

**INTERNATIONAL CIVIL AVIATION ORGANIZATION
ASIA AND PACIFIC OFFICE**



**REPORT OF THE FIRST MEETING OF THE ASIA/PACIFIC ICAO FLIGHT
PLAN & ATS MESSAGES IMPLEMENTATION TASK FORCE
(FPL&AM/TF/1)**

BANGKOK, THAILAND, 17 – 20 MARCH 2009

The views expressed in this Report should be taken as those of the
Meeting and not the Organization

Approved by the Meeting
and published by the ICAO Asia and Pacific Office, Bangkok

FPL&AM/TF/1
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1.1 Introduction

1.1.1 The First Meeting of the Asia/Pacific ICAO Flight Plan & ATS Messages Implementation Task Force (FPL&AM/TF/1) was held at the ICAO Asia and Pacific Regional Office, Bangkok, Thailand from 17 to 20 March 2009.

1.2 Officers, Secretariat and Participants

1.2.1 Mr. Andrew Tiede and Mr. Kyotaro Harano, Regional Officers ATM, acted as Secretaries for the meeting. Mr. Tiede moderated the meeting.

1.2.2 Thirty-seven (37) participants from Australia, China, Hong Kong China, India, Japan, Malaysia, New Zealand, Philippines, Republic of Korea, Singapore, Thailand, United States, Viet Nam and IATA attended the meeting. A list of participants is in **Appendix A**.

1.3 Opening of the Meeting

1.3.1 Mr. Andrew Tiede, on behalf of Mr. Mokhtar A. Awan, Regional Director, ICAO Asia and Pacific Regional Office, opened the meeting and welcomed participants to Bangkok. He noted that this was the first day of the first meeting of the Asia/Pacific ICAO Flight Plan and ATS Messages Task Force.

1.3.2 Mr Tiede reflected that for many years it had been evident to States, airspace users and ICAO that the ICAO flight plan format was struggling to keep up with the expanding needs of civil aviation, particularly those demands stemming from increasing automation in both airborne and ground systems. This led to ICAO establishing what was known as the Flight Plan Study Group (FPLSG) during 2004, to assist the Secretariat with developing a proposal for amendment to the flight plan provisions. The objective was to define provisions that would support future needs of aircraft with advanced capabilities and the requirements of automated air traffic management (ATM) systems, while taking into account compatibility with existing systems, human factors, training, cost and transition aspects. This resulted in Amendment 1 to the 15th Edition of PANS ATM, circulated by State Letter in the middle of 2008, and the FPLSG was disbanded

1.3.3 Recognising that the flight plan was the foundation stone of flight and ATM operations, APANPIRG/19 (September 2008) established the FPL&AM/TF to ensure that the regional and global aspects of implementing the new format flight plan were adequately addressed. Mr. Tiede highlighted that it was the responsibility of the first meeting of the FPL&AM TF to map out the way forward and provide regional guidance and initiative to ensure that the implementation of the new flight plan provisions was completed smoothly and on time.

1.4 Documentation and Working Language

1.4.1 The meeting was conducted in English. All meeting documentation was in English.

1.4.2 Nine (9) working papers and one (1) information paper were presented to the meeting. A list of the papers is at **Appendix B**.

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Agenda Item 1: Adoption of Agenda

1.1 The meeting adopted the following agenda:

- Agenda Item 1: Adoption of Agenda
- Agenda item 2: Election of Chairperson
- Agenda item 3: Review outcomes of related meetings
- Agenda item 4: Review available documentation and guidance materials
 - Amendment 1, 15th Edition PANS-ATM (Doc 4444)
 - ICAO Guidance for Implementation of Flight Plan amendment
 - Performance Objective – Performance Framework Form
 - Terms of Reference for FPL&AM/TF
- Agenda item 5: Aspects of implementation in Asia/Pacific region
- Agenda item 6: Regional strategies for implementation
- Agenda Item 7: Review and update FPL&ATM/TF Task List
- Agenda Item 8: Any other business
- Agenda Item 9: Date and venue for the next FPL&AM/TF meeting

Agenda Item 2: Election of Chairperson

2.1 The Secretariat highlighted the limited expertise available in the Regional Office in terms of the technical aspects of Amendment 1 to the PANS-ATM, for example the coding of software to support ATM automated systems. Accordingly, the Secretariat sought support from the States present at the meeting in nominating a Chairman for the Task Force. As the applicability date for the new format flight plan was in November 2012, it was anticipated that the Task Force would be functional until at least that time and probably for a period thereafter to conduct a post implementation review. It was envisioned by Secretariat that the Task Force would meet approximately twice a year up until the end of 2010, and perhaps at increased frequency as the implementation activities accelerated from mid 2011.

2.2 States would coordinate this matter within their administrations and provide feedback to the next meeting in November 2009. In the interim, Mr. Tiede, Regional Officer Air Traffic Management, moderated the meeting.

Agenda Item 3: Review outcomes of related meetings

Eighteenth ATM/AIS/SAR Sub-Group- June 2008

3.1 The Eighteenth meeting of the APANPIRG Air Traffic Management/Aeronautical Information Services/Search and Rescue Sub-Group (ATM/AIS/SAR/SG/18, June 2008) recalled that in late 2003, ICAO Flight Plan Study Group (FPLSG) was established by the Air Navigation

Commission to develop a proposal for the amendment of Flight Plan provisions to meet the future needs of aircraft with advanced capabilities and the requirements of automated ATM systems, at same time taking into account the compatibility with the existing systems, human factors, training, cost and other transition aspects. Accordingly, ATM/AIS/SAR/SG/18 reviewed preliminary information from the FPLSG, including an early draft of the proposed amendment to PANS-ATM.

3.2 ATM/AIS/SAR/SG/18, in noting that the applicability date for the changes had been established as 15 November 2012, recognised that the changes will have widespread implications for automated systems, including ATC systems and airspace user systems, and encouraged States and international organizations to study the amendment and any implementation/transition guidelines that became available. Australia advised ATM/AIS/SAR/SG/18 that the Air Navigation Commission's ATM Requirements and Performance Panel (ATMRPP) was preparing implementation guidelines to assist a globally streamlined implementation of the new flight planning provisions; these guidelines would become available in due course.

3.3 ATM/AIS/SAR/SG/18 agreed that many actions were necessary to ensure a streamlined regional implementation and recommended to APANPIRG/19 that a Task Force be established to address this work. ATM/AIS/SAR/SG/18 also initially identified the following issues:

- AIDC guidelines and other regional documents will need to be updated,
- Contingency arrangements for States that cannot comply by the due date,
- How to handle staged implementations by States and/or airspace users,
- Management of Repetitive Flight Plans, and
- Implications for electronic presentations.

Nineteenth APANPIRG – September 2008

3.4 Building on the preliminary discussions held by ATM/AIS/SAR/SG/18, the Nineteenth Meeting of the Asia/Pacific Air Navigation Planning and Implementation Regional Group (APANPIRG/19, September 2008) reviewed matters relating to the pending changes to flight plan format and supporting ATS messages.

3.5 APANPIRG/19 raised the concern that States could begin to implement the new flight plan (FPL) format as early as 2009. Implementation of the new FPL format in a non-integrated fashion could result in FPLs being rejected or processed improperly by States that have not yet transitioned. In view of the many implications affecting a wide range of automated FPL preparation and processing systems and the associated operating practices, APANPIRG considered that the transitioning process needed to be carefully planned taking into account compatibility with existing systems, human factors, training and costs. Any incompatibility in the processing capability in a few States could have significant impact on operations in other states of the region. APANPIRG/19 recognised that this has the potential to create a significant and global degradation of ATM services.

3.6 APANPIRG/19 was of the view that that a full and comprehensive assessment of the implications of the transition to the new FPL format for ANSPs and airspace users is absolutely necessary. In this regard, APANPIRG/19 considered that ICAO global leadership was critical in addressing the issues to ensure a smooth transition. In order to ensure that the matter would be appropriately addressed on a regional basis, APANPIRG/19 adopted the Decision below and drafted preliminary Terms of Reference accordingly.

Decision 19/6 – Establishment of an ICAO Flight Plan & ATS Message Implementation Task Force

That, an Asia/Pacific ICAO Flight Plan & ATS Message Implementation Task Force (FPL&AM/TF), with terms of reference as outlined in Appendix C to the APANPIRG/19 Report on Agenda Item 3.2, be established to develop a regional transition strategy and procedures to ensure the streamlined implementation of the amended ICAO flight planning and associated ATS Message provisions.

Fourth & Fifth ATN ICG – September and December 2008

3.7 The Twelfth meeting of the CNS/MET Sub Group (CNS/MET/SG/12, July 2008) was briefed on the issue and the proposal for the creation of the Asia/Pacific Flight Plan & ATS Message Implementation Task Force. Subsequently, APANPIRG/19 agreed to the proposal from CNS/MET/SG/12 to amend the Subject/Tasks List of the Aeronautical Telecommunication Network Implementation Coordination Group (ATN ICG) to include a review of communications requirements associated with ATN over IPS to support the revised ATS messages for the PANS-ATM amendment.

3.8 The ATN ICG WG/4 (September 2008) and ATN ICG WG/5 (December 2008) meetings discussed these matters. In relation to Amendment 1, ATN ICG WG/4 noted that:

- FPL can be submitted up to 5 days before the departure of the flight (previously one day);
- Length of the Item 10 in the surveillance sub-field after the oblique is extended to 20 characters;
- Many new 2-character codes are introduced in Item 10;
- In description of ATS route (Item 15), max 3 characters has been changed to 5 characters to accommodate waypoint codes; and
- Significant additional information is added into Item 18, including provision for Date of Flight (DOF).

3.9 As a result of discussions, ATN ICG WG/4 concluded:

- To support ATM Automation system, exchange traffic between AFTN addresses and CAAS addresses, directory service at certain level could facilitate and ATS message including FPL exchange. – global, initial directory service;
- India expressed concerns about the maximum codes in the Item type 10. This should be addressed by the FPL&AM Task Force and sample combination for users should be developed for reference;
- Malaysia asked whether the total length of AFTN text is still 2100 Characters (being 300 for address etc and 1800 for text of message). It was clarified that the text of FPL message is unlikely to exceed the maximum number of the characters prescribed (i.e. 1800 + 300) although many new codes indicating equipment capability are being introduced;
- Generally speaking, AMHS gateway should be able to accommodate the changes which only involved in the text part of AFTN messages;

- Communication requirements for the ATS messages should be derived from the operational requirements and provided by the operational personnel. In this regard, any specific requirements resulted from the amendment should be coordinated between FPL & AM Task Force and ATNICG;
- It was recognized that, in terms of characters, the existing format is in effect a sub-set of the amended format. Therefore, updated ATM Automation system is unlikely to reject messages received from the current ATM automation systems. The updated system is not expected to send out or process the new added codes or extended field length before the applicable date. The current system if not updated by the applicable date may have problems to process amended message format. Rejected service messages to the communication operation at previous or originating stations are anticipated.

3.10 ATN ICG WG/5 reviewed a working paper on the *Initial Analysis of Issues Resulting from Amendments to Flight Plan and ATS Messages*, recalling the new requirements for AFTN/AMHS to support new message format resulting from the implementation of Amendment 1. The paper analyzed the provisions in the *Manual of Technical Provisions for the Aeronautical Telecommunication Network (Doc9705)* with reference to the revised messaging requirements.

3.11 ATN ICG WG/5 agreed to further study the related issues resulting from the amendment, as tasked by APANPIRG/19. The following items have been added to the ATN ICG Subject/Tasks List and will be reviewed at the next ATN ICG meeting.

- (8.1) review the impact of the implementation of Amendment 1 to 15th Edition of Doc. 4444 effective 15 Nov. 2012 (PANS ATM Chapter 4 and Appendix 3 relating to the ICAO Flight Plan and associated ATS Message formats to the AFS.
- (8.2) identify the new requirements for AMHS/AFTN to support new message format.
- (8.3) identify the link control procedure use in the AMHS to support the revised ATS message format to the ATC automation system.

3.12 Recognising that the status of implementation of the Amendment 1 provisions would need to be accurately tracked, the Secretariat also introduced the meeting to FASID Table CNS 4B of the Asia/Pacific Air Navigation Plan, which records details of ATS Automation Systems. The meeting was also aware of the initiative from ICAO HQ to establish a global website that would carry details of which FIRs were able to accept 'NEW' flight plans. The Task Force would keep this matter under review.

3.13 The meeting thanked the ATN ICG for this early work and the excellent reporting to the FPL&AM TF. The meeting noted that these matters were formally on the work programme of the ATN ICG and looked forward to further outputs from the ATN ICG in due course. Although no additional questions had been raised by the Task Force at this early stage, it was likely that as the work of the FPL&AM TF progressed, matters would be raised needing clarification by ATN ICG. These issues would be relayed to the ATN ICG as they were identified.

3.14 In relation to point 3 of paragraph 3.9 above, India informed the meeting that they were regularly receiving messages with total characters exceeding 2100 characters. This caused problems with automated message handling and required manual intervention on each occasion. The meeting was informed that Annex 10 – *Aeronautical Telecommunications* contained provisions to

address this situation. Specifically, the transmitting station was required to break the message into two separate messages before transmission, in order to remain below the 2100 total characters for each message. The meeting requested India to undertake a survey in this regard, with the objective of identifying who the transmitting station(s) were in order that the Task Force could take follow up action through the Regional Office to ensure compliance with Annex 10.

Agenda Item 4: Review available documentation and guidance materials

Terminology

4.1 In common with the precedent set by ICAO in the implementation guidance material that had been circulated, the meeting adopted the following terminology:

- PRESENT is defined as the present flight planning and ATS message formats as defined in the current version of the PANS-ATM
- NEW is defined as the flight planning and ATS message formats as specified in Amendment 1 to the PANS-ATM.

Amendment 1, 15th Edition PANS-ATM (Doc 4444)

4.2 Recognizing the need to ensure availability of appropriate flight plan data that might be required by the ATM community to support collaborative decision making and the realization of the Global ATM Operational Concept (Doc 9854), the ICAO Flight Plan Study Group (FPLSG) was established during 2004.

4.3 Amendment 1 to the PANS-ATM, which stems from the work of the FPLSG, was approved and circulated to States and organizations by way of ICAO State Letter Ref: AN 13/2.1-08/50 dated 25 June 2008. The nature and scope of the amendment is to update the ICAO model flight plan form in order to meet the needs of aircraft with advanced capabilities and the evolving requirements of automated air traffic management (ATM) systems, while taking into account compatibility with existing systems, human factors, training, cost and transition aspects.

4.4 The meeting undertook a comprehensive review of Amendment 1, with the objective of gaining a common understanding of the amended provisions in order to standardise regional implementation and harmonise with adjacent regions. In the main, this objective was achieved, however a number of matters were raised for clarification, as follows:

Items for clarification in Amendment 1

- 1) The number of characters in the surveillance equipment and capabilities subset of Item 10 has been defined as a maximum of 20 characters. However other subsets in Item 10 have not had 'maximum characters' defined, nor had many of the other fields. Recognising that a defined number of characters per field or sub field was valuable when coding software as it removed any need to make field capacity available that would never be used, the meeting sought clarification as to the different approach applied to different fields. The meeting also considered that agreeing on an Asia/Pacific requirement for number of characters per field or sub field would result in worthwhile standardisation and economies for States and should be pursued by the Task Force and adopted as a regional flight planning constraint.

In this context IATA raised concerns that the allocation of 16 characters to PBN/ in Item 18 may not be sufficient to adequately record the number of PBN approvals in some instances of long haul flights through a multitude of differing RNP airspaces. IATA would investigated this matter more fully and inform the next meeting of the outcomes.

- 2) The sequence of information in Item 18 has been defined, ensuring that the Item 18 information would be inserted in a specific and repeatable order. This was not the case in Item 10, for example, suggesting that Item 10 information could be inserted in any order. Recognising that a specific sequence of codes was more easily 'read' by automation equipment, the meeting sought clarification as to the different approach applied to different fields.
- 3) In Item 7, the presentation of the Amendment indicated item b) occurring before item a), as shown below, rather than the traditional presentation whereby a) normally precedes b). The rationale for this was unclear and could bestow undue priority on the use of registration markings as the radiotelephony callsign for each flight. The meeting confirmed its strong preference for 'flight number callsigns' and agreed that in the Asia/Pacific implementation, use of the designator for the aircraft operating agency followed by the flight number would take precedence :

~~a~~b) the nationality or common mark and registration marking of the aircraft (e.g. EIAKO, 4XBCD, N2567GA), when:

- 1) in radiotelephony the call sign to be used by the aircraft will consist of this identification alone (e.g. ~~OOTEK~~CGAJS), or preceded by the ICAO telephony designator for the aircraft operating agency (e.g. ~~SABENA OOTEK~~BLIZZARD CGAJS);
- 2) the aircraft is not equipped with radio;

OR ~~a~~b) the ICAO designator for the aircraft operating agency followed by the flight identification (e.g. KLM511, NGA213, JTR25) when in radiotelephony the call sign to be used by the aircraft will consist of the ICAO telephony designator for the operating agency followed by the flight identification (e.g. KLM511, NIGERIA 213, ~~HERBIE~~JESTER 25);

- 4) Item 10 requires the use of 'N' if no COM/NAV/approach aid equipment is carried, or 'S' if standard COM/NAV/approach aid equipment is carried. However the example given at the end of Item 10 does not include N or S, see below: Is there a number of characters limitation on this field that, when reached, results in dropping the first character – or should the S or N always be included?

Example: ADE3RV/HB2U2V2G1

- 5) The changes contained in Appendix 3, Air Traffic Service Messages, now require that Item 18 (Other Information) must now be included in CHG, CNL, DLA, DEP and RQS messages. Although it appears this change is necessitated by the new allowance of FPL filing up to 120 hours in advance which requires inclusion of DOF/ in Item 18, the Amendment 1 to PANS-ATM has the effect of requiring that the entire Item18 be routinely included in CHG, CNL, DLA, DEP and RQS messages. Item 18 is a very lengthy field, so the change has the consequence of vastly increasing the size of ATS

messages being sent over AFTN networks and greatly increasing associated message storing and processing functions in ANSP systems which handle these messages.

The example CHG message shown at paragraph 2.3.2.2 includes a DOF/ change, but does not include other Item 18 information (see below), also suggesting that the intention is simply to transmit DOF/ changes in CHG, CNL, DLA, DEP and RQS messages, rather than the full Item 18 information.

(CHGA/F016A/F014-GABWE/A2173-EHAM0850-EDDF-DOF/080122-8/I-16/EDDN)

However, recognising that in automated systems the technique of completely overwriting a full field rather than amending a small portion of a field is commonly used, the meeting realised that it was possible that the new requirement to transmit the entire Item 18 in CHG, CNL, DLA, DEP and RQS messages was necessary. However, the Task Force would study whether adoption of a regional constraint that would result in DOF/ being the only Item 18 information included in CHG, CNL, DLA, DEP and RQS messages was at all feasible. The meeting considered that an urgent clarification was required in this case, as it could not identify any advantage to including full Item 18 data and either the routine transmission of bulky data or adoption of a regional constraint would undoubtedly cause global message processing problems.

- 6) Discrepancies exist between the Item 18 TYP/ data shown for the Flight Plan and that shown for ATS messages. The meeting sought clarification in respect to the use or non-use of commas between aircraft types, noting that the Flight Plan (page 16 of Amendment 1) indicates that

TYP/ Type(s) of aircraft, preceded if necessary without a space by number(s) of aircraft and separated by one space, if ZZZZ is inserted in Item 9.

Example: TYP/2F15 5F5 3B2

whereas, the ATS message (page 30 of Amendment 1) includes commas between aircraft types, as shown below:

TYP/ Type(s) of aircraft, preceded if necessary without a space by number(s) of aircraft and separated by one space, if ZZZZ is inserted in Item 9.

Example: -TYP/2F15, 5F5, 3B2

- 7) The meeting noted that neither the PRESENT or NEW provisions made allowance for an equipment field in Section 6 & 7 of Appendix 2 of the PANS-ATM, in relation to Repetitive Flight Plans (RPL). The absence of such a field had led to local arrangements being agreed within and between some States in some instances to enable equipage to be notified in RPLs.

The meeting was of the view that having information in relation to equipage was of importance in RPL arrangements and sought ways to formalise the situation. Clarification was sought as to whether it was possible to include an equipment field in RPL, or whether the Task Force should pursue a regional constraint as part of the implementation process.

ICAO Guidance for Implementation of Flight Plan amendment

4.5 Considering that the transition from the current flight plan form and associated requirements to the new flight plan format may present challenges for States and organizations involved in the processing of flight plans, ICAO has developed the guidance contained in **Appendix C** to this report. The primary purpose of this guidance is to support a coordinated global effort during the transition period so that a successful and coordinated transition is achieved by the applicability date of 15 November 2012.

4.6 The meeting reviewed the ICAO guidance material and, recognizing that the guidance material will form the basis for global implementation strategies, adopted the guidance material for use, to the extent possible, in Asia/Pacific implementations.

Performance Objective – Performance Framework Form

4.7 The meeting was informed that the contemporary ICAO planning objective is to achieve a performance based global air traffic management (ATM) system through the implementation of air navigation systems and procedures in a progressive, cost-effective and cooperative manner. To facilitate the realization of a performance based Global ATM system, ICAO has made significant progress in the development of relevant guidance material. The documents include: a) *Global Air Traffic Management Operational Concept (Doc 9854)*; b) *The Air Traffic Management System Requirements (Doc 9882)*; c) *the Manual on Global Performance of the Air Navigation System (Doc 9883)*; and d) *The Global Air Navigation Plan (Doc 9750)*.

4.8 In term of regional performance planning, the outcome of the planning process would result in the establishment of regional performance objectives, to be recorded on an output and management form that has been designated as the “Performance Framework Form (PFF)”. In this context, the implementation of the amended flight planning provisions has been adopted as a regional performance objective for the Asia/Pacific region.

4.9 In order to assist States in an orderly transition from the present flight plan format to the new one, a basic checklist using the performance framework form (PFF) was developed by ICAO HQ for global dissemination. The meeting reviewed and updated the PFF, (see **Appendix D**) ensuring alignment with the Task Force TOR and regional PFF format. The PFF would be periodically reviewed by the Task Force to ensure that it continued to accurately reflect the work programme of the FPL&AM/TF.

Terms of Reference for FPL&AM/TF

4.10 In adopting Decision 19/6 establishing the FPL&AM/TF, APANPIRG/19 had provided Terms of Reference (TORs) to guide the work of the Task Force. The meeting reviewed the TOR and, although recognising that the TORs would be periodically reviewed and updated by the Task Force as work progressed, agreed that the TORs established by APANPIRG (**Appendix E** refers) were appropriate for the current work programme of the Task Force.

Agenda Item 5: Aspects of implementation in Asia/Pacific region

New Zealand

5.1 New Zealand provided a case study on the issues surrounding the use of new wake turbulence descriptor 'J' for the Airbus A380-800 (A388) aircraft. In October 2006, ICAO guidance on wake turbulence aspects of the A388 included advice that the letter 'J' should be entered into the space allocated to wake turbulence under Item 9 of the ICAO flight plan form. However, the current status is that no ANSP in the region has ground systems capable of automatically processing the "J" wake turbulence designator. All FPL are queued and manually modified to "H" to enable automatic processing. One airline operating the A388 aircraft in NZZO is filing H in Item 9 of the FPL enabling automatic processing; another airline is filing "J" in Item 9 which is rejected and then manually modified to "H" to enable further processing.

5.2 The issue was not so much with modifying the New Zealand ground systems to accept the use of "H" or "J" in any filed A388 FPL, but rather avoiding the failure of AIDC messaging because adjacent ANSP are unable to accept the new designator. For example, if New Zealand implemented "J" in Item 9 today with no consultation, then ABI messaging would fail with Brisbane, Nadi, Tahiti and Oakland, and CPL messaging would fail with Oakland. This is operationally unacceptable.

5.3 In order to overcome these difficulties, New Zealand will modify their oceanic ground system to accept either "J" or "H" as an appropriate designator for A388 aircraft. Secondly, the ground system will also be modified so that New Zealand can define in adaptation what each adjacent FIR will accept in Item 9 of AIDC messages, i.e. either "J" or "H". AIDC communication with that FIR will then use the correct designator and the communication will not be compromised by message failure caused by an incorrect designator. As adjacent systems are upgraded, then New Zealand will modify their adaptation to send "J" instead of "H" for the A388.

5.4 The meeting noted the impact that the introduction of a single new Item 9 "J" designator had had on automated ground systems and the resulting detrimental flow on effects with AIDC communication. The attempts at implementation of this change in the South Pacific provide a timely example of some of the issues involving AIDC communication that will need to be addressed during the introduction of the new ICAO FPL & ATS messages formats. The Task Force would keep these aspects in mind when determining regional plans for the implementation of the new flight plan and messages formats.

IATA

5.5 IATA commended the initiative to change the flight plan format allow users to benefit from modern aircraft capabilities, such as PBN. Such changes are fully embraced by airlines. However, IATA informed the meeting that substantial system and work practice changes would be required by airlines as a consequence of the modifications in the flight plan format. Airline systems will need to conform to the new data fields, sequence and alphanumeric coding by performing modifications to the automation, databases and formatting.

5.6 Likewise, adaptation within the ATS providers' flight data processing systems will be necessary to ensure that the 'NEW' flight plans filed are accepted without any likelihood of rejection or denial of service. Therefore, IATA considered that any non implementation of the changes comprised a 'significant difference' to ICAO PANS-ATM (Doc.4444) and should be notified as a difference in State AIP.

5.7 As airlines plan to meet the effective date of 15 November 2012, they are concerned with the logistics of managing a long-term random transition among the ANSP's at a global level and, based on the information to hand, have the following concerns:

- a) The long transition period prior to the 15 November 2012 effective date may result in regulators, airlines and ANSP's changing over at random.
- b) The possible post-implementation after 15 November 15 2012 by those States and providers unable to implement by the deadline and the consequences to airlines.

5.8 During the transition period, users will face the decision whether to maintain the functionality of the 'PRESENT' system ahead of the 15 November 2012 applicability date. This is typically the situation where flights operate across multiple FIRs. Sequencing and formatting the FPL format to allow a partial dissemination of some 'PRESENT' and some 'NEW' FPLs during the transition will be impractical for a dispatcher in terms of workload and necessary manual interventions.

5.9 Supporting and maintaining two FPL systems for an extended period, as well as planning for a flight which crosses successive FIRs in different stages of implementation is impractical for airlines from a service and logistical point of view. Additionally, as most airline flight planning systems are vendor-solutions, it will not be a viable option for airlines to sustain both systems simultaneously either during or after the transition. Accordingly, IATA requested that the Task Force adopt implementation methodologies that minimised the need for long transition periods that would require airlines to operate both PRESENT and NEW flight planning arrangements.

5.10 Based on current information, IATA informed the meeting that they will be targeting a fixed transition date of 15 November 2012 globally for IATA members. The meeting expressed serious concern that such an approach may not allow adequate testing of the interfaces between airline and ground systems and could represent a critical risk to transition. In this respect, the meeting requested that IATA provide details of the transition arrangements proposed by airlines and IATA by way of a working paper to the next Task Force meeting.

5.11 On a slightly different matter, IATA sought clarification of the legal status of the ICAO flight plan format. The situation was clearer in the case of Annex Standards, whereby the *uniform application by all Contracting States is necessary in the interests of safety or regularity of international air navigation*, and also for Recommended Practices, whereby the *uniform application by all Contracting States is considered desirable, but not essential, in the interests of safety, regularity or efficiency of international air navigation*.

5.12 IATA highlighted that although the contents of a flight plan are an Annex 2 Standard, the format is not and suggests that a Standard is more appropriate. However, in practice the flight planning automation systems of airlines and the flight data processing systems of ANSP's are totally dependant upon clearly defined fields and format. A non-compliance with the flight plan provisions immediately brings automated systems undone. In today's world of required automation support, IATA is of the opinion that a uniform application of the ICAO flight plan into a specific electronic format is necessary for the interests of safety and regularity of international aviation.

5.13 The meeting agreed that the position that IATA described would benefit from some clarification and tasked the Regional Office to pass on the above information to ICAO HQ for consideration.

Agenda Item 6: Regional strategies for implementation

6.1 The meeting recalled that the TORs established by APANPIRG required that the Task Force, amongst other things, “...prepare and promulgate Asia/Pacific implementation strategies and plans...” Accordingly, the meeting prepared the *Interim Strategy for the Implementation of New ICAO Flight Plan Format and supporting ATS Messages* document retained as **Appendix F**.

6.2 In preparing the Interim Strategy, the meeting recognised that there were a number of limitations on the strategy. This was the first meeting of the Task Force. Only very limited work had commenced in States, so the Task Force had effectively no information on Amendment 1 implementation activities from States to refer to. And the Task Force had identified that a number of clarifications to Amendment 1 were necessary, as recorded in Agenda Item 4 above. Clearly, as more information became available, amendments to the Strategy would become necessary.

6.3 Notwithstanding, the meeting considered that, based on the information present available, the Strategy provided valuable information to States and users about the way that the Asia/Pacific Region intended to proceed with implementation. The Strategy would be updated by future meetings of the Task Force to incorporate the latest information available. However, in the meantime there was a pressing need to increase awareness amongst States about the complexities involved and encourage them to commence work on implementation. The requirement for States to provide duplicated capability for PRESENT and NEW flight plans was something that would require careful management by States and the matter should be thoroughly reviewed by States as early as possible.

6.4 Accordingly, the meeting considered that the Strategy should be made available for review by the ATM/AIS/SAR and CNS/MET Sub-Groups during June/July 2009 and adopted as an interim edition by APANPIRG/20 in September 2009. An updated version would be submitted to APANPIRG 21 during 2010. The meeting prepared the following draft Conclusion for consideration:

Draft Conclusion FPL&AM TF – 1 – Asia/Pacific Interim Strategy for Implementation of new Flight Plan format

That the ‘*Strategy for the implementation of new ICAO Flight Plan Format and supporting ATS Messages*’ provided in **Appendix F** to the FPL&AM TF/1 report [APANPIRG Report on Agenda Item 3.2] be adopted and published as the interim edition, and States and users be urged to commence implementation planning based on the interim Strategy.

6.5 Arising from the Strategy, the meeting considered that tangible benefits would accrue from gaining an early regional understanding of the progress being made towards implementation. In this respect, the advice by States of scheduled implementation dates was a critical piece of information in aligning regional plans and, to assist States in recognising the importance of this fact, the meeting drafted the following Conclusion for consideration:

Draft Conclusion FPL&AM TF – 2 – Notification of scheduled State transition date to new Flight Plan format

That, in order to align regional implementation planning, by 1 July 2010 States inform the Regional Office of their scheduled date for transition to the new Flight Plan and ATS Message formats.

Flight plan trials

6.6 In considering methods to adequately test the functionality of ATM automation systems in the period prior to formal implementation of NEW capabilities, the meeting sought IATA's assistance in conducting paper trials using an airline flight planning system. Conceptually, an artificial 'TEST' flight plan would be prepared that was fully populated with the new descriptors promulgated in Amendment 1. The flight plan would be routed via as many of the Asia/Pacific FIRs as was possible on a fictitious flight, with the objective being to transmit the TEST plan to ANSPs in the normal way in order to test the response of ground systems to the new configuration.

6.7 IATA would investigate the possibility of assisting with this proposal and provide information to the next meeting.

Submit only required parameters in filed FPL

6.8 The meeting recognised that in current flight planning arrangements, some of the parameters included in the filed flight plan were not relevant to the specific flight that was to be undertaken, but actually comprised a 'one size fits all' situation where the information was transmitted regardless. Noting that the new flight plan format increased the number of descriptors significantly, adoption of a similar one size fits all' operating philosophy would potentially result in a larger quantity of redundant information being routinely transmitted.

6.9 One possible example of this was in relation to ADF equipage. Although ADF had been removed from the S (standard COM/NAV/approach aid equipage) in Item 10, ADF had its own descriptor ('F') which would now be routinely entered into Item 10 in the NEW format for most aircraft. As NDB approaches were now relatively few, it appeared logical that the F be entered only for those flights that were likely to complete an NDB approach at destination, or at alternate destination, rather than the F being entered on all flight plans routinely.

6.10 In this context, the meeting agreed to investigate a philosophy under which only the parameters that were applicable to the flight to destination, and to the planned alternate, were entered into the flight plan filed for the flight. This work would be continued at the next meeting and, in the interim, States and IATA would consider the proposal and conduct surveys/investigations as required.

Date of Flight (DOF) issues

6.11 The meeting noted the new flight plan provisions enabled flight plans to be lodged up to 5 days (120 hours) prior to the Estimated Off Blocks Time (EOBT) for the flight, a change from the 24 hour requirement in the existing provisions. The new provisions also removed the minimum lodgement period of one hour before EOBT.

6.12 Experience in the Asia/Pacific region with plans submitted well in advance of EOBT was that this practice precipitated a large number of CHG messages as operators changed aircraft type, or tail number on a same type but with different equipage, or varied the ETD, or a variety of other modifications to what had originally been filed. Overall, this practice generated a significant amount of message traffic that did not add apparent value to either the aircraft operator or the multitude of ATS units along the path of flight that had to process the many modification messages. To address this problem, in one instance an Asia/Pacific State had published a constraint in AIP under which flight plans would not be accepted more than 8 hours prior to EOBT.

6.13 The meeting agreed that the information that was actually necessary for ATC was that which was accurate shortly before the flight commenced. In this case, a flight plan that was submitted not later than one hour before EOBT would likely contain accurate information, and the one hour submission would generally be adequate for ATC systems to process the information.

6.14 Accordingly, the meeting agreed to investigate the imposition during transition of a regional flight planning constraint under which flight plans would be required to be lodged not earlier than 24 hours before EOBT but not later than one hour before EOBT. This would remove the transition issues associated with DOF/ matters and reduce transmission of CHG messages etc simply because of a change in DOF. The meeting could not readily identify situations where lodgement earlier than 24 hours was necessary and requested that States and users in the Asia/Pacific conduct studies into the circumstances in which it was essential that a flight plan be submitted more than 24 hours in advance or later than one hour in advance of EOBT. Specific circumstances would be examined by the Task Force and mitigated as necessary, however it was anticipated that the Task Force would proceed with a regional constraint during the transition period that limited flight plan submission to the period between 24 hours and one hour before EOBT.

Agenda Item 7: Review and update FPL&AM/TF Task List

7.1 A Task List was prepared to guide and record the detailed work efforts of the Task Force. The meeting agreed that the Task List shown as **Appendix G** appropriately represented the current work programme of the Task Force.

Agenda Item 8: Any other business

Regional Seminar

8.1 The meeting recognised that although the applicability date for the changes to the flight plan provisions was some three and half years away in November 2012, it was important that States and users give early consideration to these matters and commence work sooner rather than later. This was particularly the case for State ANSPs as, for example, appropriate software coding for automated ATM systems had to be coordinated with vendors, prepared, tested and loaded onto operational platforms.

8.2 It was also evident to the meeting that there were a large number of States in the Asia/Pacific Region that were unlikely to participate in the face-to-face meetings of the Task Force and therefore would not have the full benefit to the expertise available in the Task Force. In order to provide the maximum information to regional airspace and systems planners, the meeting agreed that a one day Seminar would be beneficial in educating States about some of the many issues involved. The Seminar would be most useful if it was held in the near term, in order that States were informed before commencing the detailed work of software coding – rather than afterwards when some of the work already completed may potentially have to be re-done.

8.3 Recognising that most benefit would accrue if the Seminar was delivered by States with experience in automated ATM systems, the United States agreed to take leadership of this initiative and encouraged assistance from other States with relevant experience. The United States would coordinate the matter with States and the Regional Office with the objective of delivering a one day regional Seminar as the first day of the next Task Force meeting.

USA – An introduction to the FPL provisions

8.4 The United States gave a power point presentation to the meeting that comprised an introduction to the new Flight Plan provisions and the ICAO guidance material that was intended to support the implementation. The meeting found the presentation to be beneficial and recognised its value as a briefing tool for use within their home administrations. Approval was granted by the United States in this respect and a copy of the training presentation has been included as **Appendix H** for use by States and airspace users.

Agenda Item 9: Date and venue for the next FPL&AM/TF meeting

9.1 The meeting agreed that the next meeting of the Task Force would be held over 3 days, immediately following the one day Flight Plan Implementation Seminar. The dates selected were Tuesday 10 November 2009 for the Seminar, and Wednesday to Friday, 11-13 November 2009 for the Task Force meeting. Both events would be held at the Regional Office premises in Bangkok, Thailand.

Closing of the Meeting

9.2 Mr. Tiede congratulated the meeting for the strong participation during the week. Outputs from the meeting were many, and included the reviewed TORs, updated PFF and, very importantly, an interim strategy for regional implementation that was ready for review by APANPIRG and the Sub Groups. Agreement had been reached to conduct a one day seminar as the first day of the next meeting during November 2009 and a preliminary Task List had been prepared that captured the work items to be progressed in the period until the next meeting. A training presentation was available to assist States in briefing colleagues in their home administrations.

9.3 In Mr. Tiede's view, this was a highly commendable performance from the very first meeting of the Task Force and gave strong assurance that the regional implementation of the new flight plan format would be appropriately managed.

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LIST OF WORKING PAPERS (WPs) AND INFORMATION PAPERS (IPs)

WORKING PAPERS

NUMBER	AGENDA	WORKING PAPERS	PRESENTED BY
WP/1	1	Provisional Agenda	Secretariat
WP/2	4	Terms of Reference of FPL&AM/TF	Secretariat
WP/3	7	Task List for the FPL&AM Task Force	Secretariat
WP/4	3	ATM/AIS/SAR Sub-Group and APANPIRG Discussions	Secretariat
WP/5	4	ICAO Guidance Material Supporting Amended Flight Plan Provisions	Secretariat
WP/6	4	Amendment 1 to 15 th Edition of PANS-ATM	Secretariat
WP/7	5	The Impact of changing the A388 Wake Turbulence Indicator to ‘J’ in field 9 of the ICAO FPL on AIDC Communication	New Zealand
WP/8	3	Outcome of Discussions by ATNICG	Secretariat
WP/9	5	Changes to the ICAO Flight Plan – 2012	IATA

INFORMATION PAPERS

NUMBER	AGENDA	INFORMATION PAPERS	PRESENTED BY
IP/1	-	List of Working Papers (WPs) and Information Papers (IPs)	Secretariat

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International
Civil Aviation
Organization

Organisation
de l'aviation civile
internationale

Organización
de Aviación Civil
Internacional

Международная
организация
гражданской
авиации

منظمة الطيران
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国际民用
航空组织

Tel.: +1 (514) 954-8219 ext. 6711

Ref.: AN 13/2.1-09/9

6 February 2009

Subject: Guidance for implementation of flight plan information to support Amendment 1 of the *Procedures for Air Navigation Services — Air Traffic Management*, Fifteenth Edition (PANS-ATM, DOC 4444)

Action required: Coordinate the transition to the new ICAO flight plan

Sir/Madam,

1. I have the honour to draw your attention to the content of Amendment 1 to the *Procedures for Air Navigation Services — Air Traffic Management*, Fifteenth Edition (PANS-ATM, Doc 4444) related to the amended flight plan form and new flight planning procedures.
2. The nature and scope of the amendment, as described in State letter AN 13/2.1-08/50, is to update the ICAO model flight plan form in order to meet the needs of aircraft with advanced capabilities and the evolving requirements of automated air traffic management (ATM) systems, while taking into account compatibility with existing systems, human factors, training, cost and transition aspects.
3. Considering that the transition from the current flight plan form and associated requirements to the new flight plan may present challenges for States and organizations involved in the processing of flight plans, ICAO has developed the guidance contained in the Attachment. The primary purpose of this guidance is to support a coordinated global effort during the transition period so that a successful and coordinated transition is achieved by the applicability date of 15 November 2012.
4. To support the transition, a public website is being developed by ICAO where States, Air Navigation Service Providers (ANSPs) and airspace users will be able to find information regarding the implementation status of the Amendment and where the most common issues and difficulties encountered will be discussed. States will be notified as soon as the site is available.

5. May I, therefore, request that all efforts be made to ensure a smooth transition to the new flight plan and that particular attention be paid to the pages referring to the conversion of new items 10 and 18 to the present items 10 and 18, which concern aircraft equipment and capabilities.

Accept, Sir/Madam, the assurances of my highest consideration.

Taïeb Chérif
Secretary General

Enclosure:

Guidance for implementation of flight plan information to support Amendment 1 of the *Procedures for Air Navigation Services — Air Traffic Management*, Fifteenth Edition (PANS-ATM, DOC 4444)

Guidance for implementation of flight plan information to support Amendment 1 of the Procedures for Air Navigation Services — Air Traffic Management, Fifteenth Edition (PANS-ATM, DOC 4444)

1. INTRODUCTION

1.1. The guidance contained herein is provided to assist airspace users and Air Navigation Service Providers (ANSP) to implement the flight planning changes incorporated by Amendment 1 to Procedures for Air Navigation Services – Air Traffic Management (PANS-ATM, Doc 4444) Fifteenth Edition.

1.2. Amendment 1 stems from the work of the Flight Plan Study Group (FPLSG). The nature and scope of the amendment is to update the ICAO model flight plan form in order to meet the needs of aircraft with advanced capabilities and the evolving requirements of automated air traffic management (ATM) systems, while taking into account compatibility with existing systems, human factors, training, cost and transition aspects.

1.3. The changes were announced by ICAO in State letter AN 13/2.1-08/50 dated 25 June 2008 and will become applicable on 15 November 2012.

1.4. The changes have considerable consequences on ANSP flight data processing systems that check and accept flight plans and related messages, use flight plan data in displays for controller reference, use data in ANSP automation and which support communication between ANSPs as the flight progresses. Preparation for the changes should therefore be made well in advance of the applicable date.

1.5. The changes also have consequences for airspace users. If a flight plan with new content is sent to an ANSP that has not prepared to accept the new content then it is likely that some information will be lost, misinterpreted or cause a rejection of the flight plan.

1.6. No start date has been given for implementation of the flight planning changes to commence; however, one reason for the State letter is to support the updating of flight plan data processing systems. The transition period for the changes is therefore from 25 June 2008 until 15 November 2012.

1.7. It is recognized that changes will be implemented by airspace users and ANSPs on individual schedules due to individual needs, however some coordination will occur.

1.8. It is essential to the success of this implementation that all airspace users and ANSPs be able to submit and process flight information in accordance with Amendment 1 to the PANS-ATM by 15 November 2012, as processing via present methods is not assured after that date.

1.9. This guidance does not change any provision in Annex 2 — *Rules of the Air* or the PANS-ATM regarding completion and acceptance of a flight plan.

2. OBJECTIVE

2.1. The purpose of the guidance contained herein is to support a coordinated global effort during the transition period so that a successful transition is achieved by the applicability date of 15 November 2012.

3. APPLICABILITY

3.1. This guidance applies to airspace users, ANSPs and Planning and Implementation Regional Groups (PIRGs). Note that flight planning services and related organizations involved in the processing of flight plans are considered part of the airspace user community and, as such, are covered under this guidance.

3.2. This document presents guidelines which should be considered when developing implementation plans for this amendment. Adherence to these guidelines will mitigate risks associated with the technical challenges inherent during the transition period and assure that users are able to meet flight planning requirements as individual ANSPs implement changes.

3.3. This document applies with immediate effect and continues until implementation of Amendment 1 to the PANS-ATM is complete.

4. SCOPE

4.1. This guidance is limited to transitioning to flight planning and Air Traffic Services (ATS) message changes defined in Amendment 1 to the PANS-ATM, including message content and submission instructions.

5. FLIGHT PLANNING ENVIRONMENT

5.1. PRESENT is defined as the present flight planning and ATS message formats as defined in the current version of the PANS-ATM.

5.2. NEW is defined as the flight planning and ATS message formats as specified in Amendment 1 to the PANS-ATM.

5.3. In order to allow performance case considerations to drive individual airspace user and ANSP implementation schedules, the ATM system will need to simultaneously support both PRESENT and NEW for a period of time.

5.4. Amendment 1 to the PANS-ATM contains changes to the length and content of items. The changes to content are as follows:

- Change the way aircraft equipment and capabilities are communicated to provide more details;
- Provide additional means of describing route way points (specifically bearing and distance from points other than navigation aids); and
- Permit specification of the date of flight in a standardised manner.

5.5. The present flight planning environment supports a variety of means of filing flight plans. For example flight plans can be filed directly by the airspace user to each ANSP individually or flight

plans can be filed by the airspace user at one location and then the ATM system distributes the flight plan. Amendment 1 does not specifically change these options; however the means of transitioning to Amendment 1 may impose some requirements during the transition.

5.6. The present ATM system supports a variety of means of ANSPs communicating flight plan data between ANSP systems, for example use of coordination messages where Amendment 1 implies changes of content.

6. IMPLEMENTATION GUIDELINES

6.1. These guidelines have been developed to facilitate concurrent use of both PRESENT and NEW by airspace user and ANSP flight data processing systems during the transition period.

6.2. Guideline 1

- a) As each ANSP transitions to NEW, it is essential that they also support PRESENT until the applicability date of 15 November 2012.
- b) There is no requirement for ANSPs to accept and process PRESENT after the applicability date, unless specified by the appropriate authority.
- c) This guideline relates to the situation when some ANSPs and/or airspace users do not implement the flight planning changes until the end of the transition period.

6.3. Guideline 2

- a) PIRGs are encouraged to plan and publish regional implementations sufficiently in advance of the applicability date so that airspace users and ANSPs can respond to and resolve any unforeseen operational issues.
- b) It is anticipated that implementation will occur progressively as each PIRG works with their member States/international organizations and airspace users to coordinate a regional transition prior to 15 November 2012.
- c) Transition plans should encourage all ANSPs to transition to NEW a certain period of time prior to 15 November 2012 to allow airspace users a transition period to NEW before the applicability date.
- d) Transition plans should take into account that the airspace user may not be able to make use of the new opportunities provided by NEW until an ANSP has transitioned. Even then, use of NEW may be restricted in its application if the flight still involves ANSPs who have not yet transitioned.

6.4. Guideline 3

- a) During the transition period and after an ANSP has advised that they can accept NEW, the determination to file NEW or PRESENT with that ANSP is the choice of the airspace user.

- b) It is expected that airspace users will make the decision on what format to file based on performance gains which may be achieved through capability information in Items 10 and/or 18 of NEW.
- c) It is intended that all airspace users will file NEW from the applicability date forward, as using PRESENT is not assured after that date.

Note – The following guidelines apply only to situations where ANSPs affected by a flight have not all transitioned to NEW.

6.5. Guideline 4

- a) During the transition period when not all ANSPs affected by a flight have transitioned to NEW, the airspace user must ensure that PRESENT is filed with ANSPs who have not yet transitioned.
- b) This can be achieved by the airspace user filing only PRESENT with all ANSPs (as ANSPs supporting NEW will also support PRESENT during transition).
- c) ANSPs using PRESENT may misinterpret, and may reject, flight plan information that is filed more than 24 hours in advance of flight. Filing more than 24 hours in advance of flight cannot be used if one or more ANSPs affected by a flight have not transitioned (unless those ANSPs already support filing more than 24 hours in advance of flight). Although ANSPs using NEW could accept the flight plan they may not be able to pass essential coordination to ANSPs using PRESENT.
- d) The airspace user may choose to file NEW to ANSPs that have transitioned and PRESENT to ANSPs that have not transitioned. However, without special transitional procedures, a situation can occur where the NEW would only be useable until the first ANSP along route of flight using PRESENT. This is because the ANSP using NEW will not be able to coordinate NEW with ANSPs using PRESENT.

6.6. Guideline 5

- a) To facilitate user decisions on whether to file PRESENT, NEW or a combination of PRESENT and NEW, ICAO will maintain a website listing each ANSP's ability to accept PRESENT or NEW.
- b) This information which will be publicly available is in addition to the normal methods of communication between an ANSP and its airspace users.
- c) Each ANSP will communicate, via State and ICAO Regional Offices, their ability to accept NEW to ICAO as soon as possible so that ICAO can ensure that complete and updated information is posted on the website. An ANSP advising of having completed transition to NEW is also indicating that they can coordinate with other ANSPs who have transitioned to NEW.

6.7. **Guideline 6**

- a) During the transition period, ANSPs who accept NEW may need to convert flight information to PRESENT for coordination with adjacent ANSPs who have not yet transitioned.
- b) It is strongly recommended for consistency that all ANSPs utilize the conversion table provided below so that airspace users and ANSPs have a common understanding of how NEW will be converted to PRESENT.
- c) PIRGs, States and ANSPs should be aware that valuable planning information may be lost during the conversion process, as shown in the conversion table.
- d) There is no intent for PRESENT to be converted to NEW during the transition period.

7. **CONVERSION OF NEW ITEMS 10 and 18 TO PRESENT ITEMS 10 and 18**

It is strongly recommended that all ANSPs utilize the table below to convert NEW Items 10 and 18 to the PRESENT for coordination with adjacent ANSPs which only accept PRESENT.

- Different agreements may be worked out between ANSPs for Item 18 information if the conversion would cause the message to be rejected by an ANSP which only accepts PRESENT.
- **CAUTION:** Some information will be lost from NEW during conversion, including certain information about capabilities, and information held in Item 18 indicators which do not exist in PRESENT such as DOF, DLE and TALT. As a partial mitigation, any information which would otherwise be lost from NEW may be translated into a single free text following RMK/ in Item 18 of PRESENT.

Com-Nav	NEW data in these columns		Converts to PRESENT data in these columns	
	Item 10	Item 18	Item 10	Item 18
	N		N	
	S		VOL	
	SF		S	
	A		Z	NAV/GBAS
	B		Z	NAV/LPV
	C		C	
	D		D	
	E1		J	DAT/n
	E2		J	DAT/n
	E3		J	DAT/n
	F		F	
	G	NAV/nnnn	G	
	H		H	
	I		I	
	J1		J	DAT/V
	J2		J	DAT/H
	J3		J	DAT/V

A-6

	J4		J	DAT/V
	J5		J	DAT/S
	J6		J	DAT/S
	J7		J	DAT/S
	K		K	
	L		L	
	M1		Z	COM/INMARSAT
	M2		Z	COM/MTSAT
	M3		Z	COM/IRIDIUM
	O		O	
	P1-P9(Reserved)			
	R	PBN/nn	Z	NAV/nnnn

Com-Nav	NEW data in these columns		Converts to PRESENT data in these columns	
	Item 10	Item 18	Item 10	Item 18
	T		T	
	U		U	
	V		V	
	W		W	
	X		X	
	Y		Y	
	Z	COM/NAV/DAT	Z	COM/ NAV/

Sur	N		N	
	A		A	
	C		C	
	E		S	
	H		S	
	I		I	
	L		S	
	P		P	
	S		S	
	X		X	
	B1			
	B2			
	U1			
	U2			
	V1			
	V2			
	D1		D	
	G1		D	

— END —

ASIA/PACIFIC REGION
PERFORMANCE FRAMEWORK FORM
(REGIONAL)

REGIONAL PERFORMANCE OBJECTIVE: <u>AIM – 1</u>				
IMPLEMENTATION OF NEW ICAO FLIGHT PLAN PROVISIONS				
Benefits				
Environment	<ul style="list-style-type: none"> • reductions in fuel consumption and gaseous emissions as a result of efficiency gains. 			
Safety	<ul style="list-style-type: none"> • enhance safety by use of modern capabilities onboard aircraft 			
Continuity	<ul style="list-style-type: none"> • maintains continuity of aviation operations across the region 			
Efficiency	<ul style="list-style-type: none"> • ability of air navigation service providers to make maximum use of aircraft capabilities, • ability of aircraft to conduct flights more closely to their preferred trajectories, • facilitate utilization of advanced technologies thereby increasing efficiency, and • optimized demand and capacity balancing through the efficient exchange of information. 			
Strategy				
Short/Medium Term (2009-2012)				
ATM OC COMPONENTS	TASKS	TIME FRAME	RESPONSIBILITY	STATUS
SDM <i>(ATM Service Delivery Management)</i>	Implement the provisions of Amendment 1 to the Fifteenth Edition of the PANS ATM (Doc 4444), comprising amended PANS ATM Chapter 4, Chapter 11, Appendix 2 and Appendix 3 provisions relating to the ICAO Flight Plan and associated ATS Message formats, with applicability date 15 November 2012.			
	<ul style="list-style-type: none"> • ensure that the automation and software requirements of local systems are fully adaptable to the changes envisaged in the new FPL form 	2009	States, Airspace Users, FPL&AM/TF	
	<ul style="list-style-type: none"> • ensure that issues related to the ability of FDPS's to pass information correctly and to correctly identify the order in which messages are received, to ensure that misinterpretation of data does not occur 	2009 - 2012	States, Airspace Users, FPL&AM/TF	
	<ul style="list-style-type: none"> • analyze each individual data item within the various fields of the new flight plan form, comparing the current values and the new values to verify any problems with regard to applicability of service provided by the facility itself or downstream units 	2009	States, Airspace Users, FPL&AM/TF	

FPL&AM/TF/1
Appendix D to the Report

Asia/Pacific Regional PFF – AIM 1

	<ul style="list-style-type: none"> ensure that there are no individual State peculiarities/ deviations from the new flight plan provisions. 	2009 - 2012	States, Airspace Users, FPL&AM/TF	
	<ul style="list-style-type: none"> ensure that the accepting ATS Reporting Office accepts and disseminates all aircraft capabilities and flight intent to all the downstream ACCs as prescribed by the PANS-ATM provisions 	2012	States, FPL&AM/TF	
	<ul style="list-style-type: none"> plan the transition arrangements to ensure that the changes from the current to the new ICAO FPL form occur in a timely and seamless manner and with no loss of service 	2009 - 2012	States, Airspace Users, FPL&AM/TF	
	<ul style="list-style-type: none"> any State having published specific requirement(s) which are now addressed by the amendment should identify and withdraw those requirements in sufficient time to ensure use of only the new flight plan indications after 15 November 2012. 	2009 - 2012	States	
	<ul style="list-style-type: none"> establish a central depository in order to track the implementation status and inform the ICAO regional offices on an ongoing basis 	2009	States, Airspace Users, FPL&AM/TF	ICAO HQ will establish global data base during 2009
	<ul style="list-style-type: none"> monitor implementation progress 	2010	FPL&AM/TF	
GPIs	GPI/5: Performance based navigation, GPI/9: Situational awareness, GPI/11: RNP and RNAV SIDs & STARs, GPI/17: Implementation of data link applications and GPI/18: Aeronautical Information			
References	<ul style="list-style-type: none"> <i>Amendment 1 to 15th Edition of PANS-ATM (Doc 4444, ICAO State Letter Ref: AN13/2.1-08/50, dated 25 June 2008)</i> <i>ICAO Guidance Material for Implementation (ICAO State Letter Ref: AN 13/2/1-09/9, dated 6 February 2009)</i> <i>Asia/Pacific Region – Interim strategy for the implementation of new ICAO flight plan format and supporting ATS messages</i> <i>APANPIRG Decision 19/6</i> 			

TERMS OF REFERENCE

Asia/Pacific ICAO Flight Plan & ATS Messages Implementation Task Force (FPL&AM/TF)

Terms of Reference

The terms of reference of the FPL&AM/TF are:

- 1) To conduct a comprehensive review of Amendment 1 to the Fifteenth Edition of the PANS ATM (Doc 4444, effective 15 November 2012) in order to identify, study and address implementation complexities arising from the adoption of amended PANS ATM Chapter 4, Chapter 11, Appendix 2 and Appendix 3 provisions relating to the ICAO Flight Plan and associated ATS Message formats; and
- 2) As a result of the review, and in accordance with relevant additional ICAO provisions, prepare and promulgate coordinated Asia/Pacific transition strategies and plans with associated timelines to enable the streamlined implementation of the amended Flight Plan and ATS Message provisions contained in Amendment 1 to the Fifteenth Edition of the PANS ATM.

In addressing these terms of reference, the Task Force should consider, *inter alia*, the following aspects:

- 1) Likelihood that such changes within local systems will differ between Regions and systems, therefore global transition is not feasible in view of the localized issues and APANPIRG is best placed to authorize regional transition plans;
- 2) Inter and intra regional issues;
- 3) Impact on inter-system co-ordination messaging (e.g. AIDC)
 - AIDC guidelines and other regional documents will need to be updated;
- 4) Contingency arrangements for States that cannot comply by the due date;
 - How to handle staged implementations by States and/or airspace users,
 - Expectations across ANSPs with different implementation dates, and
 - Systems that transition early will need to be capable of handling both new and current instruction sets.
- 5) Inter-system exchanges need to take account of differing automation capabilities in order to avoid excessive message rejection;
- 6) Establishment of an Information Management system to track implementation timelines for various States/systems;
- 7) Management of Repetitive Flight Plans;
- 8) Implications for presentation formats, including paper & electronic flight progress strips;

- 9) Impacts to users (flight planning systems etc); and
- 10) Appropriately timed withdrawal of existing State or Regional specific requirements to ensure consistency with new instruction set.

Membership

Proposed membership of the Task Force should include, but is not limited to, operational and systems engineering personnel from the following States:

Australia, China, Hong Kong-China, India, Indonesia, Japan, Malaysia, New Zealand, Singapore, Thailand, United States, Viet Nam, IATA and IFALPA.

Industry participation, if required, is to be included under responsibility of State delegations or with approval from the ICAO Asia/Pacific Regional Office.

Reporting

Report progress to ATM/AIS/SAR/SG/19 and CNS/MET/SG/13 (June/July 2009), and APANPIRG/20 (September 2009).

ICAO Strategic Objectives and GPIs

Amendment 1 to the Fifteenth Edition of PANS-ATM promulgates updates to operational messages, including the ICAO Flight Plan message set, in order to provide, *inter alia*, increased detail and definition of aircraft equipage with the objective of better managing and enabling provision of the related ATS services.

The Task Force will prepare and maintain a performance framework form (PFF) to codify the implementation of the new ICAO Flight Plan format and associated ATS Messages as an Asia/Pacific regional performance objective. The work and outcomes from the Task Force are expected to support:

ICAO Strategic Objectives:

- A: Safety – Enhance global civil aviation safety*
- D: Efficiency – Enhance the efficiency of aviation operations*
- E: Continuity – Maintain the continuity of aviation operations*

Global Plan Initiatives

- GPI-5 Performance based navigation*
- GPI-9 Situational awareness*
- GPI-11 RNP and RNAV Standard Instrument Departures (SIDs) and Standard Terminal Arrivals (STARs)*
- GPI-17 Implementation of data link applications*
- GPI-18 Aeronautical Information*

..... end

ASIA/PACIFIC REGION

INTERIM STRATEGY FOR THE IMPLEMENTATION OF NEW ICAO FLIGHT PLAN FORMAT AND SUPPORTING ATS MESSAGES

Recognizing that:

- 1) Dynamic information management will assemble the best possible integrated picture of the historical, real-time and planned or foreseen future state of the ATM situation and provide the basis for improved decision making by all ATM community members;
- 2) The *Global Air Traffic Management Operational Concept* (Doc 9854) requires information management arrangements that provide accredited, quality-assured and timely information to be used to support ATM operations;
- 3) ATM Requirement 87 in the *Manual of Air Traffic Management System Requirements* (Doc 9882) provides that 4-D trajectories be used for traffic synchronization applications to meet ATM system performance targets, explaining that automation in the air and on the ground will be used fully in order to create an efficient and safe flow of traffic for all phases of flight;
- 4) The amended ICAO Flight Plan and associated ATS Message formats contained in Amendment 1 to the Fifteenth Edition of the PANS ATM (Doc 4444, applicable 15 November 2012) have been formulated to meet the needs of aircraft with advanced capabilities and the evolving requirements of automated air traffic management systems; and
- 5) The complexities inherent in automated computer systems preclude the adoption of a single regional transition date and transitions to the new flight plan provisions will therefore occur throughout the declared transition period. Accordingly, pursuit/adoption of a single 'global' implementation date is also not viable.

The Asia/Pacific implementation of Amendment 1 to the PANS-ATM shall:

- 1) Ensure that all States and airspace users implement the full provisions of Amendment 1 from 15 November 2012, not just selected aspects of the Amendment;
- 2) Acknowledge that States not implementing the full provisions of Amendment 1 from 15 November 2012 are obligated to publish the non compliance in State AIP as a 'significant difference' well in advance of the 15 November 2012 applicability date and will be included on the APANPIRG List of Deficiencies in the ATM/AIS/SAR Fields; and
- 3) Ensure that, from 15 November 2012, all States and airspace users accept and disseminate 'NEW' flight plan and associated ATS message formats only and capabilities for 'PRESENT' flight plan provisions are discontinued.

(Note: In the context of the implementation, 'PRESENT' refers to the existing flight planning and ATS message formats as defined in the current version of the PANS-ATM and 'NEW' refers to the amended provisions as contained in Amendment 1 to the PANS-ATM.)

The Asia/Pacific transition to the PANS-ATM Amendment 1 provisions shall:

- 1) Comply with the regional guidance provided by APANPIRG's Asia/Pacific Flight Plan and ATS Messages Task Force (FPL&AM/TF);
- 2) Preserve global consistency in implementation by basing implementation activities, to the extent possible, on Guidelines 1 to 6 described in the ICAO guidance material in State Letter AN 13/2.1-09/9, dated 6 February 2009;
- 3) Ensure that the FPL&AM/TF undertakes coordination to facilitate harmonization with implementations in neighbouring regions;
- 4) Eliminate or minimize State specific constraints and, if constraints are identified as necessary, implement such constraints on a regional or sub regional basis in preference to an individual State basis;
- 5) Declare a transition period from 1 July 2011 until 15 November 2012, and encourage States to implement 'NEW' capability between 1 July 2011 and 1 July 2012;
- 6) Not implement 'NEW' capability by States or users before the commencement of the transition period (i.e. no 'NEW' before 1 July 2011);
- 7) Encourage States to immediately commence preparations to implement Amendment 1 provisions and report progress to the FPL&AM TF periodic meetings;
- 8) Require States to inform the Regional Office of scheduled transition date by 1 July 2010 for relay to the FPL&AM TF;
- 9) Consider a regional constraint on requiring acceptance of flight plans more than 24 hours prior to Estimated Off Blocks Time (EOBT) during the transition period, to mitigate Date Of Flight (DOF) complexities;
- 10) Require that States retain capability to simultaneously support 'PRESENT' and 'NEW' provisions (flight plan and ATS message format) from the activation of their 'NEW' capabilities until the end of the transition period;
- 11) Encourage users to implement capability to simultaneously support 'PRESENT' and 'NEW' provisions from activation of their 'NEW' capabilities until the end of the transition period;
- 12) Recognize that until a number of adjacent States are providing 'NEW' capability, advantages do not accrue to users. Accordingly, users may not commence transition until the latter part of the transition period; and
- 13) Avail of States with expertise in automated ATM ground systems to support the conduct of a Regional Office Seminar during November 2009.

(last amended FPL&AM TF/1, March 2009)

FPL&AM TF - TASK LIST

ID	Task Name	Start Date	Finish Date	Completion Date	Resource Names/Remarks
1.0	PANS-ATM				
1.1	Review of Amendment 1 to PANS-ATM	17 Mar 09	17 Mar 09		
1.2	Clarification request to ICAO headquarters				
1.3	IATA to study the eligibility in the equipment listing of Item 10 – only file parameters that relate to flight to destination and alternate destination				IATA
1.4	Study the sequencing in the Item 10				
1.5	IATA to study whether the 16 character limitation in PBN/ in Item 18 is sufficient				IATA
1.6	Study on the suitability of deriving regional character limitations in other fields and sub-field				
1.7	State survey of local peculiarities including the DOF use				
1.8	RPL management – include equipment field				
2.0	Regional Transition Strategies				
2.1	Review of the “guidance for implementation of flight plan information to support Amendment 1”	17 Mar 09	17 Mar 09		
2.2	Preparation of coordinated Asia/Pacific transition strategies and plans				
2.3	Adoption of the Strategy by APANPIRG				
2.4	IATA to inform TF/2 about details of transition arrangements				
2.5	Regional Office to relay details of IATA transition arrangements				
3.0	AIDC				
3.1	Identification of impact on AIDC operations				
3.2	Update of AIDC ICD				
4.0	Contingency Planning				

FPL&AM/TF/1
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ID	Task Name	Start Date	Finish Date	Completion Date	Resource Names/Remarks
4.1	Preparation of contingency strategies				
5.0	Website				
5.1	Update information on State capability PRESENT/NEW status in the ICAO website				
6.0	AIS				
6.1	Publication of AIC				
6.2	Amendment of AIP, if necessary				
6.3	Trigger NOTAM				
7.0	Studies of Operational Impact				
7.1	Study on implications for presentation formats including the electronic flight progress strip.				
7.2	Study on impacts to users (flight planning systems, etc)				
8.0	Regional Supplementary Procedures				
8.1	Amendment of SUPPS				
9.0	Performance Framework Form (PFF)				
9.1	Review and update of the PFF	17 Mar 09	Ongoing		
10.0	Perform System Verifications				
10.1	India to survey AFTN messages of more than 2100 characters				India
10.2	Conduct of the flight plan trial, support from IATA				
10.3	Identify problems and solutions				
10.4	Follow-up actions				
11.0	Rulemaking (if necessary)				
11.1	Review of State regulatory documentation				
11.2	Review of letters of agreement				
12.0	Training/Education				
12.1	Regional Seminar				United States
12.2	Promulgate information to controllers and AIS				
12.3	Training for dispatchers/pilots/controllers				
13.0	Implementation				

ID	Task Name	Start Date	Finish Date	Completion Date	Resource Names/Remarks
13.1	Adaptation of automation and software to NEW				
13.2	Post-adaptation verification				
13.3	Ensure no local peculiarities or deviations in the Regions				
13.4	State to notify ICAO of the implementation of NEW				
13.5	Keeping PRESENT until 15 November 2012				
14.0	Post-implementation				
14.1	Ceasing PRESENT	16 Nov 09			
14.2	Review of the post-implementation status				
15.0	Coordination				
15.1	Election of the Chairperson				
15.2	Coordinate with ATN ICG				
15.3	Liaison by ANSPs with defence authorities				
15.4	Report to ATM/AIS/SAR/SG/19				
15.5	Report to CNS/MET/SG/13				
15.6	Report to APANPIRG/20				
15.7	Task Force/1	17 Mar 09	20 Mar 09		
15.8	Seminar and Task Force/2	10 Nov 09			
15.9	Task Force/3				

FPL&AM/TF/1
Appendix H to the Report

Amendment 1 to International Civil Aviation Organization (ICAO)

Doc 4444:

2012 ICAO Filed Flight Plan (FPL)

Presented to: [TBD]

Prepared by: Diane Bodenhamer, AJE-36
Manager, Technical Performance Support

Date presented: [TBD]



Federal Aviation
Administration



- **Overview**
- **Definitions**
- **Guidelines**
- **Stay Informed !**



Overview

- **June 25, 2008: ICAO issued State Letter 50/2008**
 - Announces Amendment 1 to PANS-ATM, Doc 4444, 15th Edition
 - Applicability date is **November 15, 2012**
- **Changes have considerable consequence to ANSP & user systems in the areas of:**
 - Item/field contents for FPLs & related messages
 - Performance Based Navigation (PBN) information
 - Filing an FPL more than 24 hours in advance
- **Transition period: now until November 15, 2012**
 - Preparation should be made well in advance



Definitions

- **Applicability date**
 - **November 15, 2012**
- **PRESENT**
 - ICAO FPL in current use; will not be supported after the applicability date
- **NEW**
 - “2012 ICAO FPL” with changes as outlined in State Letter



Guidelines

Guideline 1: As each ANSP transitions to NEW, they must also support PRESENT until the applicability date

- No requirement for ANSPs to accept/process PRESENT after applicability date
- Considers that some users & ANSPs will not amend their systems until the end of the transition period



Guidelines (cont.)

Guideline 2: PIRGs encouraged to plan/publish regional implementations well in advance of applicability date so users & ANSPs can resolve unforeseen operational issues

- Implementation will occur progressively as each PIRG works with member States & users to coordinate a regional transition
- Transition plans should:
 - Encourage all ANSPs transition to NEW before applicability date to allow a transition period for users
 - Consider that use of NEW content may be restricted if flight involves ANSPs who have not transitioned



Guidelines (cont.)

Guideline 3: During transition period & after an ANSP has advised they can accept NEW, determination to file NEW or PRESENT with an ANSP is choice of user

- Users will decide which format to file based on performance gains which may be achieved through capability information in Items 10 and/or 18 of NEW
- It is intended that all users file NEW from applicability date forward, as processing of PRESENT is not assured after that date



Guidelines (cont.)

NOTE: Applies if not all ANSPs along the route have transitioned to NEW

Guideline 4: During transition period when not all ANSPs on a route have transitioned to NEW, user must ensure PRESENT is filed with ANSPs who have not transitioned

- User can choose to file PRESENT with all ANSPs (ANSPs supporting NEW will also support PRESENT during transition)
- ANSPs using PRESENT may misinterpret & reject an FPL filed more than 24 hours in advance of flight
 - Cannot file more than 24 hours in advance if any ANSPs on route have not transitioned (unless all ANSPs already supports advance filing)
- User may choose to file NEW to ANSPs that have transitioned & PRESENT to ANSPs that have not transitioned
 - Without special procedures, information in NEW is only useable until the 1st ANSP along route using PRESENT (ANSP using NEW cannot coordinate NEW information with an ANSP using PRESENT)



Guidelines (cont.)

NOTE: Applies if not all ANSPs along the route have transitioned to NEW

Guideline 5: ICAO will maintain information on their website regarding ability of each ANSP to accept PRESENT or NEW to assist users with the decision whether to file PRESENT, NEW or a combination of PRESENT/NEW

- Information is publicly available in addition to normal communication between an ANSP & its users
- Each ANSP will advise ICAO of their ability to accept NEW as soon as possible so ICAO can ensure complete, updated information is posted
 - “NEW” means ANSP can receive & process NEW, and coordinate with other ANSPs who have transitioned to NEW



Guidelines (cont.)

NOTE: Applies if not all ANSPs along the route have transitioned to NEW

Guideline 6: During the transition period, ANSPs who accept NEW will convert flight information to PRESENT for coordination with adjacent ANSPs who have not transitioned

- It is strongly suggested all ANSPs use the conversion table so users & ANSPs have a common understanding of how NEW will be converted to PRESENT
- PIRGSs, States & ANSPs should be aware that valuable planning information may be lost during conversion
- There is no intent for PRESENT to be converted to NEW during the transition period



Stay Informed !

FAA User outreach activities:

- **Monthly Flight Plan Filer (FPF) Telcons**
When: **1st Wednesday of every month**
Time: **1:00 – 3:00 p.m. EDT**
Dial-In Information: **703-925-5387, passcode #2777**
Agenda: Flight Planning Issues, 2012 ICAO FPL
- **Flight Planning Website: faa.gov/ato?k=fpl**



Asia/Pacific update

The Asia/Pacific Air Navigation Planning and Implementation Regional Group (APANPIRG) has formed a Task force to coordinate implementation

The First meeting of the Asia/Pacific ICAO Flight Plan & ATS Messages Implementation Task Force (FPL&AM TF/1) was held 17-20 March 2009

The report of FPL&AM TF/1 is available from <http://www.bangkok.icao.int/>



Questions?

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