)	2026 SAF.3.1	Ongoing Work in progress through APANPIRG
		APAC and Secretariat – To address the underlying problem of each region	2026 SAF 4.1	Ongoing Work in progress through APANPIRG
2020-03	Low levels of effective implementation (EI) in all audit areas	APAC – To establish a regional safety oversight organization (RSOO) for Pacific Island States.	2026 SAF 3.2	Ongoing Work in progress through APANPIRG and RASG- APAC
2020-04	Need for an updated Accident/Incident Data Reporting (ADREP) system	Secretariat – To address the availability of data in the Accident/Incident Data Reporting (ADREP) System	2025 SAF 6.12	Ongoing Partially implemented work in progress with EUROCONTROL
2020-05	High rate of missing operational messages (Flight plans, OPMETs, NOTAMs)	AFI and Secretariat – To identify ways to eliminate missing operational messages	2027 Not in the Business Plan	Ongoing As per APIRG, situation has improved

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
2020-06	States are not submitting RVSM data to the RMA Office on a monthly basis	PIRGs – To monitor the issue and report through subsequent PIRGs reporting cycles in order to identify additional measures if necessary	2025 CAP 6.2	Ongoing PIRGs are following up
2020-08	Enhance the use of ICARD regarding the long outstanding resolution of 5LNC duplicates	EUR/NAT and Secretariat – To consider ways to resolve 5LNC duplicates	2026 SAF 6.11	Ongoing IFPP ongoing work on job card IFPP.022.01 – <i>Enhancement and accuracy of the International Codes and Route Designators (ICARD) system, and resolution of duplicated five-letter name codes 5LNCs</i>
2021-01	Actual geographical area of APIRG and RASG-AFI	Secretariat – To develop proposals for consideration by the ANC and Council related to the definition of Africa Indian Ocean Region.	2025 Not in the Business Plan	Ongoing
		Council - to request the Secretary General, to develop proposals to revise the definition of the Africa-Indian Ocean (AFI) Region to be aligned with the actual geographical area of APIRG and RASG-AFI for consideration by the ANC and Council. The proposal should be coordinated with all the relevant stakeholders at the proper time.	2025 Not in the Business Plan	Reference is made to the Council C-DEC 230/2 on the matter. Work in progress with ESAF and WACAF Regional Offices.
2022-01	Lack of compliance with RVSM related requirements and procedures including the high rate of reported large height deviations (LHD).	Encourage and facilitate appropriate discussions at high-level civil-military coordination at regional and global forums; issue a State Letter; develop proposals to address the underlying issues; and develop	2025 CAP 6.2	Ongoing Military aspects concerning RVSM approval were incorporated into the Assembly Resolution A41-10.

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ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
		new Job Cards, as necessary, for consideration by the ANC		Raising awareness on the matter at regional levels through symposia is ongoing.
2022-02	Information on the web-based ICAO integrated Safety Trend Analysis and Reporting System (iSTARS)	Update the information for States/administrations and validate the available tools on the iSTARS platform used by States to obtain and share safety data related to the Annual Safety Report, as a matter of urgency	2025 SAF 6.7	Ongoing iSTARS 4.0 has been launched and the issues from the previous version have been resolved. Decision to close this challenge for next report after checking with the regions.
2023-01	Lack of availability in all ICAO languages the Global Air Navigation Plan (GANP) technical level	Request the Secretariat to identify potential solutions, as the current GANP technical layer in a single language cannot be used.	2027 CAP 1.3	Pending Reference is made to the Council C-DEC 230/2 c) No extra-budgetary resources had been allocated for the translation of the technical part of GANP into all ICAO languages.
2023-02	Formal amendment process to align the areas of applicability of the air navigation plans and the regional supplementary procedures (Doc 7030).	Request the Secretary General to finalize the amendment process to align the areas of applicability of the air navigation plans and the regional supplementary procedures.	2025 CAP 6.2	Ongoing The 6th Edition of SUPPs is being processed.

- END -