



INFORMATION PAPER

**SPECIAL AFRICA-INDIAN OCEAN (AFI)
REGIONAL AIR NAVIGATION (RAN) MEETING**

Durban, South Africa, 24 to 29 November 2008

Agenda Item 6: Development of a set of comprehensive work programmes in the air navigation field, aimed at improving efficiency of the air navigation system (Efficiency Committee)

**IMPLEMENTATION OF A GLOBAL ATM SYSTEM
ICAO TECHNICAL COOPERATION PROJECT**

(Presented by Uganda)

SUMMARY

This paper raises issues arising from WP/19 presented by the ICAO Secretariat. While Uganda supports the proposal by ICAO to have an appropriate project established for implementation of performance objectives based on Global Plan Initiatives (GPIs), it urges caution in view of the various issues affecting the AFI Region (vis-a-vis CAR/SAM Region) and its history of cooperation with ICAO.

1. INTRODUCTION

1.1 WP/19 presents an example of an ICAO Technical Cooperation Regional Project (Project RLA/06/901), which was developed for the CAR/SAM Region, to assist States in the transition to a Global ATM system. The project has three immediate objectives namely, (a) Implementation of performance Based Navigation; (b) Implementation of AIS Quality Assurance and Safety Management Systems; and (c) Developing a strategy for the operational implementation and integration of automated ATM systems. The execution of the project is reported to have commenced in January 2008 and is expected to be completed in 2012.

1.2 WP/19 recommends the meeting to consider establishing an ICAO Technical Cooperation project as appropriate for implementation of the performance objectives embodied in the performance framework forms included as appendices to the paper.

1.3 Uganda supports the recommendation in principle, and urges caution regarding the scope of the project in terms of deliverables, geographical extent and funding model. The underlying causes for concern arise from the differences between AFI and CAR/SAM in historical, socio-political and economic terms.

2. DISCUSSION

2.1 From WP/19, it is evident that there is a rich history of cooperation projects executed by ICAO in the CAR/SAM Region, usually involving 9 to 15 countries. The projects listed as having been executed by ICAO (Transition to CNS/ATM -15 states; SAM-REDDIG digital network;

Regional Safety Oversight cooperation – 11 States; Regional GNSS augmentation trial – 12 States; REDDIG management and satellite segment administration – 13 States; and GNSS transition) clearly illustrate this. This is not the case between ICAO and the AFI Region where ICAO projects have mainly been with individual countries. The lack of experience in multi-national projects with ICAO in the AFI Region could mean that there may be delays in reaching consensus.

2.2 Another issue that might negatively affect cooperation in the AFI region more than CAR/SAM region is language. In the CAR/SAM region, with the exception of Brazil, the Guyanas and Suriname, the rest of the countries in South America speak the same language (Spanish). In the case of the AFI region, there is a wider language spread (English, French, Arabic, Portuguese) which is more mixed even in some subregions. While the language barrier is not insurmountable, it will affect the speed of project identification, formulation and subsequent execution.

2.3 The AFI region has many more independent states than the CAR/SAM Region. Experience has shown that it is very difficult to get consensus or agreement where so many states are involved right from the beginning of project identification. Even where the states have agreed, the implementation of the agreed position is not easily achieved. Examples of long delays in project implementation abound in the AFI region.

2.4 The funding model used in the ICAO-CAR/SAM project RLA/06/901 is that the countries contribute 100% of the budget to cover all costs, plus providing all the necessary support in terms of office accommodation, equipment and other facilities. Although the sums contributed by each country seem to be small, they could prove difficult in the AFI setting if history is anything to go by.

2.5 From the foregoing, it is seen that even though the project approach could be supported it would be necessary to take the measures necessary to overcome the possible obstacles namely, lack of experience in multi-national projects executed by ICAO in the AFI Region; Communication barriers due to language differences; the large number of independent states in the AFI region; and the requirement for full project funding by the States.

2.6 One of the ways to address most of the obstacles at once is to adopt a sub-regional approach centred on existing subregional groupings which have already developed cooperative mechanisms.

2.7 If the whole region has to be involved in the same project, then it would be necessary to reduce the number of objectives to the bare minimum so as to minimise opportunities for controversy.

2.8 If the problem of funding by states becomes insurmountable, then the approach would have to be drastically changed to the idea proposed by The Republic of South Africa in WP/42 para 3.2, 3.23.2, 3.2 where it is proposed that ICAO should expand the areas of expertise in the regional offices accredited to Africa to cater for Global ATM implementation.

3. CONCLUSIONS

3.1 The project approach is a good idea but faces a number of obstacles in the AFI Region.

3.2 One way to overcome most of the obstacles and yet keep the project approach would be to adopt a sub-regional approach centred on existing

3.3 Another way, for a project covering the whole AFI Region would be to minimise the number of objectives.

3.4 If the main obstacle is project funding by states, then ICAO should resort to maximisation of use of regional ICAO offices accredited to Africa, by expanding the areas of expertise to cover issues of Global ATM implementation.

Recommendation 6/x: - Obstacles to ICAO Project for AFI Region

That the Special AFI RAN meeting adopts conclusions 3.1, 3.2, 3.3, 3.4 above.

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