



*International Civil Aviation Organization*

**FOURTEENTH MEETING OF THE  
ASIA/PACIFIC AIR NAVIGATION PLANNING AND  
IMPLEMENTATION REGIONAL GROUP (APANPIRG/14)  
Bangkok, Thailand, 4 to 8 August 2003**

**Agenda Item 1: Review of Council and ANC Actions on the APANPIRG/13 Report**

**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 planning and implementation regional groups (PIRGs), the frequency of their meetings and their reporting methods, APANPIRG/14 meeting is being approached for consideration of these issues.

Action by APANPIRG is proposed at paragraph 3.

**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 rectify 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 Amongst other issues, the President of the Council invited the attention of the Commission to the voluminous of certain PIRG reports and questioned the justification for annual PIRG meetings, as well as their cost efficiency. He 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 than on planning aspects, and acknowledged that, to do that, it may be necessary to revise the terms of reference of planning and implementation regional groups.

1.3 Against this background, each PIRG including APANPIRG is being approached to review the role and working methods of their respective group.

## **2. DISCUSSION**

### **2.1 PIRG reports**

2.1.1 Initial analyses of the volume of PIRG reports indicated that the reports of EANPG and NAT SPG contain the summary of the meeting that highlights various conclusions and decisions and is spread over not more than 35 to 40 pages. Whereas, the reports of APANPIRG, GREPECAS, MIDANPIRG and the APIRG are quite voluminous (as many as 250 to 300 pages) as they not only contain a summary of the meeting but also the appendices and guidance material.

2.1.2 During the recent review of the report of GREPECAS/11, the Commission noted that GREPECAS provided the rationale that their 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, the Commission for its review received from the Secretariat, as a test case, the condensed format of the GREPECAS/11 report containing 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 it would be more valuable to receive the complete report for its better appreciation. Consequently, the Commission requested the Secretariat to continue to provide for consideration of HQ, the complete report of GREPECAS meetings as well as other planning and implementation regional groups (PIRGs), viz. APANPIRG, MIDANPIRG and APIRG, 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 Assembly has 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.

2.2.2 With the above in mind, it is therefore necessary to revisit the terms of reference and suggest relevant changes as appropriate. The proposed changes as compared to the current version of the terms of reference are shown using redline/strikeout and is available at Appendix hereto. The revised terms of reference takes into account: a) the need for proper balance between planning and implementation; b) further enhancing the effectiveness of PIRGs in rectifying the deficiencies of air navigation systems; and c) provision of an expanded role for air transport activities including the subject of 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 remain ultimately responsible for the provision of air navigation services. To this end, the representation of States at PIRG meetings by designated officials should reflect not only regulatory organizations such as Director General of Civil Aviation but also from service providers such as autonomous entities so as 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 EANPG and NAT SPG meets annually for four and three days, respectively, whereas the GREPECAS, APANPIRG, and MIDANPIRG meet every year for a duration of five days. However, APIRG meetings are convened approximately every 18 months, with a duration of five days.

2.3.2 In relation to the justification for periodicity and duration of PIRG meetings, a 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 minimum of formality and documentation. Consequently, this issue has been addressed in the attached revised terms of reference.

## 3. **ACTION BY APANPIRG**

3.1 The meeting is invited to:

- a) note the information contained in this paper; and
- b) review and, where necessary, propose the amendments to the revised draft terms of reference of APANPIRG, shown in the Appendix hereto, for subsequent consideration by the Air Navigation Commission and the Council.

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APPENDIX

**REVISED] TERMS OF REFERENCE ~~{AND OTHER PROVISIONS APPLICABLE TO}~~ [FOR]  
THE ~~{~~  
~~}~~ASIA/PACIFIC AIR NAVIGATION PLANNING AND IMPLEMENTATION REGIONAL GROUP  
(APANPIRG)**

1. ~~{Role of the group}~~ **[The Terms of Reference of the Group are:]**

~~{1.1 The provisions described hereunder shall be applicable to the ASIA/PAC Air Navigation Planning and Implementation Regional Group (APANPIRG).}~~

2. ~~Terms of reference of the APANPIRG~~

2.1 ~~The objectives of the group are to:~~

~~a) ensure the~~

**[a) ]continuous and coherent development of the [Asia/Pacific Regional] ~~{plans for Asia/Pacific Regions and ensure harmonization with global plan and those of adjacent regions;}~~**

~~b) develop proposals for improvements in the implementation of the ASIA/PAC} Air Navigation Plan {on the basis of new technological developments;}~~ **[and other relevant regional documentation in a manner that is harmonized with adjacent regions, consistent with ICAO SARPs and reflecting global requirements;]**

~~{c) identify specific problems}~~

**[b) facilitate the implementation of air navigation systems and services as identified in the Asia/Pacific Regional 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 form, action aimed at solving these problems; and}~~ **[.]**

~~{d) develop, with due regard to the primacy of safety, business cases for various options taking into account the environmental benefits and the need to facilitate financing of preferred options in planning and implementation of air navigation facilities.}~~

**[2. In order to meet the Terms of Reference, the Group shall:]**

~~{2.2 In order to meet these objectives the group shall:~~

~~a) keep under}~~

**[a) ]review, and propose when necessary[,the] target dates for implementation of facilities, services and procedures{-This will} [to] ensure the coordinated development of the Air Navigation {System} [Systems] in the {Asia and Pacific Regions} [Asia/Pacific Region];**

b) assist the ICAO ~~{regional office providing services in the Asia and Pacific Regions in its assigned task of fostering }~~**[Asia/Pacific Regional Office in fostering the]** implementation of the ~~{ASIA/PAC}~~ **[Asia/Pacific]** Regional Air Navigation Plan;

c) ~~{monitor developments in the air navigation field and develop proposals for consequential improvements in air navigation in the Asia and Pacific Regions;}~~ **[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) review any shortcomings in the Asia and Pacific}~~

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

e) **develop amendment proposals for the update of the Asia/Pacific] Regional Air Navigation {System and develop recommendations for remedial action;}** **[Plan necessary to satisfy any changes in the requirements, thus removing the need for regular regional air navigation meetings;]**

~~{e) originate, as necessary, in coordination with affected State, amendments to the Plan for the ASIA/PAC Regions;}~~

**[f) 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;]**

~~{f) keep under}~~

**[g) examine human resource planning and training issues and ensure that the human resource development capabilities in the region are compatible with the Asia/Pacific Regional Air Navigation Plan;**

**h)] review the Statement of Basic Operational Requirements and Planning Criteria{-Recommend} [and recommend] to the Air Navigation Commission such changes to them as may be required in the light of developments {mentioned in c); and}[:]**

~~{g) use an appropriate mechanism to prepare cost/benefit analysis and business cases inclusive of environmental assessments and provide related guidance material in support of “prototype” sets of planned facilities and services. The group may utilize the services of}~~

- [i) 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;**
- j) ensure close cooperation with relevant organizations and State grouping to optimize the use of available expertise and resources; and**
- k) conduct the above activities in the most efficient manner possible with a minimum of formality and documentation and call meetings of the APANPIRG when deemed necessary to do so.**

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