



FAL/12-WP/107
30/3/04

FACILITATION (FAL) DIVISION — TWELFTH SESSION

Cairo, Egypt, 22 March to 2 April 2004

**REPORT OF COMMITTEE 1
ON AGENDA ITEM 5**

The attached report on Agenda Item 5 is presented for approval by the Plenary.

Agenda Item 5: Modernizing airport facilities and service delivery systems

Agenda Item 5.1: Revision of Annex 9, Chapter 6

Agenda Item 5.2: National, regional and airport FAL programmes

5.1 Under these agenda items, the following working papers were presented: WPs/7, 17 and 31 (Secretariat), WP/73 (Republic of Korea), WP/54 (IATA), WP/90 (ITF), WP/64 (United States), WP/65 (United States), WP/46 (IAOPA), WP/47 (IAOPA) and WP/84 (ACI).

5.2 IATA made a presentation on the Airbus A-380 aircraft and the following IPs were presented for information: IP/12 by the Secretariat on challenges and prospects of updating Chapter 6 of Annex 9, IP/17 by the Republic of Korea on the development and operation of Incheon International Airport, IP/33 by Egypt on the developments and upgrading of Egyptian airports, IP/10 by the Secretariat on ICAO's collaboration in FAL projects with other organizations, IP/3 by Tanzania on its regional initiative in the facilitation of air transport, IP/21 by India on implementation of the facilitation programme in India and IP/25 by France titled *"Together to Serve Customers" History and Synthesis of Airports' Total Quality Policy*.

5.3 In WP/31, the Secretariat described the security and facilitation challenges expected with the introduction of the Airbus A-380 and other new large aircraft including impact on check-in areas, passenger and baggage screening, baggage management, increased passenger risk to attacks from terrorists, an increase in the need for sterile areas, increasing challenges in embarking and disembarking larger numbers of passengers, increased pre-flight security screening and the threat posed by man-portable air defence systems.

5.3.1 After a brief discussion, the Division, in supporting the paper, recommended that the challenges posed by deployment of the new large aircraft be taken into account when developing or amending the Standards and Recommended Practices contained in Annexes 9, 14 and 17.

5.4 The Division considered and noted WP/73 on the renovation of airport facilities and service communication readiness for new large aircraft, presented by the Republic of Korea, and also WP/54 on the introduction of the airbus A380 aircraft, which was presented by IATA.

5.5 With regard to WP/90 on the operation of the Airbus 380, presented by the ITF, the Division agreed that the subject of emergency services challenges posed by the deployment of such aircraft be referred to the Council of ICAO with a request that the Council refer the matter for review to the Air Navigation Commission which could determine any ICAO responsibility in this regard.

5.6 In WP/64, the United States made a presentation on the need for updating capabilities and procedures for handling outbound passenger, crew and, in particular, checked baggage, by the increased utilization of Radio Frequency Identification (RFID) baggage tags. The paper encouraged States to pursue the transition to such use and to seek regional or international assistance with any problems associated with this move.

5.6.1 The recommendations proposed in the paper were not supported by the Division, because responsibility regarding the choice of and issue and use of baggage tags is the responsibility of airlines and because of the costs associated with the implementation of the new technology. The Division, however, made note of RFID baggage tags as a significant identification and tracking tool for the future in relation to both normal and special checked baggage.

5.7 The Division considered and noted WP/65, also presented by the United States, on issues

related to airport layout for ground transportation and security considerations when new construction or major renovation of an airport is being planned. The Division recommended that the information presented be included in appropriate sections in relevant ICAO guidance material.

5.8 The Division considered WP/46, on the means for servicing operations at parking spaces at airports, presented by IAOPA, and agreed to the following recommendation:

Recommendation A/ —

Amend Recommended Practice 6.15, sub-paragraph c) as follows:

6.15 **Recommended Practice.**— *Adequate measures should be taken to ensure convenient parking and servicing of aircraft of all types and categories – regular, non-scheduled and general aviation aircraft – in order to expedite clearance and operations on the apron and to reduce aircraft ground stop time. It is desirable in particular:*

...

- c) *to equip the parking spaces with the necessary means for rapid, **convenient and safe** performance of all aircraft servicing operations, **including equipment for secure tie-downs**;*

...

5.9 The Division then considered WP/47, also from IAOPA, on access to parked aircraft by its crew or an authorized agent. The paper recommended an amendment to Recommended Practice 6.15, sub-paragraph h). After some discussion, the Division agreed that though it supported the proposal, the paper should be sent to the Facilitation Panel for further consideration.

5.10 The Division noted ACI's contribution, described in WP/84, to the work currently underway in ICAO on the revision of Chapter 6 of Annex 9 and that organization's support of ICAO's proposal in IP/2 to constitute a group of experts to further develop the Chapter.

5.11 In WP/17, the Secretariat described the regulatory issues related to the change of ownership and management in the provision of airport services, from Government to private hands. The Division noted the contents of the paper and made the following recommendation for a new Standard in Annex 9:

Recommendation A/ —

Adopt a new Standard, as follows:

6.-- Contracting States shall ensure that the provisions of Annex 9 continue to be implemented in the event an airport becomes privatized.

5.12 The Division considered WP/7, presented by the Secretariat, on guidance material concerning the organization of airport facilitation programmes and national facilitation programmes. The paper proposed the adoption of two new Appendices to replace the existing Appendices 11 and 12 of Annex 9.

5.12.1 After some discussion, during which minor changes to the proposed new Appendix 11 were agreed upon, the Division adopted the following recommendation:

Recommendation A/ —

Replace existing Appendices 11 and 12 of Annex 9 with the following:

“APPENDIX 11

MODEL AIRPORT FACILITATION (FAL) PROGRAMME

1. PURPOSE OF AN AIRPORT FAL PROGRAMME

1.1 The purpose of an airport FAL programme is to pursue the objectives of Annex 9 at the operational level, to facilitate the completion of border clearance formalities at the airport with respect to aircraft, crews, passengers and cargo.

2. SCOPE OF AN AIRPORT FAL PROGRAMME

2.1 The airport FAL programme encompasses all of the provisions of Annex 9 concerning border clearance processes at the airport, as well as the planning for and management of those processes. A representative list of tasks to be performed and the Standard(s) or Recommended Practice(s) (SARPs) applicable to each one are provided in the table below.

Airport FAL programme task	Annex 9 (11th Edition) SARPs
Establish, review and amend, as necessary, procedures for entry and clearance of flights at the airport concerned.	Standard 6.1
Review regularly all parties' performance with respect to meeting the 45-minute goal for processing inbound passengers and the 60-minute goal for processing outbound passengers. Use time studies and queue analysis to determine where adjustments should be made.	Recommended Practices 3.28 and 3.31
Establish modern systems for immigration and customs inspection, using applicable technology. Collaborate in setting up automated passenger clearance systems.	Standards 3.37 and 6.26; Recommended Practice 3.33
Make necessary changes in traffic flows and checkpoints in the airport to cope with rising traffic volumes.	Standard 6.3

Airport FAL programme task	Annex 9 (11th Edition) SARPs
Improve the quality and quantity of signage in the inspection facilities in order to reduce customer confusion.	Recommended Practices 6.9 and 6.12.1
Review staffing of inspection stations – work shifts, overtime, etc. – and seek adjustments to meet traffic demands.	Recommended Practice 6.3.1
Provide input on behalf of resident airline operators and inspection agencies to the design of new airports or new inspection facilities.	Standards 6.2 and 6.7
Monitor and improve delivery of baggage to the customs inspection area.	Standard 6.28
Bring to the attention of appropriate authorities any service problems related to currency exchange. Recommend installation of ATMs in the arrivals area.	Standards 6.63, 6.64 and 6.65
Coordinate facilitation, narcotics control, aviation security and dangerous goods handling procedures so that the objectives of all four programmes are met.	Standard 8.19
Do not forget cargo! Coordinate the activities and requirements of the various inspection agencies in order to assure prompt clearance and delivery of air cargo shipments. Provide adequate facilities for loading/unloading and for secure storage of cargo while awaiting customs clearance.	Standard 4.25; Recommended practices 4.28 and 4.29 and 6.38 to 6.50 incl.
Set up and maintain electronic systems for cargo manifesting, customs clearance, and delivery.	Standards 4.15 and 4.4
Customer service: Review regularly all parties' performance with respect to meeting the 3-hour goal for completion of inspection formalities and make adjustments where necessary and feasible.	Recommended practices 4.28 and 4.29
Review inspection agency staffing of cargo clearance area – work shifts, overtime, etc. – and seek adjustments to meet customer needs.	Standard 6.60.1

3. ORGANIZATION AND MANAGEMENT

3.1 The recommended vehicle to conduct the facilitation programme at the operational level is the Airport Facilitation Committee. Although such committees should be encouraged by the National FAL Committee and keep it informed of their problems and progress, they are not necessarily supervised by the national body. Their principal concern is day-to-day problem-solving and implementation of Annex 9.

3.2 It is recommended that the airport manager take charge of the committee and convene regular meetings. Membership should consist of the senior officers in charge of their respective inspection agencies at the airport, e.g. customs, immigration, quarantine, etc., as well as the station managers of the airlines with international operations at the airport concerned. The participation of all parties is necessary to make the airport FAL programme a success.”

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“APPENDIX 12

MODEL NATIONAL FAL PROGRAMME

1. PURPOSE OF A NATIONAL FAL PROGRAMME

1.1 The purpose of a National FAL Programme is to implement the Chicago Convention mandate that Contracting States provide for and facilitate the border-crossing formalities which must be accomplished with respect to aircraft engaged international operations and their passengers, crews and cargo.

2. SCOPE OF A NATIONAL FAL PROGRAMME

2.1 The applicable articles of the Chicago Convention and the tasks involved in implementing each one are presented in the table below. Activities aimed at accomplishing these and related tasks in a State constitute the National FAL Programme.¹

Chicago Convention mandate	Implementing tasks
<p>Article 10 – Landing at customs airport ... every aircraft which enters the territory of a contracting State shall, if the regulations of that State so require, land at an airport designated by that State for the purpose of customs and other examination. On departure from the territory of a contracting State, such aircraft shall depart from a similarly designated customs airport. ...</p>	<ul style="list-style-type: none"> - Establish customs airports and open new ones as appropriate. - Develop procedures by which operators of scheduled and non-scheduled services may request permission to land or depart from customs airports. - Arrange for border inspection services at customs airports.
<p>Article 13 – Entry and clearance regulations The laws and regulations of a contracting State as to the admission to or departure from its territory of passengers, crew or cargo of aircraft, such as regulations relating to entry, clearance, immigration, passports, customs, and quarantine shall be complied with by or on behalf of such passengers, crew or cargo upon entrance into or departure from, or while within the territory of that State.</p>	<ul style="list-style-type: none"> - Support the interested border control agencies in the establishment and maintenance of effective inspection systems at airports, and in their efforts to rationalize their respective procedures. - Develop programmes for control of security problems such as document fraud, illegal migration and smuggling. - Coordinate preparations for clearing large numbers of international visitors for special events, e.g. international athletics competitions.

¹ A group of smaller States with similar needs and goals may decide to establish a sub-regional FAL programme in the interest of achieving economies of scale.

Chicago Convention mandate	Implementing tasks
<p>Article 14 – Prevention of spread of disease Each contracting State agrees to take effective measures to prevent the spread by means of air navigation of cholera, typhus (epidemic), smallpox, yellow fever, plague, and such other communicable diseases as the contracting States shall from time to time decide to designate,...</p>	<ul style="list-style-type: none"> - Establish, review and amend as necessary the national policies regarding prevention of the spread of contagious diseases by air, for example, aircraft disinsection, disinfection, public health-related quarantine programmes, and screening measures to be applied in a health emergency.
<p>Article 22 – Facilitation of formalities Each contracting State agrees to adopt all practicable measures, through the issuance of special regulations or otherwise, to facilitate and expedite navigation by aircraft between the territories of contracting States, and to prevent unnecessary delays to aircraft, crews, passengers and cargo, especially in the administration of the laws relating to immigration, quarantine, customs and clearance.</p>	<ul style="list-style-type: none"> - Establish, review and amend as necessary the national regulations which implement the State's customs, immigration and quarantine laws pertaining to international movements by air.
<p>Article 23 – Customs and immigration procedures Each contracting States undertakes, so far as it may find practicable, to establish customs and immigration procedures affecting international air navigation in accordance with the practices which may be established or recommended from time to time, pursuant to this Convention. ...</p>	<ul style="list-style-type: none"> - Establish and amend as appropriate, customs and immigration procedures carried out at airports, to harmonize them with the standards and recommended practices set forth in Annex 9. - Support and advocate the national issuance of passports and other travel documents in accordance with ICAO specifications in Doc 9303 – <i>Machine Readable Travel Documents</i>.
<p>Article 37 – Adoption of international standards and procedures Each contracting State undertakes to collaborate in securing the highest practicable degree of uniformity in regulations, standards, procedures, and organization in relation to aircraft, personnel, airways and auxiliary services in all matters in which such uniformity will facilitate and improve air navigation. ... (j) Customs and immigration procedures ...</p>	<ul style="list-style-type: none"> - Participate in ICAO development of Annex 9. - Review national procedures periodically in order to ensure harmonization with the provisions of Annex 9.

Chicago Convention mandate	Implementing tasks
<p>Article 38 – Departures from international standards and procedures Any State which finds it impracticable to comply in all respects with any such international standard or procedure, or to bring its own regulations or practices into full accord with any international standard or procedure after amendment of the latter, or which deems it necessary to adopt regulations or practices differing in any particular respect from those established by an international standard, shall give immediate notification to the International Civil Aviation Organization of the differences between its own practice and that established in the international standard. ...</p>	<p>- Periodically review conformity by all relevant agencies with the provisions of Annex 9 and notify ICAO of differences between national practices and the relevant standards.</p>

3. ORGANIZATION AND MANAGEMENT

3.1 The primary responsibility for the National FAL Programme rests with the Civil Aviation Authority (CAA) and/or the Ministry of Transport. However, success of the programme requires the active participation of other ministries or agencies, such as:

Customs	Immigration
Foreign Affairs	Passport/visa issuing authorities
Agriculture/environment	Public Health
Security and narcotics control	Identification card issuing authorities
Tourism	

3.2 In addition, the active participation of airport authorities (public or private) and resident international airlines or their representative organizations is essential.

3.3 Other entities which may play an advisory role include the governmental agencies or non-governmental organizations which promote international tourism and trade.

3.4 The recommended vehicle for carrying out the National FAL Programme is the **National FAL Committee**, which is composed of the heads of the government agencies involved and the chief executive officers of the national organizations representing the airlines and airport authorities. The chairman should be a top-management official in the CAA or an appropriate authority. In order to sustain a close link between the national FAL committee and the national aviation security committee, appropriate members from the national aviation security committee may also be members of the national FAL committee and vice-versa.

3.5 For the purpose of carrying out the work of the committee, the members may designate one or more middle-management persons in their respective organizations to represent them in meetings at the staff level (working groups). These officials should be given sufficient authority to speak on behalf of their respective organizations and to initiate necessary action in support of the committee's work. The chairman should designate a middle-management official in his department or agency to chair and convene the staff-level meetings.

3.6 The decision to convene meetings of the National FAL Committee or the members' designated representatives, and the frequency and venue of such meetings, are matters of the chairman's discretion. Working arrangements for accomplishment of the various implementing tasks would depend on the nature of the task and the issue at hand.

4. **ESTABLISHMENT OF A NATIONAL FAL
PROGRAMME**

4.1 It is advisable that the authority for a National FAL Programme and the membership of the National FAL Committee be established through legislation, regulation, or executive action from the head of State, in order to ensure the participation of the various agencies and industry groups involved and to make provision for continuity. The Director General of Civil Aviation (DGCA) or appropriate authority should initiate the process to obtain such a mandate through the national political system."

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