



大会 — 第 39 届会议

执行委员会

议程项目 14: 技术援助方案

为支持地区安全和空中航行倡议拟议推出的中东实施计划 (MIDIP)

(由国际民航组织理事会提交)

执行摘要

本文件提交了 2016 年 8 月 29 日至 31 日于沙特阿拉伯利雅得举行的全球航空部长峰会产生的建议，其内容涉及空中航行和安全的地区项目。

行动: 请大会指示理事会采取必要步骤，作为国际民航组织不让任何国家掉队 (NCLB) 倡议的一部分，为提高该地区航空运输系统的安全、能力和效率，加强所有利害攸关方合作制定和实施倡议与项目，建立中东实施计划 (MIDIP)。该计划还将提供调集资源的框架，支持这些倡议和项目的有效实施。

战略目标:	本工作文件涉及安全和空中航行能力与效率等战略目标。
财务影响:	本文件所提及的活动将视 2017 年 — 2019 年经常方案预算可用资源和/或预算外捐助而进行。
参考文件:	A39-WP/27-EX/15 号文件 A39-WP/351-EX/136 号文件

1. 引言

1.1 在沙特阿拉伯的倡议下，该国于 2016 年 8 月 29 日至 31 日在沙特阿拉伯利雅得主办了全球航空部长峰会 (GMA)。该峰会提供了一个机会，就不同地区实施地区项目的情况，交流了信息、经验、基准制定和经验教训。它还提供了一个平台，介绍了旨在提高该地区空中航行安全和效率的目前和未来最高优先地区项目。

1.2 该峰会主要目的包括：

- a) 交流全球合作加强安全和安保的最佳做法；
- b) 确保该地区各国之间对安全和安保问题有一致愿景；
- c) 促进有效使用地区资源；
- d) 与其他国家、地区及国际组织协调，鼓励和支持地区倡议；
- e) 建立地区合作的有效手段；
- f) 促进共享安保信息以减缓安保风险；和
- g) 克服已查明的安全和安保挑战。

1.3 该峰会的活动安排、情况介绍、讨论摘要/产出和利雅得宣言等，均见于：www.gmasummit-riyadh.net。

2. 讨论

2.1 经与各国和地区及国际组织协调，并考虑到中东地区航行规划和实施小组以及中东地区航空安全组框架内查明的优先事项、以及阿拉伯民用航空委员会 (ACAC) 的现行倡议，向峰会介绍了下列地区倡议/项目：

- a) ARNOP (空中交通服务航路网络优化项目)；
- b) MIDFPP (中东地区飞行程序方案)；
- c) MENA RSOO (中东和北非地区安全监督组织)；
- d) 2017 年国际民航组织中东地区不让任何国家掉队活动；
- e) 飞行检查和空中航行费用征收机构；和
- f) 阿拉伯民用航空委员会地区培训合作倡议。

2.2 上述项目/倡议的概述和相关 GMA 峰会建议均载于附录 A。

中东实施计划 (MIDIP)

2.3 GMA 峰会支持国际民航组织理事会主席的提案，在中东地区建立一个类似国际民航组织非洲和印度洋 (AFI) 全面地区实施计划 (ACIP) 的结构方案。建立中东实施计划 (MIDIP) 将加强所有利害攸关方的合作，为提高该地区航空运输系统的安全和效率，制定和实施倡议与项目，以支持国际民航组织不让任何国家掉队 (NCLB) 倡议。该计划还将提供调集资源的框架，获得适当的供资和人员配置，有效实施这些倡议和项目。将另行处理航空安保和简化手续问题，并制定一份专门的中东航空安保/简化手续计划 (A39-WP/351-EX/136 号文件)。

2.4 中东地区若要继续改进安全和效率，就需要国际民航组织进一步发挥其民用航空领导作用。在国际民航组织的领导下，该计划将呼吁所有利害攸关方，就为处理本地区查明的关切和挑战，协作实施相关倡议和项目，以便提高航空运输系统的安全与效率。将遵循全球航空安全计划 (GASP) 和全球空中航行 (GANP) 的方法和进程来制定与实施这份计划。

2.5 该计划应强调国际民航组织的增强领导作用和问责制，并辅以强有力的方案管理与协调活动。因此该计划应采取方案管理做法，通过制定指标和报告来突显问责制，并应与该地区其他方案整合。该计划应不仅借重国际民航组织总部和国际民航中东地区办事处的可用专长，还可借该地区各国和所有利害攸关方之力，包括向地区规划和实施小组及地区航空安全组提供支持的国际民航组织伙伴及未来的地区安全监督组织等。

2.6 国际民航组织中东地区办事处将进一步促进与阿拉伯民用航空委员会、海湾合作理事会 (GCC) 以及国际民航组织中东地区规划和实施小组及地区航空安全组等密切合作，就选定的指标进行必要的合作和监测。

2.7 根据上述，GMA 峰会商定了下列建议：

中东实施计划 (MIDIP) 建议

请国际民航组织采取必要措施，建立中东实施计划 (MIDIP)，以便：

- a) 加强所有利害攸关方的合作，为提高该地区航空运输系统的安全和效率，制定和实施倡议与项目，以支持国际民航组织不让任何国家掉队 (NCLB) 倡议；和
- b) 提供调集资源的框架，以适当供资和人员配置支持地区/次地区倡议与项目的有效实施。

3. 结论

3.1 该峰会建议国际民航组织考虑建立中东实施计划 (MIDIP)，作为国际民航组织不让任何国家掉队 (NCLB) 倡议的一部分，加强所有利害攸关方的合作，为提高该地区航空运输系统安全、能力和效率制定和实施倡议与项目。该计划还将提供调集资源的框架，支持这些倡议与项目的有效实施。

APPENDIX

REGIONAL SAFETY AND AIR NAVIGATION PROGRAMMES

1. The following regional initiatives/projects presented to the Summit have been coordinated with States and regional and international organizations considering the priorities identified within the framework of the MIDANPIRG and RASG-MID, as well as the Arab Civil Aviation Commission (ACAC) ongoing initiatives:

- a) ARNOP (ATS Route Network Optimization Project);
- b) MID FPP (MID Region Flight Procedure Programme);
- c) MENA RSOO (Middle East and North Africa Regional Safety Oversight Organization);
- d) ICAO MID NCLB Activities for 2017 ;
- e) Agency for Flight Checks and Collection of Air Navigation Charges; and
- f) ACAC Regional Training Cooperation Initiative.

2. ARNOP

2.1 ARNOP was endorsed by the MID Region ATM Enhancement Programme (MAEP) Board as one of the highest priorities in the MID Region. The main objective of the project is to better use the region's airspace to support the current and future increase in traffic, and to enhance regional and inter-regional traffic flows. The project was initiated to rectify mainly the following identified issues:

- g) Regional Route Network is based on conventional structure with continuous patching and crossing/merging points along main routes close to FIR boundaries which makes it very complex and presents safety and efficiency challenges;
- h) manifestation of bottlenecks and choke points in the Region;
- i) increased safety risks through the existence of highly congested bottlenecks;
- j) overload on air traffic controllers which leads to less efficient use of controller resources;
- k) very limited route options to support contingency planning and/or emergency situations; and
- l) longer routes mean higher fuel-burn which increases the amount of aircraft emissions as well as costs on air operators.

2.2 The Summit supported the ARNOP and agreed to the following Recommendation:

ARNOP Recommendation

States and Stakeholders are encouraged to support ARNOP and provide political and financial commitment, required to initiate the implementation phase of the project.

3. MID FPP

3.1 The MID FPP main objective is to assist States to develop sustainable capability in the instrument flight procedure (IFP) design, performance-based navigation (PBN) airspace design and PBN OPS approval, including regulatory oversight, so as to meet their commitments under Assembly Resolutions A37-11 for PBN implementation and the regional requirements, and comply with ICAO provisions related to flight procedure design and PBN.

3.2 The MID FPP would serve as a means to assist Participating States to address the identified challenges related to procedure design and PBN implementation. The MID FPP will foster the implementation of instrument flight procedures, developed with the appropriate quality systems, especially focusing on PBN and vertically guided instrument approach procedures by:

- m) building States' procedures design and PBN capabilities through the conduct of training courses and providing on-job-training (OJT);
- n) assisting States with sufficient density of procedures to establish a sustainable internal procedure design capability capable of meeting the requirements of PANS-OPS and their responsibility for the quality of their procedures;
- o) providing the appropriate level of technical expertise necessary to enable States that do not have the density of procedures necessary to sustain an internal procedure design capability; and
- p) providing a vehicle to improve quality in the States' procedure design process through access to procedure design automation solutions and associated data storage.

3.3 The Summit noted that the planned starting date of the MID FPP is 1 January 2017, which will be executed as an ICAO Technical Cooperation (TC) project and will be hosted by Lebanon DGCA in Beirut. The Summit supported the MID FPP and agreed to the following Recommendation:

MID FPP Recommendation

- a) *States are encouraged to sign the MID FPP Project Document;*
- b) *States and Stakeholders are encouraged to support:*
 - 1) *the establishment of MID FPP through the provision of cash and/or in-kind contributions; and*
 - 2) *the MID FPP activities through the assignment of experts to be part of the MID FPP pool of resources.*

4. MENA RSOO

4.1 The MENA RSOO is a joint project between ACAC and ICAO. Based on a study carried out in 2015, the primary objective of MENA RSOO would be to assist its member States to develop and implement State Safety Programme (SSP). The MENA RSOO would also, on the demand of individual States, provide assistance to improve States' safety oversight capabilities. The RSOO should perform its duties and functions within the framework of the GASP and should be fully aligned with the RASGs' priorities and objectives.

4.2 Nine (9) States have signed the letter of Intent related to the establishment of the MENA RSOO during the DGCA-MID/3 meeting held in Doha, Qatar, in April 2015 (Bahrain, Egypt, Jordan, Kuwait, Oman, Morocco, Qatar and Saudi Arabia).

4.3 A Board composed of the Directors General of Civil Aviation of the member States would govern the MENA RSOO.

4.4 With respect to the legal framework, the MENA-RSOO would be established on the basis of a Memorandum of Understanding (MOU). The RSOO Board may decide in the future to transition the MOU to a more formalized intergovernmental agreement or treaty, should there be a need.

4.5 Saudi Arabia offered to host the MENA RSOO and provide financial and technical support for the first two years of operations (two safety Experts and one administrative employee in addition to the premises).

4.6 The Summit agreed to the following Recommendation:

MENA RSOO Recommendation

States and Stakeholders are encouraged to:

- a) *support the expeditious establishment of the MENA RSOO; and*
- b) *provide voluntary cash and/or in-kind contribution (seconded personnel, etc.)*

5. ICAO MID NCLB Specific Activities for 2017

5.1 The ICAO No Country Left Behind Initiative (NCLB) , reflects ICAO's efforts to assist States in implementing ICAO policies, plans and SARPs in support of the five Strategic Objectives. The Focus of

NCLB is on enhancing ICAO support for States with prioritized needs.

5.2 The ICAO MID Regional Office initiated the development of the MID Region NCLB Strategy/Plan which was presented to the RASG-MID/5 meeting and the High Level briefing to the DGCA's (Doha, Qatar, 22-26 May 2016). The MID NCLB Strategy/Plan brings a new vision and scope of the regional activities to improve effective implementation status of Member States, and to set measureable and accountable deliverables and specific outcomes. It aims at a new leadership approach to transform the way of doing business through agreement with concerned States on specific and measureable outcomes, and clear definition of accountability for the achievement of the set goals.

5.3 Six (6) States in the MID region have an EI below 60%. Critical Element 4 (CE 4), related to qualified technical personnel, represents the lowest EI in the MID Region. Some States in the MID Region are facing challenges due to limited human and financial resources; and/or travel restrictions imposed because of security issues. These States are unable to provide the required training to their technical staff/inspectors.

5.4 Fifty-three per cent of the international aerodromes in the MID Region are certified, whereas the regional safety target is to achieve 75% by 2017.

5.5 The MID NCLB activities planned for 2017 include the following:

- q) ICAO Missions to five (5) States to provide guidance and assistance related to USOAP-CMA including development and implementation of the Corrective Action Plans (CAPs) to address the USAOP findings.
- r) Four (4) ICAO Government Safety Inspector (GSI) Courses (OPS, AIR, ANS and AGA) aiming at increasing the number of qualified inspectors in these areas, to enhance States' safety oversight capabilities.
- s) ICAO missions to three (3) States/Aerodromes to increase the number of certified aerodromes in the Region.

5.6 The objective of the above activities is to support States to improve their safety oversight capabilities as outlined in the Doha Declaration, including the enhancement of the USOAP EI and status of aerodrome certification at both national and MID regional levels.

5.7 The initiative was supported by the GMA-Summit, which agreed to the following Recommendation:

ICAO MID NCLB Activities for 2017 Recommendation

States and Stakeholders are encouraged to provide voluntary contributions to support the NCLB activities in the MID Region.

5.8 Saudi Arabia announced a financial contribution to cover the activities of NCLB in the region. This contribution will cover the cost of specific training activities in 2017 and assistance missions to states as listed in Para 2.17.

6. AGENCY FOR FLIGHT CHECKS AND COLLECTION OF AIR NAVIGATION CHARGES

6.1 The Saudi Initiative related to the establishment of an Agency for the provision of flight checks and collection of air navigation charges was supported in principal by the Summit. The Agency would provide additional services for air navigation service providers (ANSPs) in the region, including but not limited to:

- t) commissioning of new facilities which require flight inspection;
- u) periodic inspection for such facilities;
- v) the validation of new flight procedures;
- w) provision of flight inspection services as per requests;
- x) optimize ANS charges collection, processes and procedures, and ensure effective and efficient collection;
- y) the required Civil Aviation Authorities approvals and certifications;
- z) collection of Air Navigation charges on behalf of ANSPs; and
- aa) coordination of flight inspection and air navigation charges collection provision with others in the region, via partnership agreements.

6.2 It was emphasized that the establishment of such an Agency requires further consultation with States and the final decision would be taken based on the results of a feasibility study and cost-benefit analysis. Accordingly, the Summit agreed to the following Recommendation:

Agency for Flight Checks and Collection of Air Navigation Charges Recommendation

States are encouraged to work together towards the establishment of a regional/sub-regional Agency, based on a feasibility study/cost-benefit analysis, to provide:

- a) flight check services; and*
- b) collection of air navigation charges.*

7. ACAC REGIONAL TRAINING COOPERATION INITIATIVE

7.1 The main objective of the ACAC Regional Training Cooperation Initiative is to enhance cooperation between the training Centres in the ACAC Area mainly to address the following:

- bb) Users' needs and requirements;
- cc) standardization of training development & delivery;

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- dd) standardization of curricula;
 - ee) capacity building;
 - ff) resources sharing; and
 - gg) mutual recognition of training and certification.

7.2 The ACAC Regional Training Cooperation Initiative was supported in principal by the Summit, which agreed to the following Recommendation:

ACAC Regional Training Cooperation Initiative

States and Stakeholders are encouraged to support the ACAC Regional Training Cooperation Initiative, which, inter-alia, would foster the mutual recognition of training and certification.

— END —