SUMMARY OF DISCUSSIONS AT THE
FIFTH SPECIAL ATS CO-ORDINATION MEETING
– CHINA, MONGOLIA, THE RUSSIAN FEDERATION AND IATA
(CMRI/5)

(Bangkok, Thailand, 20 – 21 June 2007)

1. BACKGROUND

1.1 The Fifth Special ATS Co-ordination Meeting – China, Mongolia, the Russian Federation and IATA (CMRI/5) was held in Bangkok, Thailand, on 20 – 21 June 2007.

2. OFFICERS, SECRETARIAT AND PARTICIPANTS

2.1 The meeting was moderated by Mr. Andrew Tiede, Regional Officer ATM of the ICAO Asia/Pacific Office. He was assisted by Mr. Li Peng, Regional Officer CNS.

2.2 Mr. Andrew Tiede, on behalf of Mr. Lalit B. Shah, Regional Director, ICAO Asia and Pacific Office officially opened the meeting. He welcomed all delegates to the meeting, noting that the last meeting of CMRI, CMRI 4, was held in Shenzhen, China, on 4 – 6 March 2003 some 4 years ago. Since that time the flexible entry/exit points made available by China during 2003 had been in continual use and this meeting was a good opportunity to review the polar operations generally. Mr. Tiede informed the meeting that China would be implementing RVSM throughout the China airspace in November this year and, noting the resulting workload on the CAAC and ATMB, thanked China for being able to take the time to attend to other matters.

2.3 On behalf of the Russian Federation, Mr. Tiede passed on their formal regrets for being unable to attend this meeting. Despite the absence of the Russian Federation, he was positive that some valuable progress could be achieved by the meeting and wished the meeting every success.

2.4 Mr. Wang Wei, Director of Airspace Management Division, Air Traffic Management Bureau of the General Administration of Civil Aviation of China welcomed delegates to the meeting. He recalled that it had been long time since last meeting CMRI/4 held in 2003, but reminded the meeting that as a result of CMRI/4 China had opened 3 entry/exit points to provide more efficient ANS service and better meet the demands of airspace users. Mr. Wang Wei informed the meeting that this year China planned to open 2 additional entry/exit points for flexible use by airlines. Additionally, in order to meet the needs of the increasing traffic volumes, China/Mongolia and China/Russia were already considering ways to further improve the air route structure. He considered that the meeting provided a good opportunity to talk with airlines and colleagues from Mongolia and to strengthen cooperation with ICAO Regional Office.

2.5 Mr. J. Tsolmon, Director, Foreign Relation Department of the Civil Aviation Authority of Mongolia also welcomed delegates. He shared the sentiments expressed by Mr. Wang Wei, noting the close working relationships that existed between the two officers. Mr. Tsolmon had also noted that the last CMRI meeting had been held 4 years ago and thanked the ICAO Regional Office for organizing the meeting. He expected that the meeting would be very fruitful and appreciated the chance to meet with friends and colleagues present at the meeting and to make further progress in ATM issues of relevance.

2.6 Mr. Li Wenxin, Director, Safety Operations and Infrastructure, North Asia, International Air Transport Association (IATA), on behalf of member airlines, expressed deep appreciation to China for their efforts in making the new flexible arrangements for entry/exit points available. These matters were very important to IATA and airlines and he was encouraged by the increasing flexibility shown by China

and looked forward to continued progress in these matters. He expected that this meeting would also provide opportunity to discuss other IATA matters with the States present and thanked ICAO for making the opportunity available through the CMRI forum.

2.7 The meeting was attended by 12 experts from China, Mongolia, IATA and ICAO. The Russian Federation formally relayed their regrets via ICAO at their inability to take part in the meeting. A list of participants is at **Appendix A** to this Report.

3. SUMMARY OF DISCUSSIONS ON PROCEEDINGS INCLUDING AGENDA ITEMS

3.1 The meeting adopted the following Agenda:

Agenda Item 1: Adoption of Agenda

Agenda Item 2: Discussions relating to operational improvements in the provision of air navigation services on ATS routes – Arctica-1 and Polar 1, 2, 3 and 4

Agenda Item 3: Review of Related Meetings

Agenda Item 4: Update CMRI Task List

Agenda Item 5: Any other business

3.2 DISCUSSION

Agenda Item 2: Discussions relating to operational improvements in the provision of air navigation services on ATS routes – Arctica-1 and Polar 1, 2, 3 and 4

China - Expansion of flexible use of Entry/Exit Points on Polar Routes and revision of applicable procedures

3.3 China reminded the meeting that there were currently 7 entry/exit points on polar routes in China, comprising:

a) 4 entry/exit points between China and the Russia Federation (GOPTO, TELOK, SIMLI and ARGUK), and

b) 3 entry/exit points between China and Mongolia (MORIT, INTIK and POLHO).

3.4 Commencing from June 2003, China had allowed airlines to flexibly select POLHO, SIMLI and ARGUK in China as well as relevant routes for traffic over flying the polar area. China reported that at present there were about 23 scheduled flights using polar routes to fly over China each day, amongst which about:

a) five (5) flights/day are from South East Asia over flying China to North America via MORIT,

b) seven (7) flights/day from China, Hong Kong China, etc to North America via POLHO,

c) eight (8) flights/day China, Hong Kong China, etc to North America via SIMLI, and

d) three (3) flights/day from China, Hong Kong China, etc to North America via ARGUK.

3.5 However, China noted that traffic flows on the polar routes continued to increase and polar route operations have expanded from the original New York, Chicago to Beijing, Hong Kong flights to now include many city pairs from North America to East Asia, South Asia and South East Asia areas. The polar routes are gradually becoming the priority choice for airlines operating between North America and Asia, and have become the main air passageway connecting North America and Eurasia.

Expansion of Entry/Exit points from 5 July 2007

3.6 China advised the meeting that from July 5, 2007, China will expand the range of flexible choice of entry/exit points on polar routes and implement new management rules for the polar routes operations. Commencing from July 5, entry/exit points MORIT and SADLI, with their connecting routes in China FIRs, have been added to the existing choices for airlines, providing a more flexible choice of airlines.

3.7 MORIT and relevant routes mainly aim to meet the needs for a flexible choice of polar routes for airlines operating from South East Asian cities such as Singapore and Bangkok via China to North America. SADLI and relevant routes mainly aim to meet the needs for a flexible choice of polar routes for airlines operating Shanghai to North America.

Updated Procedures for Polar Operations

3.8 Concurrent with the additional flexibility via MORIT and SADLI, China has developed the *Management Rules of Polar Routes Operations* which will replace the existing *Provisional Management Rules of Polar Routes Operations* from5 July 2007. Besides the two newly added entry/exit points of MORIT and SADLI, the following amendments have been made in the rules:

a) Increasing the categories of flights for flexible choice:

3.9 As well as scheduled flights, the new rules allow additional flights and non-scheduled flights to flexibly select the entry/exit points and relevant routes, with precondition that these additional and non-scheduled flights should clearly state one main entry/exit point and no more than two alternative entry/exit points in their initial flight plan applications.

b) Modifying message sending and receiving units:

3.10 The aircraft operator or local air traffic service units should submit the flight plan (FPL) message not less than one hour prior to the Estimated Time of Departure, to the Operation Management Center of ATMB, CAAC, relevant CAAC control units along the routes within China FIRs and ACCs related to the alternative entry/exit points in initial flight plan.

c) Specifying requirements on FPL message format:

3.11 There is a significant difference in the management of operations utilizing flexible use of entry/exit points on polar routes compared with operations on other routes. To make it convenient for air traffic services to prepare, control and distinguish the polar routes FPL, the new rules require that the text *"polar operation"* shall be filed in Item 18 of the FPL.

China – Problems experienced with existing Polar Routes operations

3.12 China informed the meeting that the complete and accurate transmission of the filed flight plan message (FPL) is vital to the management of polar routes operations. In June 2003, China had permitted airlines to flexibly select 3 polar routes entry/exit points including POLHO and issued appropriate procedures via the *Provisional Management Rules of Polar Routes Operations* in China AIP, clearly stipulating the units, time limit and address for FPL transmission.

3.13 However, China has unfortunately observed that in practice, many FPLs for polar routes operations have not been sent in accordance with the provisional management rules of the China AIP. This has made it difficult for control units along the polar routes to master flight plans and monitor traffic movements.

3.14 The relevant control units in charge of monitoring the polar operations have three main problems in obtaining the FPL in polar routes operations practice:

a) FPL is only sent to FIR after the first ACC of the incoming flight becomes aware that no flight plan has been received for an inbound flight;

b) FPL is not sent to the ACCs along the relevant routes in China FIRs; and/or

c) FPL is not sent to ACCs of the other alternative entry/exit points in polar operation initial flight plan.

3.15 The above problems have caused failure of the control units to master aircraft flight plans and traffic movements in time, and caused extra workload of the controllers.

3.16 Expanding the range of flexible use of entry/exit points on polar routes as discussed above will involve more routes and control areas within China. For many control areas, it is the first time for them to handle polar routes operations with flexible choice of entry/exit points. To avoid the confusion of flight plan corresponding to actual flight which may cause unnecessary return and/or alternate landing, aircraft operators or local air traffic control services are requested to transmit FPL in strict according to the requirements of the *Management Rules of Polar Routes Operations* (**Appendix B** refers).

3.17 According to the management rules, the aircraft operators or local air traffic services are also required to transmit FPL to the relevant ACCs along the routes and ACCs of the alternative polar routes entry/exit points in initial flight plan, as well as the Operation Management Center of ATMB, CAAC.

3.18 To effectively distinguish polar routes and common routes operations, and bring more assurance to polar routes operations, China stressed that aircraft operators or local air traffic services implementing polar routes operations are required to fill “Polar Operation” in Item 18 of the FPL.

3.19 China requested that IATA bring the difficulties being experienced with FPL transmission in polar routes operations as described at paragraph 3.14 above to the attention of affected airlines and to stress the importance of normative FPL filing to normal polar operations, as well as to ensure airlines file FPL in strict accordance with the *Management Rules of Polar Routes Operations* of the China AIP.

Response to China presentations

3.20 The meeting thanked China for their continuing work in this area that had led to the enhanced arrangements effective from 5 July 2007. The meeting recognized that this was the first major step forward since the CMRI/4 agreements in 2003. IATA and the member airlines present highlighted that the implementation of the new arrangements would increase flexibility for airline operations and was a very welcome step forward in the management of traffic flows into/out of China. IATA wished to formally place on the record its gratitude to China for opening the two additional entry/exit points for flexible use.

Flexibility at MORIT

3.21 IATA highlighted that in terms of adding point MORIT to the polar operations, this point could be used for traffic flows to either North America or Europe. Some aircraft were downgraded to non-FANS equipped and therefore could not fly over FANS route Y1 and/or L888. Such flights would require to fly over SARIN or MORIT via non-FANS routes. The flexibility of using MORIT, SARIN, REVKI and KAMUD was extremely important and was appreciated by airlines.

3.22 China agreed with the points raised by IATA and indicated that it was China's intention to continue to expand the flexibility of the route arrangements in China over time. The input from airspace users was appreciated by China and would form part of the discussions within China in this respect.

3.23 IATA thanked China for their explanation and was pleased to hear of China's intentions to increase flexibility of use in other areas of the airspace. IATA would be ready to assist China in this regard.

Field 18 FPL entries

3.24 In reviewing the *Management Rules for Polar Route Operations* which would become effective from 5 July, IATA queried the background to the requirement to include text *"Polar Operations"* in Field 18 of the FPL. The new flexible point SADLI was also an access point to the NOPAC route structure and the use of "Polar Operations" in the context of a flight via SADLI into the NOPAC routes was confusing. In any event, the inclusion of text in this manner was an additional complexity for airlines and added to the amount of information in relation to other matters that was already required in field 18 by a number of States. IATA requested that China delete this requirement.

3.25 China highlighted the difficulties that had been experienced over the four years of polar operations, as described in paragraphs 3.13 to 3.16 above. The issue was that of ensuring that the ACCs in China affected by the flight received the FPL in a timely manner, including ACCs on the primary and secondary routes filed. Experience over the last four years had unfortunately shown that in many cases, FPLs were not received correctly and this had led to handling difficulties by China ATC. Necessary coordination also had to be completed in a timely manner with agencies within China and without the FPL being received no trigger or capability for this coordination existed. In this context, China considered that the Field 18 entry was necessary for flight safety.

3.26 China informed the meeting that they would continue to review the performance of the FPL addressing over the next 6 months. If a high accuracy and reliability had been demonstrated such that FPLs were being consistently received as required by the *Management Rules,* China would consider deleting this requirement.

3.27 The Secretariat informed the meeting of some of the difficulties with the existing ICAO FPL and highlighted that the use of minimum number of characters was important. Noting that the text "Polar Operations" was a lot of characters, the Secretariat requested that the meeting adopt a shorter Field 18 entry, preferably of not more than 5 characters.

3.28 The meeting agreed that the intention of the Field 18 entry was to highlight to China the special handling requirements necessary for these flights. As such the meeting agreed to adopt the code word "Polar" for the field 18 entry and China would amend the *Management Rules for Polar Route Operations* to reflect this change.

3.29 In relation to article 2 of the *Management Rules,* the Secretariat highlighted that full terminology for the airspace arrangements in the SADLI area was the "Memorandum of Understanding on the Fukue - AKARA Corridor". The Secretariat suggested that whilst updating the *Management Rules* to include the code word agreed above, China may also like to update Article 2 to read "Fukue-AKARA Corridor" instead of just "Fukue Corridor".

Mongolia – Enhancing Safety and Increasing Capacity

3.30 Mongolia reported that air traffic is currently increasing at a rate of 15 per cent per year and is predicted to continue to grow at this rate for the next several years, leading to a doubling of traffic every 6 years. The increase in air traffic will cause increase in delays in congested regions, representing a significant cost for airlines.

3.31 Presently, procedural separation of 10 minutes is used for over-flying traffic through Mongolian airspace. On peak days, this traffic averages 200 flights. About 50%-60% of this total is concentrated into two peak periods of 0600-0800 and 1900-2100 UTC. To maintain the required separation, some aircraft may be required to accept non-preferred flight levels. This problem is particularly acute during the two peak periods.

3.32 Accordingly, Mongolia is determined to improve its ATM infrastructure and is undertaking a number of projects toward enhancement of safety and increase in airspace capacity. Mongolia will adopt the combined actions of establishing more direct air routes through new entry/exit points, surveillance system implementation and implementation of reduced vertical and longitudinal separation minima. Mongolia considers that harmonization of the ATM system between China, Mongolia, and the Russian Federation is essential and that such harmonization could be achieved through the commonality of equipment and procedures within the region.

Additional ATS routes to increase capacity

3.33 The current international air route network system of Mongolia comprises air routes A575, A91, B330, B480, G218, B339, M520 and G588. Mongolia has proposed to China a new entry/exit point to the west of INTIK. Similar talks on new entry/exit point near to DARNO are being conducted with the Russian Federation. Mongolia considers that opening of these new points will significantly contribute to the achievement of better capacity of airspace and also can offer better options for airlines in terms of flight cost savings. In order to achieve more airspace capacity increases, air traffic management in Mongolia has plans to accommodate such demands through the introduction of more flexible routes and with further progression towards free flight.

Reduced Vertical Separation Minima

3.34 Mongolia is aware that both China and the Russian Federation have introduced their plans for RVSM implementation within their airspace, and are suggesting harmonized implementation of the new standards. Although planning for RVSM implementation in Mongolia is not yet mature enough for Mongolia to state a time period for implementation, the implementation of RVSM is recognized to be one

of the most cost effective means to enhance airspace capacity and Mongolia fully supports implementation of RVSM within its airspace. However, the introduction of RVSM in Mongolia will require very careful planning, preparation and implementation to make the changes safely and with minimal disruption to air traffic. Training of ATC personnel and management of human factor issue are very important.

3.35 In connection with the implementation of RVSM in this region, Mongolia considered that the issue of unified flight level standards shall be considered by the concerned States with the intention that the implementation of RVSM will also standardize flight levels for the Russian Federation, Mongolia and China.

3.36 The Secretariat highlighted the importance of Mongolia implementing RVSM not later than implementation of RVSM in the adjacent airspaces of the Russian Federation, or Mongolia would be an island of CVSM airspace in the middle of two RVSM airspaces. This would require Mongolia to continually perform laborious flight level transitions between RVSM and CVSM. In the Secretariat's view, a harmonized implementation at the same time and using the same flight level orientation scheme as RVSM implementation in the Russian Federation was the most efficient way to proceed, however an earlier implementation in Mongolia to match the RVSM arrangements in China could also be considered.

3.37 The meeting encouraged Mongolia to move ahead quickly with RVSM planning in close coordination with both China and the Russian Federation. The Regional Office and China would assist wherever possible and China would be very pleased to share training and operational material on a harmonized implementation of RVSM in the area.

Surveillance systems

3.38 After a thorough analysis, in which efficient and rapid implementation were major considerations, Mongolia has taken a strategic decision to implement radar services within congested areas in Mongolian airspace during the period of 2007-2009. This will require the commissioning of 3 MSSR radars (at Muren, Ulaanbaatar and Sainshand) to cover the most densely trafficked areas and Mongolia has commenced procurement and implementation activities in this respect. In parallel to this, Mongolia is continuing ADS-B and multi-lateration trials in the TMAs. China expressed its wishes for Mongolia to implement the 3 new radars before the 2008 Olympic Games.

Other operational matters

Straighten Polar 4 north of SIMLI

3.39 Preliminary discussions had taken place between the Russian Federation and China regarding a more direct route to enter China between SIMLI and ARGUK and proposals to establish new entry/exit point for this (**Appendix C** refers). The matter was subject to further feedback from the Russian Federation which had been expected by China during this meeting. China drew attention to the fact that if a new entry/exit point was established in this vicinity, it was likely that either SIMLI or ARGUK would be withdrawn.

3.40 IATA expressed a wish that, if at all possible, the existing points be retained if a new entry/exit point was added. The meeting recognized that this was only a preliminary proposal that would require further study by all parties, including IATA, and coordination with the Chinese military authorities. The meeting agreed that the matter would be taken up by correspondence between the affected parties.

ADS/CPDLC at Harbin

3.41 In respect to the discussions held during CMRI/4, United airlines on behalf of airlines indicated that the ADS/CPDLC arrangements using the ground workstation at Harbin were working satisfactorily.

Streamlined access to provincial areas in China and Mongolia

3.42 Mongolia briefed the meeting in relation to the difficulties in access between provincial centers in south eastern Mongolia and north eastern China. As there were no direct routes linking the provincial centers, access was via a long and circuitous route through Ulaan Bataar and Beijing. Mongolia sought China's assistance in implementing some direct routes between specific provincial city pairs.

3.43 Mongolia informed the meeting that this matter had already been the subject of high level discussions between senior government officials in both Mongolia and China. The meeting agreed that Mongolia should prepare a formal written submission to CAAC as soon as possible, outlining the specific city pairs to be linked.

Agenda Item 3: Review of Related Meetings

Review of the CMRI/4 meeting

3.44 The meeting reviewed the outcomes of the Fourth Special ATS Co-ordination Meeting between China, Mongolia, the Russian Federation and IATA (CMRI/4) that had been held in Shenzhen, China, on 4 – 6 March 2003 to study possibilities for further improvements in the alignment and use of cross-polar routes. China, Mongolia, the Russian Federation, ICAO and IATA had attended the CMRI/4 meeting. The meeting noted that CMRI/4 had agreed to a number of initiatives and recognised that many of these had now been implemented.

3.45 The meeting recognised that considerable progress had been made to the polar route system due to the CMRI meetings. All States and organisations involved were further urged to continue the work required to finalize other outstanding issues which would in turn gain additional benefits to both the users and providers of the polar route system.

Review of the SCM POLAR & RTE

3.46 The meeting was informed that the Special Coordination Meeting Cross Polar and Russian Trans−East ATS Routes (SCM POLAR & RTE) was held at the Regional Office on 15 and 16 November 2005 to review the present operational and technical aspects related to the increase in traffic on the cross polar and Russian Far East routes.

3.47 SCM POLAR & RTE recognized that issues in this respect were normally considered under the auspices of the China, Mongolia, the Russian Federation and IATA ATS Coordination Group (CMRI) and the informal Russian American Coordinating Group for Air Traffic Control (RACGAT). However, at the Fourth Meeting of CMRI (CMRI/4, March 2003) and the 13th Meeting of RACGAT (RACGAT/13, October 2003), of concern for the Asia Region had been the lack of multi-lateral airspace planning opportunities in recent years. This situation had resulted in the Russian Federation and IATA requesting urgent assistance from the Regional Office by facilitating a Special ATS Coordination Meeting in order to consider developments in this area.

3.48 IATA provided SCM POLAR & RTE with a review of the state of operations and air traffic services in relation to the cross-Polar and Russian Trans-East tracks, noting that demand continued to increase and frequently exceeded existing route capacities. IATA highlighted to SCM POLAR & RTE the following reasons for high demand for Russian Routes:

a) upper air winds making the Russian routes the most desirable for flight time improvement over typical North Pacific routings;

b) combination of faster flight times and payload demand that cannot be accommodated (payload) on the North Pacific routes;

c) fuel savings on city pair services;

d) significant flight time improvement requiring consideration to maintain passenger connections at Asian destinations;

e) certain flights, such as New York or Chicago to Hong Kong being able to operate on a year round basis by utilizing cross-Polar or Russian Trans-East routes due to aircraft limitations or en-route operational considerations; and

f) less traffic (at times), less turbulence or en-route significant weather than non-Russian routes.

3.49 In light of the foregoing, SCM POLAR & RTE identified a number of steps to be taken in attempting to alleviate the congestion in the cross-Polar Routes and Russian Trans-East airspace: Additionally, the Russian Federation provided a number of suggestions for consideration by SCM POLAR & RTE in order to mitigate the issues concerning the ineffective provision of longitudinal separation on cross-Polar and Trans-East routes.

3.50 SCM POLAR & RTE recognized the different vertical separation standards in use for the Mongolian/Russian airspace and Chinese airspace and noted the benefits to be gained from harmonizing vertical separation in North Asia.

3.51 Mongolia informed SCM POLAR & RTE that A575 had been the only major route connecting Europe and East Asia, with 48 % of international flights passing through the entry/exit point INTIK which has no surveillance capability. Consequently, and also the expected peak traffic during the Beijing Olympics in 2008, Mongolia had proposed to China and Russia that a new air route parallel to the west of A575 be opened. A route parallel to A575 was a simple and robust solution that would also assist over flight traffic in the Beijing area by providing tracking clear of Beijing, and would also provide an alternative route to Shanghai.

3.52 Mongolia offered to make a route segment connecting existing entry/exit points NIGOR – TEBUS available as an international route. In noting that this would support operations on Polar 1, the meeting appreciated the offer from Mongolia and agreed that this would be further considered in bi-lateral discussions in due course with a view to implementing this route segment.

3.53 The Russian Federation updated SCM POLAR & RFE in respect of the current issues relating to improvements to the cross-Polar/Trans-East ATS route network and optimization of Trans-Siberian routes. The Russian system consists of some 113 centers; however it was intended by Russia that a consolidation of ACCs would commence in the medium term, with a view to reducing the number of ACCs to less than 15 ACCs over the next 10-15 years.

Review of the TRASAS/1 meeting

3.54 The first meeting of the Trans-Regional Airspace and Supporting ATM Systems Steering Group (TRASAS/1, May 2007) was held at the ICAO European and North Atlantic Office, Paris. Twenty-two participants attended the meeting from Canada, Denmark, Finland, Iceland, Japan, the Russian Federation, United States, IACA, IATA and IFALPA. A copy of the full report of the TRASAS/1

meeting is available on the ICAO Asia Pacific Office website at http://www.bangkok.icao.int/ under the "Others – meetings seminars and workshops" menu.

3.55 Recognizing that the co-ordinated efforts of the international civil aviation community are required in order to continue work already commenced concerning the traffic flows in the Northern area, the first meeting of the TRASAS had been convened. It was intended that TRASAS would co-ordinate the requirements of international civil aviation for a coherent, economically viable and operationally optimal structure of ATS routes linking city-pairs in Europe and Asia, Europe and North America and Asia and North America.

3.56 Implementation of future requirements and efficiencies would involve States and organisations from four of the ICAO Regions (EUR, ASIA, NAT and PAC) and, as the continuation of the "historical" RACGAT meetings was highly improbable, the establishment of the TRASAS was supported by both the NAT SPG and the EANPG.

3.57 In respect of the improvement of the route structure and supporting infrastructure in the area, TRASAS/1 recognised that several issues had already been identified and supported by TRASAS members as requiring continued attention, as follows:

a) opening of more routes and offering improved efficiency;
b) implementation of RVSM in Russian Federation, China;
c) improvement of the ANS coverage and hours of operations;
d) ACC consolidation;
e) development of improved ATFM tools;
f) communications and surveillance in the Northern Airspace;
g) airport availability for ETOPS aircraft; and
h) improved access to China and Russian Federation airspace.

3.58 At the EANPG/48, the officials from the Russian Federation and the United States agreed that cooperation on airspace issues was still critical and agreed to continue to support the Cross Polar Trans East Air Traffic Management Work Group (CPWG). Furthermore, the Russian Federation and the United States expressed their interest to participate in the work of the proposed TRASAS as a high level steering group, which would be able to follow up on the remaining strategic issues of the former RACGAT group.

Terms of Reference

3.59 Terms of Reference for TRASAS were agreed at TRASAS/1, as shown at **Appendix D** to this report.

China RVSM Implementation

3.60 TRASAS/1 noted the Russian Federation's support of the planned Chinese RVSM implementation and their intent to join with China in submitting an Annex 2 amendment proposal to incorporate the proposed Chinese RVSM metric FLAS. TRASAS/1 was advised that outstanding issues, including transition concerns, would be addressed at a subsequent meeting, a Special Coordination Meeting to be held from 16 to 18 May 2007 in Beijing and that the ICAO EUR/NAT Office would be kept informed about the outcomes.

ATS Routes

3.61 TRASAS/1 was provided with a report regarding the ATS route network improvement activities taking place in the Russian Federation that were meant to make the airspace of the Russian Federation more attractive to users and enhance the quality of air navigation services.TRASAS/1 noted

that the Russian Federation expected the traffic along the Cross Polar Routes to increase at the level of 40% annually for the near future. A further increase in traffic levels was anticipated, particularly in connection with the forthcoming 2008 Summer Olympic Games to be hosted by the People's Republic of China. Therefore continuous efforts to address the capacity and routes optimization issues would be necessary.

Datalink issues

3.62 CNS issues were discussed by TRASAS/1, including a review of the data link services implementation status in the oceanic airspace of the NAT and ASIA/PAC regions, where data link applications had been increasingly and widely applied since the beginning of the 1990s. TRASAS/1 agreed that further expansion of data link systems, covering all parts of the Polar routes, would increase the level of safety and would be beneficial for both airspace users and air traffic services providers in the region. It would also foster further consolidation of air traffic service centres and reduce the general operating costs by decreasing the deployment and maintenance of the conventional ground systems.

3.63 The operational experience gained in the ICAO NAT and ASIA/PAC Regions could be applied in the context of the Polar Routes' area of interest and TRASAS/1 invited the Russian Federation to participate in the existing working arrangements of the various implementation groups acting in the EUR/NAT and ASIA/PAC Regions. However, the meeting recognized that issues relating to end-to-end system interoperability, network reliability and redundancy issues should be addressed prior to commencement of any further datalink activities in the Polar Routes context.

Arrangements for the next meeting of TRASAS

3.64 TRASAS/1 agreed to plan, tentatively, the second meeting of the Trans-Regional Airspace and Supporting ATM Systems Steering Group (TRASAS/2) from 18 to 19 March 2008, to take place in Bangkok, at the kind invitation of the Asia and Pacific Office of ICAO. The proposed dates in March 2008 should provide the Group with the lead-in time necessary to evaluate the progress of the preparations for the 2008 Summer Olympic Games in Beijing and propose corrective actions, if deemed necessary. TRASAS will receive confirmation of the meeting dates in early December 2007, after the EANPG/49 meeting.

CMRI response to TRASAS

3.65 Following the review of the terms of reference of TRASAS and the report of TRASAS/1, the meeting agreed that the overall concept that had led to the formation of TRASAS was valid. However, concerns were raised at the ability of the TRASAS to effectively engage in the operational details of the ATM arrangements required. As the TRASAS was at Steering Group level, it appeared that TRASAS would be primarily a policy meeting, rather than an ATS coordination/implementation working group. The extensive membership proposed for the TRASAS was expected to result in large meetings that would perhaps not be conducive to the finer detail work required for ATS implementation.

3.66 The meeting recalled the very effective role played by the CMRI in implementing operational arrangements for the polar operations. Although the CMRI had not met for 4 years, the relationships established by the CMRI forum had proved effective in ongoing discussions between the parties of the CMRI. As this area moved forward, in terms of sub regional RVSM implementation and the capacity enhancements being pursued by Mongolia for example, it was evident that close coordination between the three States involved would be necessary. The CMRI forum was expected to enable effective working relationships between States at an operational; level whilst providing an opportunity for airspace users to provide operational input.

3.67 Accordingly, the meeting agreed that there was an ongoing role for the CMRI in it is present format. The meeting recognised that because of the absence of the Russian Federation from CMRI/5, the meeting could not give a CMRI response to the TRASAS initiative. Nonetheless, the parties present at the meeting wished to record their support for the further development of the TRASAS initiative but considered that, until the TRASAS concept had matured to the point where mechanisms for effective ATS operational implementation work could be included under TRASAS, the existing CMRI forum should be continued.

Agenda Item 4: Update CMRI Task List

3.68 In reviewing the CMRI Task List, the meeting agreed on the status of items considered complete and suitable for closure as well as those remaining open, noting the progress that had been made. The meeting agreed that the updated task list included as **Appendix E** accurately reflected the work programme of the CMRI.

Agenda Item 5: Any other business

3.69 China provided a brief overview of the preparations being made by China to accommodate the Beijing Olympics in August 2008, highlighting proposed arrangements for increasing traffic capacity. Although the material was still subject to finalisation within China and could not yet be publicly released, China would provide formal information to affected parties including ICAO and IATA by the end of 2007 or early 2008 and would seek assistance from ICAO and IATA in finalising these arrangements.

3.70 The meeting thanked China for this preliminary information and the Secretariat highlighted the importance of making as much information about the Olympics available as early as possible. This would allow affected parties time to study and respond to the proposals and facilitate assistance from all parties to China in making the Beijing Olympic Games a big success.

4. DATE AND VENUE FOR NEXT MEETING

4.1 It was agreed that the date and venue for the CMRI/6 meeting would be dependant on progress of work to be accomplished and the outcomes from the next TRASAS meeting which was scheduled in March 2008.

4.2 The meeting thanked Mongolia for their gracious offer to host the next meeting of the CMRI in Ulaan Baatar, Mongolia.

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AIP CHINA
AIC
Nr.01/07
JUN 1, 2007

极地航路飞行管理办法
The Management Rules of Polar Route Operations

1. 为保证极地航路飞行的安全与顺畅，制定本办法。

Article 1. These rules are developed with the intention to enhance the efficiency and safety of polar route operations.

2. 本办法适用于航空运输企业灵活选择中俄进出境点 SIMLI、ARGUK 和中蒙进出境点 POLHO、MORIT 和福江空中走廊 SADLI 以及我国飞行情报区内相衔接的航路和航线，沿极地航路及其备份航路的运输飞行活动。

Article 2. These rules are applied to the air transport operations along polar routes and its alternative route, in which case the operator has a flexible choice for entry/exit points among SIMLI (between China and Russia), ARGUK (between China and Russia), POLHO (between China and Mongolia), MORIT (between China and Mongolia) and SADLI (Fukue corridor), as well as the connecting routes within China FIRs.

前款中的灵活选择是指实施飞行时可以任意选择上述五个进出境点之一以及相连接的航路和航线。

The flexible choice mentioned above means that upon carrying out polar operations, the operator can choose one of the 5 entry/exit points and the connecting routes.

3. 沿极地航路及其备份航路实施运输飞行的航空运输企业，应当按照有关规定在执行前提出预先飞行计划申请。预先飞行计划申请应当注明为极地飞行，并提出所选择的进出境点和航路、航线。

Article 3. Air transport operator who intends to carry out trans-polar operations is requested to submit initial flight plan application prior to implementation according to relevant regulations. The application shall indicate 'polar operations', the entry/exit points and the routes to be used.

加班和不定期航班的预先飞行计划申请应当明确一个主用进出境点和不多于两个备用进出境点。

The initial flight plan application of additional flight and non-scheduled flight shall indicate a primary entry/exit point and not more than two alternative points.

4. 预先飞行计划申请的审批办法按照现行规定执行。预先飞行计划申请批准后，定期航班应当在班期时刻表中注明“极地飞行”。在我国境内的班机航线必须按照审批后的执行。

Article 4. The approval procedure of initial flight plan application shall be applied according to the existing regulations. Once the initial flight plan application of a schedule flight has got approved, the characters 'polar operations' shall be marked in Flight Timetable. The flight route within China FIRs must be implemented in accordance with that approved.

5. 航空器营运人或当地空中交通服务单位应当不晚于航空器预计起飞时间前 1 小时，

Article 5. Aircraft operator or local ATS units shall submit flight plan (FPL) message in not less than one hour prior to the

向中国民用航空总局空中交通管理局运行管理中心（ZBBBZGZX），沿线有关的中国民航管制单位以及航班计划中的备选极地航路进出境点所在的区域管制中心发送领航计划报（FPL）。

Estimated Time of Departure, to the Operations Management Center of Air Traffic Management Bureau, CAAC (ZBBBZGZX), Air Traffic Control units concerned along the routes within China FIRs as well as the Area Control Centers related to the alternative entry/exit points in the initial flight plan.

领航计划报（FPL）的第 18 项应当注明为“极地飞行”。

'Polar Operation' shall be filled in Item 18 of the Flight Plan (FPL) message.

6. 领航计划报（FPL）发出后不得随意更改，如因特殊情况需要更改时，必须在更改电报发出后 1 小时才能起飞。航空器起飞后不得再更改飞行计划。未经批准或者没有按照领航计划报（FPL）实施的飞行，相关的空中交通管制单位可以拒绝接受航空器，由此造成的损失由航空器营运人负责。

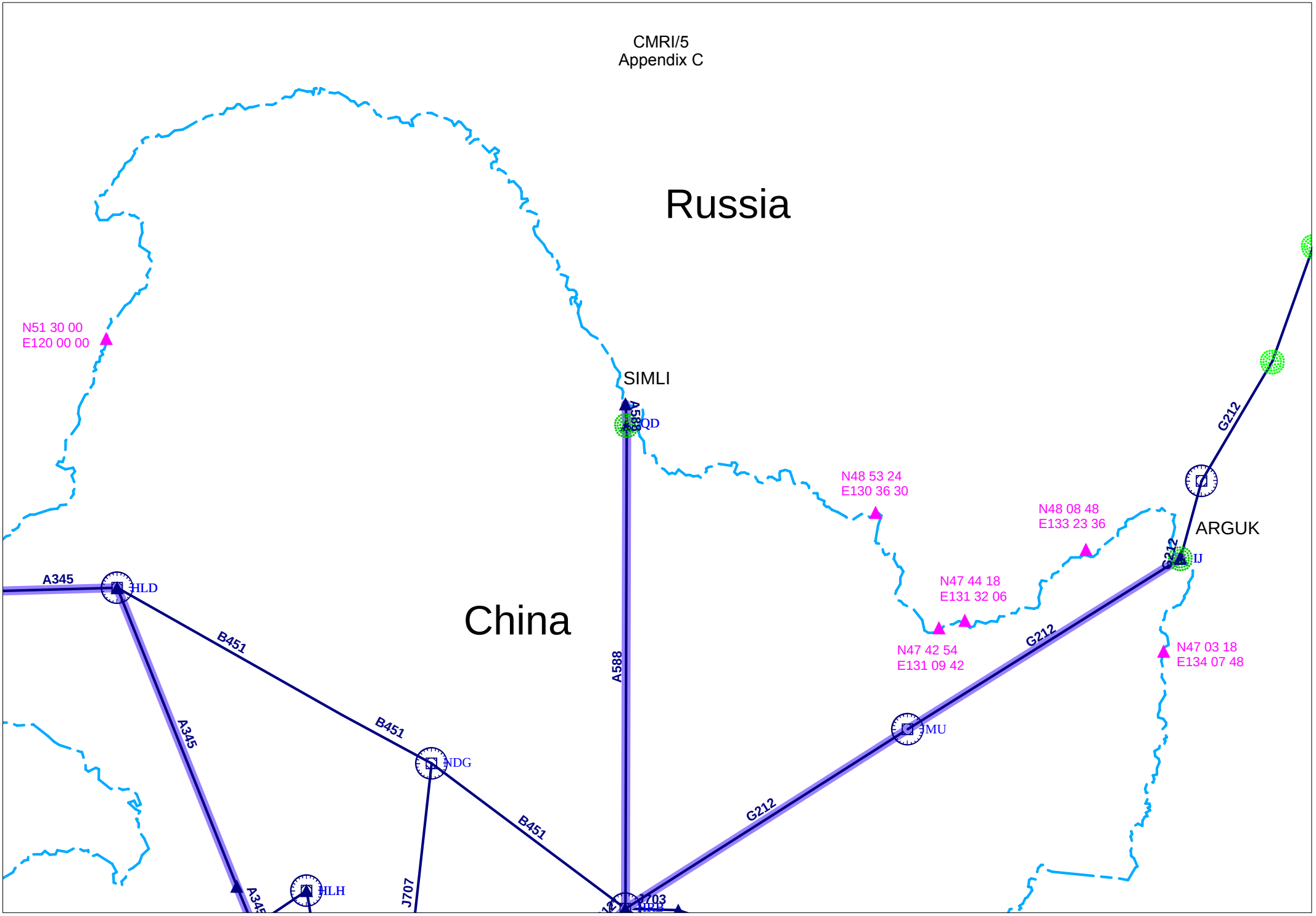
Article 6. Once the FPL message is transmitted, amendments are not allowed except for the special circumstances. If the amendments to the FPL message are made for special reasons, aircraft cannot take off within one hour after the amendment message is transmitted. When the aircraft take off, the amendments to the flight plan are not allowed. The Air Traffic Control units concerned can refuse to accept the flights without approval or failed to adhere to the FPL, and the operator shall be responsible for the consequence.

7. 使用中蒙进出境点 INTIK 和中俄进出境点 TELOK、GOPTO 跨越极地航路飞行时，仍然按照现行规定执行。

Article 7. The polar route operations via the entry/exit points of INTIK (between China and Mongolia), TELOK (between China and Russia) and GOPTO (between China and Russia) shall comply with the current rules.

8. 本办法自世界协调时 2007 年 7 月 4 日 16 时开始施行。

Article 8. These rules will become effective at 1600(UTC) on 4 July, 2007.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ARGUK
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N47 42 54
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E134 07 48
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HLH
J707
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HPB

TERMS OF REFERENCE OF THE TRANS-REGIONAL AIRSPACE AND SUPPORTING ATM SYSTEMS STEERING GROUP (TRASAS)

1. Introduction

1.1 In order to continue work already done concerning the traffic in the Northern area and to respond to the new requirements for increased efficiency and further developments, co-ordinated efforts of the international civil aviation community is required. It would involve States and Organisations from five of the ICAO Regions: EUR, ASIA, NAM, NAT and PAC. A Trans-Regional Airspace and Supporting ATM Systems Steering (TRASAS) Group shall respond to these requirements under the following Terms of Reference.

2. Purpose and objectives

2.1 The ICAO Trans-Regional Airspace and Supporting ATM Systems Steering (TRASAS) Group shall co-ordinate the requirements of international civil aviation for a coherent and economically viable and operationally optimal structure of ATS routes, linking city-pairs in Europe and Asia, Europe and North America and Asia and North America. The route network shall have sufficient flexibility to plan different flight paths, day-by-day, to take advantage of prevailing upper winds.

2.2 The Group shall work in close co-operation with aircraft operators' international organisations in order to ensure that known and expected requirements for international and domestic routings and cost-effective implementation are taken into account. The Group will also take account of the requirements for adequate feeder and connection routings to enable optimal access to the route network from points of departure and points of destination, upstream, downstream and from within its vicinity. The scope of the work will respond to the global objectives of the ICAO operational concept and support the new ICAO Global Air Navigation Plan Initiatives: GPI-1 (flexible use of airspace), GPI-2 (reduced vertical separation minima), GPI-3 (harmonised level system), GPI-5 (performance-based navigation), GPI-6 (air traffic flow management), GPI-7 (dynamic and flexible ATS route management), GPI-8 (collaborative airspace design and management), GPI-17 (implementation of data-link applications), GPI-20 (WGS-84 implementation), GPI-21 (navigation systems) and GPI-22 (communication network infrastructure).

3. Scope of work

3.1 The TRASAS Group shall make proposals and promote improvements for the safety and efficiency of the Northern area route structure and the supporting ATM systems within the States affected by such proposals. It shall base its work on aircraft operators' requirements, which may be expanded and complemented, as necessary.

3.2 The Group shall take into account modern space based technology (GPS/GLONASS/GNSS and ADS) in accordance with the ICAO CNS/ATM system concept and plan for an orderly transition period. This transition period should enable a seamless migration of current aircraft fleets to full CNS/ATM compliance on such routes in the future. TRASAS shall consider an equitable cost recovery scheme for the established route system in accordance with ICAO provisions in line with Article 15 of the Chicago Convention.

3.3 The Group shall not substitute itself for other existing bodies which are active under the auspices of ICAO (e.g. European Air Navigation Planning Group (EANPG), North Atlantic Systems Planning Group (NAT SPG), ASIA/PAC Air Navigation Planning and Implementation Regional Group (APANPIRG), etc.) or bodies operating as bilateral/multilateral State initiatives. It may provide guidance as well as a co-ordinating function for these Groups working on the various technical and operational aspects related to the intended transit route network and to combine the results into one coherent overall plan. This will lead to the amendment, if and when required, of the ICAO Regional Air Navigation Plan (ANP) in accordance with procedures established by the ICAO Council.

3.4 In addition to its technical work on the newly established route system, the TRASAS Group shall explore proposals for financing and cost recovery for this system.

4. Activities

a) To promote a modern, efficient and cost-effective international ATS route network linking city-pairs in Europe, Asia and North America, taking into account the recognized requirements of the airspace users, taking advantage of seasonal wind patterns, and making use of space-based technology in accordance with the ICAO CNS/ATM system concept.

b) To promote efficient air traffic management and associated systems to improve safety, increase capacity and enhance operational and economic efficiency.

c) To promote the provision of sufficient capacity so as to avoid the need for air traffic flow management (ATFM).

d) To develop a coherent transition plan enabling a seamless migration of current aircraft fleets to full CNS/ATM compliance on such routes in the future.

e) To promote the establishment of a minimum number of suitably equipped Area Control Centres (ACC) and an infrastructure adequate to provide the required air traffic services along the proposed ATS route structure.

f) To promote suitable financing and cost recovery mechanisms for the newly established route system in accordance with the applicable ICAO provisions and in line with Article 15 of the Convention on International Civil Aviation (Chicago, 1944).

g) To analyse the costs and benefits achieved by individual ATS routes of the newly established route system to determine their eligibility for inclusion into the ICAO Regional Air Navigation Plan.

4.1 TRASAS will closely cooperate with existing bodies working on relevant tasks and may also establish Contributory Working Bodies (CWB) that shall work on its behalf on specific expert issues (route network developments, RVSM implementation, communications, airport issues etc).

5. Composition

5.1 The TRASAS Group shall be composed of representatives with operational and technical, expertise from Canada, China, Democratic People's Rep. of Korea, Denmark, Finland, Iceland, Japan, Kazakhstan, Mongolia, Norway, Republic of Korea, Russian Federation, United States, Uzbekistan and from international organisations representing aircraft operators' (e.g. IACA, IATA, IBAC) and pilot associations (IFALPA).

5.2 The TRASAS Group shall work under the auspices of ICAO. The EUR/NAT Office shall provide full secretarial support to the Group.

5.3 The Group may invite participation from other States which may be concerned during the progress of its work (e.g. States in Central Asia, in the South Caucasus area, and others) and international organizations which may provide useful input during its deliberations.

6. Reporting

6.1 Reports of the TRASAS shall be prepared by the ICAO Secretariat in the usual standard fashion. As reports of an informal group, this documentation will be made available to participating States and international organization(s) and shall be distributed to the Regional Planning Groups [in particular, the Asia/Pacific Air Navigation Planning and Implementation Regional Group (APANPIRG), the European Air Navigation Planning Group (EANPG) and North Atlantic Systems Planning Group (NAT SPG)] for their information and to facilitate co-ordination which may be required within their respective work programmes.

7. Communication

7.1 As far as possible, members and participants in the work of TRASAS shall correspond by electronic mail. Their communications should be as informal as possible to ensure rapid progress of the work programme.

8. Target dates and deliverables

8.1 TRASAS shall establish a comprehensive work programme containing target dates and milestones to be achieved. It should strive to complete its tasks in the shortest possible time.

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CMRI 5 – Task List

(last updated CMRI/5 20&21 June 2007)

TASK No.	TASK DESCRIPTION	AGREED ACTION	ACTION BY // TARGET DATE	CMRI PROGRESS
1.	Forecast traffic by city pairs for cross-polar operations up to 2010	IATA will perform a study and will report progress to the CMRI TF. This study will be periodically updated as required. States to provide actual annual traffic counts to IATA for comparison between forecast and actual operations.	IATA/States // Report Progress to CMRI/6	CMRI/5 informed of average 23 polar route flights per day crossing 7 entry/exit point of China. States and IATA to prepare working papers to TRASAS and CMRI/6
2.	~~ATFM planning~~	~~All States to identify problems. to develop procedures that will establish the North American departures flying westbound onto their filed cross-polar track~~	~~States // Report progress to CMRI/6~~	~~CMRI/5 assumed that with the pending dissolution of RACGAT that this matter would be taken up by TRASAS or CPWG~~ ~~CLOSED~~
3.	Maximize route availability based on flight schedules/demand	All States to consider availability of all cross-polar routes to meet flight schedules and operational requirements	States // Report progress to CMRI/6	Flexibility for using POLHO, SIMLI and ARGUK has been implemented since June 2003. CMRIU/5 informed that two additional entry/exit points (MORIT and SADLI) are provided for flexible choice from July 2007. Airlines have been encouraged to utilize routes to their fullest extent.
~~4.~~	~~Develop a suitable flight plan process for cross-polar operations~~	~~China will develop a suitable flight planning process based on the data and requirements of IATA~~	~~China/Mongolia/ IATA // Target date of AIRAC date 15 May 2003~~	~~China introduced a phase1 procedure whereby aircraft will be permitted to flight plan Cross Polar Routes into/out of China via either POLHO, SIMLI or ARGUK with a requirement to submit a flight plan nominating one of these entry/exit points at least 1 hour prior to ETD. Further coordination with other authorities is required to extend this flexible procedure to other China entry/exit points. COMPLETED~~

TASK No.	TASK DESCRIPTION	AGREED ACTION	ACTION BY // TARGET DATE	CMRI PROGRESS
5.	Route developments in China/Mongolia /Russian Federation: • East of TELOK • Mongolia • INTIK area (POLHO) • China • Destination Shanghai	Develop requested routes and determine ATS requirements.	States/IATA/ RACGAT // Report progress to CMRI/6 ongoing	• Russia reported that TELOK also serves regional flights between Russia and China that rely on the VOR at TELOK. To relocate the route east of TELOK would require relocation of the VOR to a remote area, which would be difficult. In addition, they were not sure how much TELOK would be used once the SIMLI route was implemented. IATA stated that the international air carriers have no reliance on the VOR and suggested to keep both routes available – one as a China/Russia route over TELOK and the route east of TELOK as a published international route. IATA also advised the meeting that until China could approve multiple entry points into China that TELOK would have minimal use. No updates available to CMRI/5 re TELOK. ~~• In coordination between China and Mongolia, Mongolia will implement new ATS routes B339 Ulaanbaatar – POLHO, FANS 1/A route M520 SERNA – POLHO and ATS route G218 SULOK – Choybalsan – POLHO with target date of AIRAC 15 May 2003. China will also implement new ATS route B339 POLHO – Fengning (GM) and ATS route G218 POLHO – Tumurtai (TMR) with target date of AIRAC date 15 May 2003.~~ ~~• COMPLETED~~ • China is coordinating new routings to Shanghai and are looking at present domestic routes for use by international operators

TASK No.	TASK DESCRIPTION	AGREED ACTION	ACTION BY // TARGET DATE	CMRI PROGRESS
6	Improve AFS communications between concerned ACCs	Review and improve AFS data/voice communications between relevant ACCs of China, Mongolia and Russia to meet the 15 seconds requirement for voice communications as well as establishing backup means.	China/Mongolia/ Russia // Report progress to CMRI/6	China and Russia are working on expanding the VSAT link between Harbin and Khabarovsk to include Blagovenshchensk. (Additional VSAT link between Harbin and Bagovenshchensk is not implemented. The requirement is not specified in the FASID Table CNS 1D). Mongolia reported that a fiber-optic cable has been installed between Ulaanbaatar and Irkutsk. Final preparations to use the facility are underway. Mongolia and China are discussing options for back-up communication between their adjacent ACCs. Discussions held for the backup link. However, it has not been implemented. The G/G ATS communication requirements are met by current Ulaanbaatar VSAT link. The direct speech circuits between Lanzhou, Hohhot, Urumqi and Ulaanbaatar as specified in FASID have not been implemented. The requirements need to be reviewed when local ATS units in Mongolia and Modernization and consolidation to new ACCs in China are implemented.
7	China/Mongolia MOU	Following MOU between Minister of CAAC and Minister of Infrastructure of Mongolia, both States will study the possibility of opening a parallel entry/exit point west of INTIK	China/Mongolia/ Report progress to CMRI/5	In progress. The proposed coordinates were presented to CMRI/5. Further coordination required between China and Mongolia to implement an agreed point.
5/1	Special requirement for indicating "POLAR" in the Field 18 of FPL ATS messages	China review the requirements during December 2007/January 2008 based on the improvement in accuracy of FPL message addressing sent by Airlines and/or local ATS units	China and IATA	Relevant control units in charge of monitoring the polar operations had not received some of FPL for polar operation. This special procedures is required to introduced until the problem being rectified. China will review and consider dropping this required procedure at 6 months later.

TASK No.	TASK DESCRIPTION	AGREED ACTION	ACTION BY // TARGET DATE	CMRI PROGRESS
5/2	Identify ATFM related issues	CMRI member States and IATA to identify AFTM related issues and prepare submissions to CMRI/6	CMRI States and IATA report progress at CMRI/6	
5/3	Establishment of new entry/exit point between China and Russian Federation	Russia Federation and China were requested to coordinate for establishment of new entry/exit point to the west of ARGUK	Russian Federation and China report progress to CMRI/6	Further detailed requirement for the new entry/exit point needs to be developed by Russian Federation, China and IATA. China indicated that when the new entry/exit point is established, one of the existing entry/exit points (ARGUK or SIMLI) is likely to be withdrawn.