



WORKING 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)

**INCREASING THE EFFECTIVENESS OF PLANNING AND
IMPLEMENTATION REGIONAL GROUPS (PIRGs)**

(Presented by the Secretariat)

SUMMARY

In February 2006, the Council agreed that it was time to reconsider the format and method of processing the Air Navigation Commission reports on PIRG activity, as well as the terms of reference of the PIRGs, and that a report be presented on this subject to the Council.

The Council, on 18 March 2008 made several decisions on the basis of the above report. The work of the Commission and the Council in this respect are reviewed in this paper.

Action by the meeting is in paragraph 7.

1. INTRODUCTION

1.1 On 20 February 2006, during its review of the report of the sixteenth meeting of the ASIA/PAC Air Navigation Planning and Implementation Regional Group (APANPIRG/16), the Council agreed that it was time to reconsider the format and method of processing the reports of the Air Navigation Commission on the planning and implementation regional group (PIRG) activity, as well as the terms of reference of PIRGs. The Commission subsequently conducted a study for review by the Council. In reviewing the Commission's report, the Council took the following actions:

- a) agreed that the Commission should present, on an annual basis, a consolidated report to the Council containing the Commission's analysis of regional air navigation developments and the status of the resolution of air navigation deficiencies, as well as an indication of the value added from the PIRGs' activities;
- b) while agreeing to retain, for the time being, the terms of reference of PIRGs, except those of the APIRG and the GREPECAS which should be amended to exclude security matters, requested that the Commission study the merits of the PIRGs;

- c) agreed that all ICAO Contracting States, who are service providers in an air navigation region and part of that region's air navigation plan (ANP), should be included in the membership of that region's PIRG. Furthermore, user States are entitled to participate in any other PIRG meetings as a non-member. International organizations recognized by the Council may be invited as necessary to attend as observers to the PIRG meetings; and
- d) requested that the Commission present, in due course, a report to the Council regarding the development of new structures to coordinate Business Plan implementation activities related to safety, security and environmental subjects, as well as the outcome of its further review of the mandate and terms of reference of the PIRGs pursuant to sub-paragraph b) above.

2. WORK PROGRAMME AND TERMS OF REFERENCE OF PIRGS

2.1 The detailed consideration of the report by the Commission to the Council is reflected in the following paragraphs.

Work programme

2.2 The Commission agreed that PIRGs are primarily responsible for the development and maintenance of regional air navigation plans as well as the identification and resolution of air navigation deficiencies. It was noted that PIRGs are a planning and coordination mechanism and that, while implementation is the responsibility of States, PIRGs could play a significant role in supporting the implementation of Standards and Recommended Practices (SARPs). Furthermore, the Commission recognized the importance of providing technical expertise and guidance to Regional Offices so as to enhance integration of Regional Offices and ICAO Headquarters, and consequently endorsed the participation of experts from the ICAO Air Navigation Bureau in the work of relevant technical sub-groups of the PIRG.

Terms of Reference

2.3 The Commission examined the possibility of expanding the mandate of PIRGs to cover the broader Strategic Objectives of ICAO and concluded that their focus should remain on air navigation issues. It was noted that any expansion would require more technical and human resources for both ICAO and States; result in lengthier meetings; call for attendance of a greater number of participants per delegation; and also result in duplication of efforts, thereby decreasing productivity.

2.4 It was noted that security was included in the terms of reference of only two PIRGs – CAR/SAM Regional Planning and Implementation Group (GREPECAS) and AFI Planning and Implementation Regional Group (APIRG) – with GREPECAS doing limited work in this field. It was acknowledged that security matters are of a different nature and scope and require a different kind of expertise; therefore, they do not fit into the activities of PIRGs. Consequently, it was agreed that security-related items should not be included in the work programme of PIRGs and that the terms of reference of GREPECAS and APIRG should be amended accordingly. However, the security matters of the region would continue to be addressed using a different mechanism that may involve regional civil aviation bodies.

2.5 Regarding the inclusion of flight safety in the work programme of PIRGs, the majority of members agreed that the involvement of PIRGs in flight safety issues is not feasible in the current regional air navigation planning structure. To include this item in the work programmes of PIRGs would require a different mechanism to accommodate experts provided by States and other bodies, such as maintenance organizations, airline/cargo operators and pilots' associations. However, there is a need to address specific flight safety issues in line with the methodology of the Global

Aviation Safety Plan (GASP). It was agreed that PIRGs should continue to concentrate their efforts, at this time, on air navigation planning issues. The Commission noted that flight safety issues are most adequately addressed within the framework of GASP. The regional, subregional and State action plans, resulting from the application of GASP, might generate specific actions by PIRGs. The Commission agreed to return to this aspect after the implementation structure for GASP is finalized.

2.6 Referring to the environment, the Commission noted that PIRGs address environmental issues within the context of ATM improvements, and endorsed this approach. The Commission also noted that PIRGs take into account environmental benefits of CNS/ATM systems and estimate resultant reductions in emissions, while developing and reviewing the ATS route structures of the region.

2.7 The Commission was therefore of the view that PIRGs should continue working on air navigation planning and implementation issues. At the same, the Commission would continue work to develop new structures to coordinate other Business Plan implementation activities related to safety, security and environmental subjects.

3. MEMBERSHIP OF PIRGS

3.1 With regard to the membership of PIRGs, the Commission agreed that all ICAO Contracting States, who are service providers in an air navigation region and part of that region's air navigation plan (ANP), should be included in the membership of that region's PIRG. Furthermore, user States are entitled to participate in any other PIRG meetings as a non-member. International organizations recognized by the Council may be invited as necessary to attend as observers to the PIRG meeting.

4. FORMAT OF PIRG REPORTS

4.1 The Commission noted that PIRG reports were intended to be stand-alone documents developed essentially to serve the needs of States, and consequently agreed that the present format and style meet their requirements, but should be open to continuous improvements. Furthermore, the Commission noted that the agenda of these PIRG meetings had been standardized and aligned with the Business Plan items related to air navigation services.

5. REVIEW OF PIRG REPORTS BY THE COMMISSION AND COUNCIL

5.1 *Air Navigation Commission Review:* The Commission noted that the outcome of PIRG meetings was significant and had to be analyzed in a structured manner in order to address the issues and deficiencies raised therein by including them in the work programme at Headquarters through the ICAO Knowledge Sharing Network (IKSN), the successor to the Air Navigation Integrated Programme (ANIP). To implement such an environment, the Commission developed a gate process which is supported by an issue form, a workflow and a list of accredited sources. To meet this gate process, subsequent to each PIRG meeting, the pertinent Regional Office, in coordination with the relevant section at Headquarters and, if required, with the concerned State(s), will submit the duly completed issue forms for further action by the Commission.

5.2 *Council Review:* To further improve the way that the Council reviews the work of its PIRGs, the need for an executive summary of the outcome of each PIRG meeting, taking all the elements into consideration, was identified. This action will also avoid duplication and will differentiate between the technical review by the Commission and the overall decision-making process of the Council. The Commission proposed that, at the end of each year, the Council receive a consolidated report containing the Commission analysis of the regional air navigation developments

and the status of the resolution of air navigation deficiencies. However, in the event that any action item arises from a PIRG meeting, such as an implementation issue or a requirement for additional resources that calls for specific attention of the Council, then an immediate report would be made to the Council instead of waiting until the end of the year.

6. FURTHER WORK BY THE COMMISSION

6.1 Consequent to the decisions of the Council, the Commission had initiated a further study on the merits of PIRGs and development of new structures to coordinate Business Plan implementation activities related to safety, security and environmental subjects. The study is expected to be completed by the end of 2008.

6.2 Based on the above, the meeting is invited to adopt the following recommendation:

Recommendation 6/x – Revised terms of reference for the Africa-Indian Ocean regional planning and implementation group (APIRG)

That the terms of reference for the Africa-Indian Ocean regional planning and implementation group (APIRG) be amended as follows:

1. Membership

All ICAO Contracting States, who are service providers in an air navigation region and part of that region's ANP, should be included in the membership of that region's PIRG. Furthermore, user States are entitled to participate in any other PIRG meetings as a non-member. International organizations recognized by the Council may be invited as necessary to attend PIRG meetings as observers.

3. **In order to meet the Terms of Reference the Group shall:**

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

7. ACTION BY THE MEETING

7.1 The meeting is invited to:

- a) note the review carried out by the Council on the report of the Commission with regard to increasing the effectiveness of PIRGs;
- b) note that further work is being undertaken by the Commission to increase the effectiveness of PIRGs, encompassing development of new structures to coordinate Business Plan implementation activities related to safety, security and environmental subjects and also study the merits of PIRGs; and
- c) approve the draft Recommendation at paragraph 6.2 above.

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