



WARFM (DAKAR)

International Civil Aviation Organization

WORKSHOP ON AIRPORT AND ROUTE FACILITY MANAGEMENT

Dakar, 5 to 7 February 2003

REPORT

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INTERNATIONAL CIVIL AVIATION ORGANIZATION

REPORT ON WORKSHOP MEETING ON AIRPORT AND ROUTE FACILITY MANAGEMENT

(Dakar, 5 to 7 February 2003)

INTRODUCTION

1. The Workshop on Airport and Route Facility Management, convened by ICAO for Western and Central African States, met in Dakar from 5 to 7 February 2003. The Workshop was opened by a welcoming address by Mr. Amadou Cheiffou, Regional Director of the ICAO Western and Central African Office.

2. The Workshop was one in a series of informal regional meetings intended to provide a forum for States to receive advice and freely exchange views and information on economic aspects of the operation and management of airports and air navigation services, so as to encourage consistency and standardization in implementing decisions and recommendations arrived at by Contracting States at formal ICAO meetings.

3. Attending the Workshop were 34 participants from 15 Contracting States in the Western and Central African region, and 4 international organizations. The complete list of participants appears in **Appendix 1**.

4. The Workshop unanimously elected Mrs. Joyce Doodoo of Ghana as Chairperson. Mr. Bernard Peguillan served as Secretary and adviser to the meeting, assisted by Messrs. Charles Diop and Boubacar Djibo.

5. The following agenda was adopted:

1. ICAO policy on airport and air navigation services charges
2. Organizational structures of airports, including commercialization
3. Airport financial management and airport charges on air traffic
4. Development and management of non-aeronautical activities
5. Infrastructure financing
6. Organizational structures of air navigation services, including international cooperation
7. Financial management of air navigation services and air navigation services charges.

6. The Workshop conducted its discussions in English and French. The agenda, with accompanying notes presented by the Secretariat in WP/1, together with other papers as well as certain ICAO publications relevant to the various agenda items, constituted the documentation for the meeting. A list of the documentation appears in **Appendix 2**.

This report was prepared by the Secretary after the conclusion of the Workshop.

AGENDA ITEM 1: ICAO POLICY ON AIRPORT AND AIR NAVIGATION SERVICES CHARGES

7. The Workshop based its discussions under this agenda item on the three principles set forth in Article 15 - Airport and similar charges - of the *Convention on International Civil Aviation* (the Charter of ICAO, also referred to as the Chicago Convention); *ICAO's Policies on Charges for Airports and Air Navigation Services* (Doc 9082/6), more specifically the principles addressing certain organizational and managerial issues (paragraphs 7 to 20) and principles and practices recommended with regard to airport charges (paragraphs 21 to 35 and Appendix 1), and to air navigation services charges (paragraphs 36 to 51 and Appendix 2); and Assembly Resolutions A33-19 – *Consolidated statement of continuing ICAO policies in the air transport field* – Appendix F, Airports and air navigation services, and A33-7 – *Consolidated statement of continuing ICAO policies and practices related to environmental protection* – Appendix I, Market-based measures regarding aircraft engine emissions. The Workshop also had before it the *Report of the Conference on the Economics of Airports and Air Navigation Services* (ANSCConf 2000), Montreal 19 to 28 June 2000 (Doc 9764); the interpretative guidance contained in Chapter 1 – ICAO Policy on Airport Charges, of the *Airport Economics Manual* (Doc 9562) and in Chapter 1 – ICAO Policy on Air Navigation Services Charges of the *Manual on Air Navigation Services Economics* (Doc 9161/3).

8. Various aspects of ICAO's policy in the area of airport charges were discussed, and participants provided information pertaining to its implementation and application in their States, and to other related matters. The discussions also covered various aspects of ICAO's policy in the area of air navigation services charges, including its applicability in the context of cost recovery of CNS/ATM systems and search and rescue (SAR) services. It was emphasized here, as during discussion of other Agenda items of the Workshop, that the requirements on equity and transparency in ICAO's policy were key issues in the cooperation between providers of services and users.

9. Concerns were expressed with respect to the proliferation of charges, if air transport was to be sustainable in the future, and in relation with flights exempted from paying charges, although they were contributing to the deterioration of the airport infrastructure used. The possibilities to recover costs for security services under various organizational arrangements were discussed to some extent, where reference was made to the existing ICAO policy and guidance material on cost recovery of security services at airports which had been concluded by the High-Level, Ministerial Conference on Aviation Security, in February 2002, as still being valid.

AGENDA ITEM 2: ORGANIZATIONAL STRUCTURES OF AIRPORTS, INCLUDING COMMERCIALIZATION

10. Discussions under this agenda item were based on the survey of Contracting States seeking information on economic and organizational aspects of the provision and operation of airports and air navigation services conducted prior to ANSCConf 2000; paragraphs 10 to 17 of the *ICAO's Policies* in Doc 9082/6, in particular the policy guidance on autonomy and privatization, independent mechanism for economic regulation, performance parameters and best commercial practices; Chapter 2 - Organizational Structures of Airports - of the *Airport Economics Manual* (Doc 9562); and the ICAO Circular on *Privatization in the Provision of Airports and Air Navigation Services* (Circular 284-AT/120).

11. The Workshop addressed such matters as ownership and management options, advantages with financial autonomy and autonomous authorities, charter of an autonomous airport authority and responsibilities

of States. Public autonomous airport authorities was a common organizational form among the States represented at the Workshop, while autonomous civil aviation authorities were under consideration in some other States. It was noted that even when a State had delegated the operation of airports to autonomous bodies, it kept its responsibilities under Article 28 of the Chicago Convention.

AGENDA ITEM 3: AIRPORT FINANCIAL MANAGEMENT AND AIRPORT CHARGES ON AIR TRAFFIC

12. The discussions on airport financial management were based on the *ICAO's Policies* in Doc 9082/6, in particular paragraphs 16, 17, 21, 22 and Appendix 1; the guidance contained in Chapter 3 - Airport Financial Control, and Chapter 4 - Determining the Cost Basis for Charging Purposes, of the *Airport Economics Manual* (Doc 9562); and WP/2, presented by the Secretariat, containing the ICAO Air Transport Reporting Form J developed for the regular collection of airport financial data by the Organization. References were made to relevant recommendations adopted by ANSConf 2000.

13. The ensuing exchange focussed on the purpose, scope and interrelationship of financial control and accounting in airport planning and management, descriptions of accounting systems designed to meet specific requirements, means of measuring performance and productivity, the practical application of financial data for the purpose of determining the cost basis for airport charges on air traffic and the costs attributable to concessions and other non-aeronautical activities, and the reporting to ICAO of financial data on Form J. It was noted that performance measuring and benchmarking were important in the context of commercialization and privatization of airports.

14. Turning to airport charges on air traffic, the Workshop based its discussions on paragraphs 23 to 31 and 33 of the *ICAO's Policies* in Doc 9082/6; Chapter 5 - Charges on Air Traffic and their Collection - of the *Airport Economics Manual* (Doc 9562); and WP/3, presented by the Secretariat, showing landing, passenger related and air navigation services charges by selected aircraft types and States in Western and Central Africa.

15. Discussions focussed on basic factors influencing charges on air traffic, charging systems to be applied with regard to individual types of charges, extent of cost recovery, application of security charges, collection of charges and consultations with users on new or revised charges. Several States had experienced collection problems with airport charges from foreign airlines, especially those operating non-scheduled services. It was also suggested that more solidarity should be exerted by the developed States in view of the constraints imposed on developing States' airlines, notably in relation with measures taken to protect the environment.

AGENDA ITEM 4: DEVELOPMENT AND MANAGEMENT OF NON-AERONAUTICAL ACTIVITIES

16. Discussions under this agenda item were based on paragraphs 22 i), 22 vii), 34 and 35 of the *ICAO's Policies* in Doc 9082/6; and Chapter 6 - Development and Management of Non-Aeronautical Activities - of the *Airport Economics Manual* (Doc 9562).

17. Among the subjects discussed were the relative significance of the contribution non-aeronautical revenues can make to overall airport finances, the various types of non-aeronautical activities at airports, their planning and selection, the extent to which airports should operate individual activities themselves, internal administrative arrangements and promotional aspects of developing non-aeronautical activities, setting fees and charges for non-aeronautical activities, including determining market value and the use of tenders, and contractual aspects. The workshop broke into five discussion groups, three of which addressed potential new non-aeronautical activities, and two other groups addressed basic principles applicable in setting concession fees and principal stipulations in concession contracts and leases. Each group reported its findings to the workshop as a whole.

AGENDA ITEM 5: INFRASTRUCTURE FINANCING

18. Under this agenda item, the Workshop based its discussions on Chapter 7 - Financing Airport Infrastructure - of the *Airport Economics Manual* (Doc 9562); Chapter 6 - Financing Air Navigation Services Infrastructure - of the *ICAO Manual on Air Navigation Services Economics* (Doc 9161/3); and the segment entitled Funding in part 3 - Financial Aspects - of the Air Navigation Services Economics Panel's *Report on Financial and Related Organizational and Managerial Aspects of Global Navigation Satellite Systems (GNSS) Provision and Operation* (Doc 9660). Reference was also made to the *ICAO's Policies* in Doc 9082/6, paragraphs 24 and 42, which address the newly developed ICAO policy on pre-funding of projects, and paragraphs 32 and 50, which emphasize the importance of consultation between airports and air navigation services providers and users when new or major developments of existing facilities are being planned, and that users provide relevant planning data pertaining to their operations. Note was also taken of the results of the World-wide CNS/ATM Systems Implementation Conference (Rio de Janeiro, May 1998); and of the ongoing work being undertaken by ICAO on the International Financial Facility for Aviation Safety (IFFAS).

19. The exchange of views addressed the relevance of traffic forecasts in the context of financing, the purpose, scope and application of various financial and economic analyses, the purpose and contents of a financing plan and other aspects related to such a plan. Furthermore, the Workshop discussed various sources of financing, including the development of IFFAS, the establishment of which had been adopted by the ICAO Council on 4 December 2002.

AGENDA ITEM 6: ORGANIZATIONAL STRUCTURES OF AIR NAVIGATION SERVICES, INCLUDING INTERNATIONAL COOPERATION

20. Discussions under this agenda item were based on paragraphs 10 to 18 of the *ICAO's Policies* in Doc 9082/6, which address, *inter alia*, an independent mechanism for economic regulation, performance parameters, best commercial practices and joint charges collection; and Chapter 2 - Organizational Structures of Air Navigation Services - of the *Manual on Air Navigation Services Economics* (Doc 9161/3), which provides guidance on the basic organizational characteristics of air navigation services provision, describes the basic forms under which air navigation services operate, and in the context of international cooperation in the provision of air navigation services, addresses relevant aspects of international operating agencies, joint charges collection agencies, multinational facilities and services and joint financing arrangements. As under agenda item 2 reference was made to the *Study on Privatization in the Provision of Airports and Air Navigation Services* (Circular 284-AT/120). Note was also taken of part 2 - Organizational Aspects - of the Air Navigation

Services Economics Panel's *Report on Financial and Related Organizational and Managerial Aspects of Global Navigation Satellite Systems (GNSS) Provision and Operation* (Doc 9660).

21. Discussions benefitted from the experiences of the two multinational entities providing air navigation services in the sub-region, namely ASECNA and Roberts FIR. Considerable attention was focussed on the benefits of cooperation among States in the billing and collection of air navigation services charges and the importance of States themselves, singly or collectively, controlling the collection of the charges. In this context particular note was taken of IATA's experience in the collection service for route charges in several African States. Note was also taken of the expertise ICAO possessed and its ability to assist States in the establishment of joint charges collection agencies, as well as others multinational cooperative ventures. The establishment of IKSANO (Information Coordinating Council on Debt Problems in the Area of Air Navigation Services) in Europe with its databases on airlines and debtors was mentioned as an example of multinational cooperation in collection. The meeting took also note of the work currently underway, within ICAO and AFCAC, with respect to the possible provision of SAR services on a regional or sub-regional basis and the related cost recovery aspects, an issue which was of particular interest to States in the region.

AGENDA ITEM 7: FINANCIAL MANAGEMENT OF AIR NAVIGATION SERVICES AND AIR NAVIGATION SERVICES CHARGES

22. The Workshop based its discussions on this Agenda item on paragraphs 36 to 51, and Appendix 2 of the *ICAO's Policies* in Doc 9082/6; Chapter 3 - Financial Control of Air Navigation Services, Chapter 4 - Determining the Cost Basis for Air Navigation Services Charges - and Chapter 5 - Air Navigation Services Charges and their Collection - of the *Manual on Air Navigation Services Economics* (Doc 9161/3); the segments entitled Determining GNSS costs and Allocation of GNSS costs in part 3 - Financial Aspects - of the Air Navigation Services Economics Panel's Report in Doc 9660; WP/3, presented by the Secretariat and referred to under Agenda Item 3 above; and WP/4, presented by the Secretariat, containing the two ICAO Air Transport Reporting Forms developed for the regular collection by the Organization of air navigation services financial data (Form K) and en route services traffic statistics (Form L).

23. The exchange of views centered on various aspects of determining the cost basis for air navigation services charges, including the facilities and services to be taken into account when calculating the total costs involved, the allocation of the costs with respect to non-aeronautical utilization as well as dual airport and en-route utilization, and the allocation of en-route costs among categories of users, including parameters to be applied for that purpose. Special attention was given to the cost recovery aspects of the provision of meteorological aeronautical services, an issue which had become of relevance in many States where the National Meteorological Service has to be financially self-sufficient. Also, the participants noted the usefulness to States themselves of filing Forms K and L (soon available online), as this provided at the same time a valuable data base for their own planning and management of air navigation services.

24. During the discussions, attention was focused on such subjects as the lack of proper analytical accounting for the establishment of the cost basis for charges, principles relating to air navigation services charging systems, charging systems parameters, benchmarking, collection of charges, collection problems, and consultation with users regarding charges.

APPENDIX 1

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APPENDIX 2

LIST OF DOCUMENTATION

WORKING PAPERS

Working Paper No.	Agenda Item	Subject	Presented by
1	1 - 7	Agenda and accompanying notes	Secretariat
2	3	ICAO Air Transport Reporting Form J ! Airport Financial Data	Secretariat
3	3 & 7	Landing, passenger related and air navigation facility charges in selected States	Secretariat
4	7	ICAO Air Transport Reporting Form K - Air Navigation Services Financial Data, and Form L - En-Route Services Traffic Statistics	Secretariat

ICAO PUBLICATIONS

Doc 7300/8	Convention on International Civil Aviation
Doc 9082/6	ICAO's Policies on Charges for Airports and Air Navigation Services
Doc 9764, ANSConf 2000	Report of the Conference on the Economics of Airports and Air Navigation Services
Doc 9562	Airport Economics Manual
Doc 9161/3	Manual on Air Navigation Services Economics
Doc 7100 ! 2001 Edition	Tariffs for Airport and Air Navigation Services
Circular 284-AT/120	Study on Privatization in the Provision of Airports and Air Navigation Services
Circular 142-AT/47	Development of Non-Aeronautical Revenues at Airports
Doc 9719	Report of the World-wide CNS/ATM Systems Implementation Conference
Doc 9660	Report on Financial and Related Organizational and Managerial Aspects of Global Navigation Satellite Systems (GNSS) Provision and Operation