INTERNATIONAL CIVIL AVIATION ORGANIZATION

**AFI PLANNING AND IMPLEMENTATION REGIONAL GROUP
FOURTEENTH MEETING (APIRG/14)**
(Yaounde, Cameroon, 23-27 June 2003)

Agenda Item 10:   TERMS OF REFERENCE AND WORKING ARRANGEMENTS OF APIRG

10.2   INCREASING THE EFFICIENCY AND EFFECTIVENESS OF PIRGS

(Presented by the Secretariat)

SUMMARY

In response to some concerns expressed with regard to the role and activities of PIRGs, the frequency of their meetings and their reporting methods, the APIRG/14 Meeting is being approached for consideration of these issues.

Action by APIRG is proposed in paragraph 3.

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1.   **INTRODUCTION**

1.1   During his opening address to the 161st Session of the Air Navigation Commission, the President of the Council of ICAO expressed concerns with regard to the role and activities of planning and implementation regional groups (PIRGs). He indicated that, for some time now, he had noticed that the deficiencies listed in some PIRG reports had not changed much and seemed to be carried over from one report to another. According to PIRG reports, most deficiencies in the Air Navigation field are due to a lack of resources; however, this is not the case in many States. Either Civil Aviation Administrations are not putting enough pressure on their political authorities to allocate funds in their budget to deal with these deficiencies, or they do not have the autonomous status to use their revenue to rectify deficiencies, train personnel and modernize their facilities and air navigation services.

1.2   Among other issues, he invited the attention of the Commission to the volume of certain PIRG reports and questioned the justification for annual PIRG meetings, as well as their cost efficiency. The President of the Council suggested that perhaps more time should be allowed between PIRG meetings to develop issues on the basis of which the PIRGs could meet. He stated that he would like to see the PIRGs focus more on implementation issues rather than planning aspects and acknowledged that, to do so, it may be necessary to revise the terms of reference of planning and implementation regional groups.

1.3   Against this background, each PIRG is being approached to review the role and working methods of their respective group. To date, the European Air Navigation Planning Group (EANPG) and the Caribbean and South American Planning and Implementation Regional Group (GREPECAS) have completed their reviews and have consequently revised their respective terms of reference. The Asia/Pacific Air Navigation Planning and Implementation Regional Group (APANPIRG), the North Atlantic Systems Planning Group (NAT SPG) and the Middle East Air Navigation Planning and Implementation Regional Group

(MIDANPIRG) will be presented, during their upcoming meetings, with a similar working paper to ascertain their view point.

2.   DISCUSSION

2.1   PIRG reports

2.1.1   Initial analyses of the volume of PIRG reports indicated that the reports of the EANPG and the NAT SPG are comprised of a summary of discussions that highlights the conclusions and decisions of the meeting. The entire report does not exceed 35 to 40 pages. The reports of APANPIRG, GREPECAS, MIDANPIRG and APIRG meetings, on the other hand, are quite voluminous (as many as 250 to 300 pages) as they contain not only a summary of the meeting but also appendices and guidance material.

2.1.2   During its recent review of the GREPECAS/11 Report, the Air Navigation Commission noted that GREPECAS had provided the rationale that the report was intended to be a stand-alone document without a need for cross-references. The value of GREPECAS reports was seen particularly from the State's perspective. Furthermore, it should be borne in mind that reports of GREPECAS meetings had been developed essentially to serve the needs of States and that the present format and style appeared, generally, to meet their requirements. However, for the purpose of its review, the Commission received from the Secretariat, as a test case, a condensed format of the GREPECAS/11 Report; it contained a summary of the meeting along with specific appendices related to deficiencies and those requiring action by the Council and the Commission. The Commission, after consideration of this condensed format of the report, agreed that the complete report would be more valuable and better appreciated. Consequently the Commission requested the Secretariat to continue to provide, for the consideration of organizational bodies at Headquarters, the complete report of GREPECAS and other PIRG meetings (i.e. APANPIRG, APIRG and MIDANPIRG) that will contain all the appendices and related guidance material.

2.2   Terms of reference

2.2.1   Demands on the PIRGs have been changing; they have adopted a wider range of responsibilities and expanded their role and activities in the regional planning process. The Thirty-Third Session of the ICAO Assembly, through its Resolution A33-14, Appendix K, resolved that regional plans shall be revised when it becomes apparent that they are no longer consistent with current and foreseen requirements. In light of this, the objective of regional air navigation (RAN) meetings is to prepare, amend or supplement a regional plan for facilities, services and procedures that should be adequate for at least the next five years. In practice, however, the RAN meetings are held about every ten years. More recently, and in light of experience gained with the air navigation planning groups, ICAO has determined that regional air navigation planning groups are a better mechanism for the management of regional plans than the traditional regional air navigation meetings, which tend to be held infrequently. Consequently, regional air navigation plans are continuously updated by means of periodic reviews undertaken by the PIRGs, thus increasing the role and responsibility of PIRGs with regard to the management of regional plans. However, it should be kept in mind that PIRGs do not represent all the States in the region.

2.2.2   It is therefore necessary to revisit the terms of reference of PIRGs and suggest relevant changes as appropriate. The proposed changes to the terms of reference are indicated at the appendix hereto using redline/strikeout. They:

a) take into account the need for proper balance between planning and implementation;

b) further enhance the effectiveness of PIRGs in rectifying the deficiencies of air navigation systems; and

c) provide an expanded role for air transport activities, including aviation security (AVSEC).

2.2.3   ICAO's role and that of the various PIRGs must be seen in the context of the expanding, corporatized environment of air navigation service provision and the increasing trend to separate the State regulatory function from that of service provision — be it airlines, airports or air navigation services. Safety and security constitute issues of prime importance for all concerned. It should be noted that Contracting States, regardless of the status of their civil aviation administrations, remain ultimately responsible for the provision of air navigation services and for the safety and security of civil aviation. To this end, the representation of States at PIRG meetings by designated officials should reflect not only regulatory organizations, such as the Director General of Civil Aviation, but also service providers, such as autonomous entities, to ensure a balance between operational/commercial issues and regulatory/sovereignty issues. This aspect is also captured within the framework of the revised draft terms of reference as shown in the appendix hereto.

2.3   **Periodicity and duration of PIRG meetings**

2.3.1   It may be noted that, while the EANPG and NAT SPG meet annually for four and three days respectively, APANPIRG, GREPECAS, and MIDANPIRG each meet annually for five days. APIRG, however, meets approximately every 18 months for five days. To be more cost-efficient, PIRGs should call meetings only when it is absolutely necessary and in the interest of the region. PIRG meetings are costly, particularly when more than one language is used. With this in mind, the duration should be based on the respective agendas and not be fixed as such.

2.3.2   In relation to the justification for periodicity and duration of PIRG meetings, criteria need to be established, taking into account the additional responsibilities delegated from RAN meetings to PIRGs, the need to allow enough time for the regional developments between PIRG meetings and the need to conduct activities in the most cost-effective manner with a minimum of formality and documentation. These issues have been addressed in the attached revised terms of reference.

3.   **ACTION BY APIRG**

3.1   The meeting is invited to:

a) note the information contained in this paper; and

b) review and, where necessary, propose amendments to the revised draft terms of reference of APIRG at the appendix hereto, for subsequent consideration by the Air Navigation Commission and Council.

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APPENDIX

REVISED TERMS OF REFERENCE FOR THE AFRICA-INDIAN OCEAN REGIONAL PLANNING AND IMPLEMENTATION GROUP (APIRG)

1.   The terms of reference of the group are:

a)   continuous and coherent development of the AFI Air Navigation Plan and other relevant regional documentation in a manner that is harmonized with adjacent regions, consistent with ICAO SARPs and reflecting global requirements;

b)   facilitate the implementation of air navigation systems and services as identified in the AFI air navigation plan with due observance to the primacy of air safety and security; and .

c)   identification and addressing of specific deficiencies in the air navigation field.

2.   In order to meet the terms of reference, the group shall:

a)   review, and propose when necessary, the target dates for implementation of facilities, services and procedures to ensure the coordinated development of the Air Navigation System in the AFI Region;

b)   assist the ICAO Regional Offices providing services in the AFI Region in their assisted task of fostering implementation of the AFI Regional Air Navigation Plan;

c)   in line with the Global Aviation Safety Plan (GASP), ensure the conduct of any necessary systems performance monitoring, identify specific deficiencies in the Air Navigation field, especially in the context of safety and security, and propose corrective action;

d)   ensure the development and implementation of an action plan by States to resolve identified deficiencies, where necessary;

e)   promote, support and facilitate the regional implementation of AVSEC provisions;

f)   develop amendment proposals for the update of the AFI Air Navigation Plan necessary to satisfy any changes in the requirements, thus removing the need for regular regional air navigation meetings;

g)   monitor implementation of air navigation facilities and services and where necessary, ensure interregional harmonization, taking due account of cost/benefit analysis, business case development, environmental benefits and financing issues;

h)   examine human resource planning and training issues and ensure that the human resource development capabilities in the region are compatible with the AFI Regional Air Navigation Plan;

i) review the Statement of Basic Operational Requirements and Planning Criteria and recommend to the Air Navigation Commission such changes to them as may be required in the light of developments;

j) invite financial institutions, as required, on a consultative basis and at a time it considers appropriate in the planning process to participate in this work;

k) ensure close cooperation with relevant organizations and State grouping to optimize the use of available expertise and resources; and

l) conduct the above activities in the most efficient manner possible with a minimum of formality and documentation and call meetings of the APIRG only when the Secretary and the Chairperson, through the Administration Coordination Group (ACG), are convinced that it is necessary to do so.

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**INDICATION OF AMENDMENTS TO THE TERMS OF REFERENCE
OF THE AFRICA-INDIAN OCEAN PLANNING AND IMPLEMENTATION REGIONAL GROUP**

1.   The Terms of Reference of the ~~APIRG~~

2.1   **The objectives of the** Group are ~~to~~:

   a)   ~~ensure the~~ continuous and coherent development of the AFI ~~Regional Plan as a whole taking into consideration the effect of such development on the Regional Plans of~~ Air Navigation Plan and other relevant regional documentation in a manner that is harmonized with adjacent regions~~; and~~

   b)   ~~identify specific problems~~, consistent with ICAO SARPs and reflecting global requirements;

   b)   facilitate the implementation of air navigation systems and services as identified in the AFI air navigation plan with due observance to the primacy of air safety and security; and .

   c)   identification and addressing of specific deficiencies in the air navigation field ~~and propose, in appropriate for, action aimed at solving these problems~~.

2.2   In order to meet ~~these objectives~~ the Terms of Reference the Group shall:

   a)   ~~keep under~~ review, and propose when necessary, the target dates for implementation of facilities, services and procedures to ensure the co-ordinated development of the Air Navigation System in the AFI Region;

   b)   assist the ICAO Regional Offices providing services in the AFI Region~~,~~ in their assign~~s~~ted task of fostering implementation of the AFI Regional Air Navigation Plan;

   ~~c)   review any shortcomings in the AFI Regional~~
   c)   in line with the Global Aviation Safety Plan (GASP), ensure the conduct of any necessary systems performance monitoring, identify specific deficiencies in the Air Navigation ~~System and develop recommendations for remedial action;~~

   d)   ~~originate and co-ordinate, as necessary, amendments to~~ field, especially in the context of safety and security, and propose corrective action;

   d)   ensure the development and implementation of an action plan by States to resolve identified deficiencies, where necessary;

   e)   promote, support and facilitate the regional implementation of AVSEC provisions;

   f)   develop amendment proposals for the update of the AFI Air Navigation Plan necessary to satisfy any changes in the requirements, thus removing the need for

regular regional air navigation meetings;

g)   monitor implementation of air navigation facilities and services and where necessary, ensure interregional harmonization, taking due account of cost/benefit analysis, business case development, environmental benefits and financing issues;

h)   examine human resource planning and training issues and ensure that the human resource development capabilities in the region are compatible with the AFI Regional Air Navigation Plan;

i)   e)   monitor new developments in the air navigation field and when these have an effect on the AFI Region, develop proposals to meet the requirements resulting from these developments in a timely and evolutionary manner;

f)   keep under review the Statement of Basic Operational Requirements and Planning Criteria and recommend to the Air Navigation Commission such changes to them as may be required in the light of developments mentioned in e).

vii.   In facilitating implementation of facilities and services identified in the Regional Air Navigation Plan and with due regard to the primacy of safety, the APIRG should take into account the costs and benefits of implementation options and the need to facilitate financing of preferred options. With regard to multinational facilities and cooperative activities the APIRG may wish to use an appropriate mechanism to prepare cost/benefit analyses and business cases, and to provide related guidance material in support of "prototype" sets of planned facilities and services. At its discretion, the APIRG may ;

j)   invite financial institutions, as required, on a consultative basis and at a time it considers appropriate in the planning process; to participate in this work;

k)   ensure close cooperation with relevant organizations and State grouping to optimize the use of available expertise and resources; and

l)   conduct the above activities in the most efficient manner possible with a minimum of formality and documentation and call meetings of the APIRG only when the Secretary and the Chairperson, through the Administration Coordination Group (ACG), are convinced that it is necessary to do so.

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