

**AGENDA ITEM 2.4: OTHER AIR NAVIGATION
MATTERS**

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Statement of Basic Operational Requirements and Planning Criteria (BORPC)

2.4.1 The meeting recalled that work of a Regional Air Navigation (RAN) Meeting is to be based on the updated Statement of Basic Operational Requirements and Planning Criteria (BORPC). Accordingly, the Commission had last approved the Statement of BORPC on 17 June 1999 for use, *inter alia*, at the third Caribbean/South American Regional Air Navigation (CAR/SAM/3) Meeting held in Buenos Aires, Argentina, in October 1999. The updated Statement was then circulated to States and international organizations in September 1999 (State letter A 16/8.4-99/93 dated 3 September 1999 refers).

2.4.2 As a result of the Planning and Implementation Regional Groups (PIRGs) carrying out most of the planning tasks in recent times, the meeting observed that RAN meetings are not frequently convened and in fact, since 1999, no RAN meeting has been convened; moreover, none are scheduled for the near future. It should be noted, however, that a number of advancements in many of the fields of air navigation systems have taken place since the last update of Statement in 1999. Consequently, the meeting was informed that, on the advice of the Commission, the secretariat using the 1999 Statement of BORPC as the basis, developed proposals for the update and sent to States (State letter A 16/8.4-04/84 dated 13 August 2004 refers). The meeting in reviewing this updated Statement noted the proposals and agreed that detailed comments will be provided by the States and International organizations through the established procedure.

2.4.3 Whereas the Statement of BORPC is considered a vision statement and should apply equally to every region, the meeting noted that it has until now been applicable to all the regions except for the European Region. However, the meeting was apprized that the Commission recognizing that a common Statement would be another tool for ensuring interregional harmonization and, eventually, a global ATM system agreed to henceforth extend its application to all regions.

2.4.4 The meeting noted that a final draft revised Statement of BORPC, updated in light of the comments to be received in response to State letter A 16/8.4-04/84 dated 13 August 2004 will be submitted to the Commission for approval in its 167th Session (October-December 2004).

Expansion and continuation of the ICAO USOAP

2.4.5 The meeting was provided with a report on continuation and expansion of the ICAO Universal Safety Oversight Audit Programme (USOAP) through the concept of a comprehensive systems approach. The meeting was reminded that ICAO Universal Safety Oversight Audit Programme (USOAP) was established in 1999, pursuant to Assembly Resolution A32-11, with the objective of promoting global aviation safety through the conduct of regular and mandatory safety oversight audits of all Contracting States.

2.4.6 Safety oversight audits performed thus far have been planned and conducted on an Annex-by-Annex basis, starting with Annex 1 — *Personnel licensing*, Annex 6 — *Operation of aircraft* and Annex 8 — *Airworthiness* and with a view to progressively introducing other Annexes. While this approach served its purpose and proved effective for the establishment of the Programme and the initial audits, it has become clear that continuing along the same lines to assess the capabilities of Contracting States for safety oversight and the implementation of safety-related provisions would be both lengthy and expensive. On the basis of the experience gained so far, it is time for USOAP to evolve from an Annex-by-Annex to a comprehensive systems approach, which would focus on the States' overall safety oversight capabilities. The comprehensive systems approach would cover all safety-related Annexes and

would provide an improved and cost-effective approach to auditing. This proposal for further expansion of USOAP to include safety-related provisions in all safety-related Annexes effective 2005 would be presented to the 35th Session of the Assembly (Montreal, 28 September – 8 October 2004). With the foreseen expansion of USOAP to cover sixteen of the eighteen Annexes to the *Convention on International Civil Aviation* (Doc 7300), it is inevitable that the workload placed on ICAO and on States will increase significantly.

2.4.7 Under the comprehensive systems approach, it is envisaged that, in many States, ICAO will have to deal with several entities responsible for safety oversight tasks, in addition to the Civil Aviation Authority. To facilitate the task, and in order to ensure proper communications and coordination with Contracting States during all phases of the audit process, the States have been requested to appoint a National Safety Oversight Coordinator.

2.4.8 Because of the invaluable support that an appropriately informed National Safety Oversight Coordinator would be to the management of an effective State's safety oversight system, ICAO intends to conduct a one-and-a half-day seminar/workshop for national safety oversight coordinators on 26 and 27 September 2004, prior to the opening of the 35th Session of the Assembly. The seminar would enable all participants to gain valuable knowledge and understanding on the process and implementation of the comprehensive systems approach-based safety oversight audits. Noting the above, the meeting agreed that States should include the National Safety Oversight Coordinator in their respective delegation to the 35th Assembly.

Unified strategy to resolve safety-related deficiencies

2.4.9 Results from the ICAO safety oversight audits and the audit follow-up missions have shown that many States have not made much progress in resolving the deficiencies identified during the initial audits. This problem is not restricted to any particular region or level of development. Therefore, to address this issue, the Council of ICAO developed an all-encompassing strategy to assist States to remedy their oversight deficiencies.

2.4.10 This unified strategy, which is being proposed to the 35th Session of the ICAO Assembly later this year provides for the identification of problems, the analysis of root causes, and the tailoring of solutions and implementation methods at a regional, sub-regional or State level. Increased transparency, assistance and cooperation are the basic principles of the strategy. Consequent to approval by the Assembly, States will be invited through the Regional Office to contribute and participate in the implementation of the unified strategy.

ANC consultation with Industry

2.4.11 The meeting was also informed of the ANC consultation with the Industry that took place in Montreal on 18-19 May 2004. Specific attention was drawn to the Conclusion 3 of this consultative meeting, which invites the Industry to participate in the work of ICAO regional bodies including PIRG meetings to ensure that benefits are achieved from early implementation of systems, facilities and services.

Asia/Pacific Traffic Forecasting Group

2.4.12 The meeting was advised that the Asia/Pacific Area Traffic Forecasting Group (APA TFG) held its Twelfth Meeting in Bangkok from 23 to 30 July 2004. The key findings of the Group were presented, noting that trans-Pacific aircraft movements are expected to grow by 5.0% per annum to the year 2020, while intra-ASIA/PAC aircraft movements are predicted to grow by 4.6% per annum over this

same period. The meeting was reminded that the APA TFG, at its Eleventh Meeting, revised its long-term forecasts of Trans-Pacific aircraft movements downwards by approximately 20% as a result of the events of 11 September 2001. It was noted that the combined effect of SARS and other factors appear to be exerting an additional negative impact on the long-term trend for Trans-Pacific traffic.

2.4.13 The attention of the meeting was also drawn to the Group's forecasts of passenger movements between the top 41 city-pairs of Intra-ASIA/PAC and Trans-Pacific for the year 2007. The value of this information was noted, particularly for those routes where explosive growth in traffic is occurring or is anticipated. In response to the discussions, the meeting was informed that it would be possible to extend the analyses of city-pair traffic levels depending upon the priorities and the available resources.

2.4.14 It was pointed out that the APA TFG requires the full support of States through the provision of suitable experts to participate in the development of forecasts and regularly attend TFG meetings. The meeting's attention was drawn to the advice given by a State that it no longer is able to participate in the work of the Group. The meeting recognized the valuable contribution of those States providing data and other information for the development of the forecast and urged States to continue providing this support.

2.4.15 The meeting noted the revised forecasts and the strong need for States to continue to support the Group through closer participation.

ICAO requirements for the operation of New Larger Aircraft (NLA)

2.4.16 The meeting was apprised on the work of ICAO in formulating Standards and Recommended Practices (SARPs) for NLA.

2.4.17 Commencing in 1995, the Airport Design Study Group (ADSG) was requested to assist ICAO in developing the relevant specifications. Further works of the ADSG in 1996 and 1997 culminated in a proposed amendment to Annex 14 Vol.1 introducing a new aerodrome reference Code F to cover aeroplanes with wing spans from 65m up to but not including 80m and outer main gear wheel span from 14m to 16m. The relevant provisions of Amendment 3 containing the requirements for the design and operation of NLA adopted by the Council in March 1999 were provided to the meeting.

2.4.18 In order to assist States with information on the issues concerning facilities and services, air traffic management and flight operations which should be considered for accommodating the NLA operations at existing airports, the meeting was advised that an ICAO Circular had been developed. The Circular provided guidance on the development of suitable operational procedures, alternative measures and operating restrictions at existing aerodromes which do not meet the relevant Annex 14 Vol I Code F provisions so that safety will not be compromised at those aerodromes when used by a specific NLA.

2.4.19 The meeting was advised on the work done by several States in preparing for the operations of the Airbus A380 such as the United Kingdom CAA, United States FAA and the European Civil Aviation Commission (ECAC).

2.4.20 Considering the comments from Australia, Hong Kong, China; India, Philippines and Singapore, the meeting formulated the following decision:

Decision 15/45 – Seminar on the operation of the New Larger Aircraft

That, a seminar be convened in 2005 to share the experiences by States in preparing for the operation of the Airbus A380 scheduled for commercial operation in 2006.

Language proficiency

2.4.21 The meeting was informed of ICAO provisions on language proficiency in Annex 1 – *Personnel Licensing*, Annex 6 – *Operation of Aircraft*, Annex 10 – *Aeronautical Telecommunications* and Annex 11 – *Air Traffic Services* adopted in March 2003. The language proficiency requirements clarified and extended existing provisions.

2.4.22 The increasing concern over the number of airline accidents in which investigators determined that language problems had played a contributory role resulted in new ICAO requirements for controllers and pilots involved in international operations to demonstrate a minimum level of English language proficiency. The ICAO language requirements focus on the assessment of communicative proficiency, that is, an individual's speaking and listening skills. In addition, the proficiency requirements apply to native or non-native speakers alike, in order to identify other issues (e.g. any speech impediment) that would affect an individual's capacity to operate safely.

2.4.23 Amendment 164 includes an Attachment specifying the criteria for the requirements and assessment of language proficiency. This rating scale describes 6 levels of proficiency and will be used to guide the assessment of an individual's language ability. The extract from the Attachment relating to the Level 4 criteria required for pilot and controller proficiency is reproduced in **Appendix A** to the Report on Agenda Item 2.4.

2.4.24 The meeting was informed of ICAO's worldwide educational and awareness campaign to introduce ICAO language proficiency requirements and to provide practical information to facilitate implementation of SARPs that take effect in 2008. Two events were planned for this year at ICAO Headquarters, Montreal and at Tokyo as described below.

ICAO Headquarters, Montreal symposium

2.4.25 A three-day symposium on the new ICAO language proficiency requirements will take place at ICAO Headquarters, Montreal, from 1 to 3 September 2004. Participants will receive practical advice on how to comply with the ICAO Standards and Recommended Practices concerning language proficiency

Asia/Pacific regional seminar - Tokyo

2.4.26 The first language proficiency regional seminar for the Asia/Pacific region will be held in Tokyo, Japan from 8 - 10 December 2004, hosted by the Japanese Civil Aviation Bureau. Details on this seminar will be provided in due course by the ICAO Asia/Pacific Regional Office.

2.4.27 The meeting urged States to take full advantage of these events as they would be of considerable benefit to assist States to understand and apply the language proficiency requirements.

Manual on the Implementation of the ICAO Language Proficiency Requirements

2.4.28 A manual addressing the various training and evaluation issues related to the implementation of ICAO language proficiency Standards is in preparation. The *Manual on the Implementation of the ICAO Language Proficiency Requirements* (Doc 9835-AN/453) is expected to be published at the end of the third quarter of 2004.

Cooperation between Fiji and Tonga to establish a single provider of Air Traffic Services below FL245 in the Pacific Region.

2.4.29 The meeting was advised by Tonga that Aviation Ministers of Pacific Island States have long recognized the need to unite and adopt a regional approach if the resource limited individual Island States involved in international air navigation were to meet and comply with the ICAO SARPs contained in the eighteen Annexes to the Convention on International Civil Aviation. This recognition led to the establishment of the Pacific Upper Airspace Management (PUAM) concept which, in essence, was intended to consolidate the airspace in the region and establish a regional entity to provide air traffic services in the consolidated upper airspace.

2.4.30 Although the PUAM concept was widely supported, there were divisions amongst participating States regarding the implementation methodologies and the target time frames. Consequently, Samoa and Tonga, in cooperation with New Zealand, proceeded with a partial application of the PUAM concept, initiating an amendment proposal to the Asia/Pacific region Air Navigation Plan which was aimed primarily at achieving a homogenous traffic flow in the upper airspace on the main trunk route connecting New Zealand and the west coast of the United States.

2.4.31 In a similar initiative relating to the lower airspace, Fiji and Tonga jointly updated the meeting regarding their intention to pool resources and establish a single regional ATS provider with responsibility within their combined territories for airspace at FL245 and below. Although still in the planning stage, it was anticipated that this initiative would result in improvements in the provision of air traffic services, communications and navigation aids in the lower airspace, specifically in the Tonga sector of the Auckland FIR. This would assist to meet the forecasted increase in medium turbo-prop traffic operating regionally between Pacific Island States at FL245 and below. Additional States in the region have indicated their support for the single provider concept, and it was anticipated that some of these States may become further involved in due course.

2.4.32 The proposal was not expected to affect the provision of ATS in the upper airspace over Fiji and Tonga.

2.4.33 With respect to regulatory and safety oversight responsibilities, Fiji and Tonga were among the eight founding members, including Australia, of the Pacific Aviation Safety Office (PASO) which had been established in Port Vila, Vanuatu, and would become operational in the near term.

2.4.34 The meeting noted with appreciation the developments being progressed by Fiji and Tonga within the framework of cooperative airspace arrangements promoted by ICAO. The meeting commended the spirit of collaborative decision making exhibited by Tonga and Fiji in their regional coordination process.

LANGUAGE PROFICIENCY

ICAO RATING SCALE FOR OPERATIONAL LEVEL 4

Pronunciation: (Assumes a dialect and/or accent intelligible to the aeronautical community)

Pronunciation, stress, rhythm, and intonation are influenced by the first language or regional variation but only sometimes interfere with ease of understanding.

Structure: (Relevant grammatical structures and sentence patterns are determined by language functions appropriate to the task)

Basic grammatical structures and sentence patterns are used creatively and are usually well controlled. Errors may occur, particularly in unusual or unexpected circumstances, but rarely interfere with meaning.

Vocabulary:

Vocabulary range and accuracy are usually sufficient to communicate effectively on common, concrete, and work-related topics. Can often paraphrase successfully when lacking vocabulary in unusual or unexpected circumstances.

Fluency:

Produces stretches of language at an appropriate tempo. There may be occasional loss of fluency on transition from rehearsed or formulaic speech to spontaneous interaction, but this does not prevent effective communication. Can make limited use of discourse markers or connectors. Fillers are not distracting.

Comprehension:

Comprehension is mostly accurate on common, concrete, and work related-topics when the accent or variety used is sufficiently intelligible for an international community of users. When the speaker is confronted with a linguistic or situational complication or an unexpected turn of events, comprehension may be slower or require clarification strategies.

Interactions:

Responses are usually immediate, appropriate, and informative. Initiates and maintains exchanges even when dealing with an unexpected turn of events. Deals adequately with apparent misunderstandings by checking, confirming, or clarifying.

(Note: For complete information on the ICAO language proficiency rating scales, please refer to the Attachment to Annex 1.)