



Agenda Item 5: Management of the GREPECAS Mechanism
5.2 Review of GREPECAS and its Contributory Bodies Terms of Reference and Work Programmes

**INCREASING THE EFFECTIVENESS OF PLANNING AND
IMPLEMENTATION REGIONAL GROUPS (PIRGs)**

(Presented by the Secretariat)

SUMMARY

The most recent review of the terms of reference of planning and implementation regional groups (PIRGs) took place in 2002. In February 2006, the Council agreed that it was time to reconsider the format and method of processing the ANC reports, as well as the terms of reference of the PIRGs, and that a report be presented on this subject to the Council.

The Council, on 18 March 2008, in taking the action proposed by the ANC in its report:

a) agreed that the Commission should present, on an annual basis, a consolidated report to the Council containing the Commission's analysis of regional air navigation developments and the status of the resolution of air navigation deficiencies, as well as an indication of the value added from the PIRGs' activities;

b) while agreeing to retain, for the time being, the terms of reference of PIRGs, except those of the APIRG and the GREPECAS which should be amended to exclude security matters, requested that the Commission study the merits of the PIRGs;

c) agreed that all ICAO Contracting States, who are service providers in an air navigation region and part of that region's ANP, should be included in the membership of that region's PIRG. Furthermore, user States are entitled to participate in any other PIRG meetings as a non-member. International organizations recognized by the Council may be invited as necessary to attend as observers to the PIRG meetings; and

d) requested that the Commission present, in due course, a report to the Council regarding the development of new structures to coordinate Business Plan implementation activities related to safety, security and environmental subjects, as well as the outcome of its further review of the mandate and terms of reference of the PIRGs pursuant to sub-paragraph b) above.

Action by GREPECAS/15 is in paragraph 7.

1. INTRODUCTION

1.1 On 20 February 2006, during its review of the report of the sixteenth meeting of the ASIA/PAC Air Navigation Planning and Implementation Regional Group (APANPIRG/16), the Council agreed that it was time to reconsider the format and method of processing the reports of the Air Navigation Commission, as well as the terms of reference of the PIRGs. It was recorded in the Council

decision that a report would be presented to the Council regarding the new approach to PIRG reports and the terms of reference of the PIRGs.

1.2 An initial review was undertaken by a small working group consisting of members of the Secretariat and members of the Commission. The outcome of the review by this group was made in a report to the Commission on 14 March 2006. An interim oral report was also made on 17 March 2006 by the President of the Air Navigation Commission to the Council. Furthermore, the matter was brought to the attention of the fifth meeting of All Planning and Implementation Regional Groups (ALLPIRG/5, Montreal, 23 and 24 March 2006).

1.3 After ALLPIRG/5, the ANC ad hoc working group continued to work on this issue. On 29 November 2007, in its review of the report of the ad hoc working group, the ANC agreed that the terms of reference of PIRGs were still relevant. The detailed consideration of the report by the Commission is reflected in the following paragraphs.

2. WORK PROGRAMME AND TERMS OF REFERENCE OF PIRGS

Work programme

2.1 The ANC agreed that PIRGs are primarily responsible for the development and maintenance of regional air navigation plans as well as the identification and resolution of air navigation deficiencies. It was noted that PIRGs are a planning and coordination mechanism and that, while implementation is the responsibility of States, PIRGs could play a significant role in supporting the implementation of SARPs. Furthermore, the Commission recognized the importance of providing technical expertise and guidance to Regional Offices so as to enhance integration of Regional Offices and Headquarters, and consequently endorsed the participation of ANB experts in the work of relevant technical sub-groups.

Terms of Reference

2.2 The Commission examined the possibility of expanding the mandate of PIRGs to cover the broader Strategic Objectives and concluded that their focus should remain on air navigation issues. It should be noted that any expansion requires more technical and human resources for both ICAO and States; results in lengthier meetings; calls for attendance of a greater number of participants per delegation; and also results in duplication of efforts, thereby decreasing productivity.

2.3 It was noted that security was included in the terms of reference of only two PIRGs – CAR/SAM Regional Planning and Implementation Group (GREPECAS) and AFI Planning and Implementation Regional Group (APIRG) – with GREPECAS doing limited work in this field. It was acknowledged that security matters are of a different nature and scope and require a totally different kind of expertise; therefore, they do not fit into the activities of PIRGs. Consequently, it was agreed that security-related items should not be included in the work programme of PIRGs and that the terms of reference of GREPECAS and APIRG should be amended accordingly. However, the security matters of the region will continue to be addressed by the region using a different mechanism that may involve regional civil aviation bodies.

2.4 Regarding the inclusion of flight safety in the work programme of PIRGs, the majority of members agreed that the involvement of PIRGs in flight safety issues is not feasible in the current regional air navigation planning structure. To include this item in the work programmes of PIRGs would require a different mechanism to accommodate experts provided by States and other bodies, such as maintenance organizations, airline/cargo operators and pilots' associations. However, there is a need to

address specific flight safety issues in line with the methodology of the Global Aviation Safety Plan (GASP). It was agreed that PIRGs should continue to concentrate their efforts, at this time, on air navigation planning issues. The Commission noted that flight safety issues are most adequately addressed within the framework of the GASP. The regional, subregional and State action plans, resulting from the application of GASP, might generate specific actions by PIRGs. The Commission agreed to return to this aspect after the implementation structure for GASP is finalized.

2.5 Referring to the environment, the Commission noted that PIRGs address environmental issues within the context of the ATM operational concept, and endorsed this approach. The Commission noted that PIRGs take into account environmental benefits of CNS/ATM systems and estimate resultant reductions in emissions, while developing and reviewing the ATS route structures of the region.

2.6 The Commission is therefore of the view that PIRGs should continue working on air navigation planning and implementation issues. It will continue work to develop new structures to coordinate other Business Plan implementation activities related to safety, security and environmental subjects.

3. MEMBERSHIP OF PIRGS

3.1 With regard to the membership of PIRGs, the Commission agreed that all ICAO Contracting States, who are service providers in an air navigation region and part of that region's ANP, should be included in the membership of that region's PIRG. Furthermore, user States are entitled to participate in any other PIRG meetings as a non-member. International organizations recognized by the Council may be invited as necessary to attend as observers to the PIRG meetings. Consequently, the revised terms of reference of GREPECAS are contained in the appendix hereto.

4. FORMAT OF PIRG REPORTS

4.1 The Commission noted that PIRG reports were intended to be stand-alone documents developed essentially to serve the needs of States, and consequently agreed that the present format and style meet their requirements, but should be open to continuous improvements. Furthermore, the Commission noted that the agenda of these PIRG meetings had been standardized and aligned with the Business Plan items related to air navigation services.

5. REVIEW OF PIRG REPORTS BY THE ANC AND THE COUNCIL

5.1 *ANC Review:* The outcome of PIRG meetings is significant and has to be analysed in a structured manner in order to address the issues and deficiencies raised therein by including it in the work programme at Headquarters through the ICAO Knowledge Sharing Network (IKSN), the successor to the Air Navigation Integrated Programme (ANIP). To implement such an environment, the Commission developed a gate process which is supported by an issue form, a workflow and a list of accredited sources. To meet this gate process, subsequent to each PIRG meeting, the pertinent Regional Office, in coordination with the relevant section at Headquarters and, if required, with the concerned State(s), will submit the duly completed issue form for further action by the Commission.

5.2 *Council Review:* To further improve the way that the Council reviews the work of its PIRGs, the need for an executive summary of the outcome of each PIRG meeting, taking all the elements into consideration, was identified. This action will also avoid duplication and will differentiate between the technical review by the Commission and the overall decision-making process of the Council. The

Commission proposed that, at the end of each year, the Council receive a consolidated report containing the ANC analysis of the regional air navigation developments and the status of the resolution of air navigation deficiencies. However, in the event that any action item arises from a PIRG meeting, such as an implementation issue or a requirement for additional resources that calls for specific attention of the Council, then an immediate report will be made to the Council instead of waiting until the end of the year.

6. FURTHER WORK BY THE COMMISSION

6.1 Consequent to the decision of the Council, the Air Navigation Commission has initiated a further study on merits of PIRGs and development of new structures to coordinate Business Plan implementation activities related to safety, security and environmental subjects. The study is expected to be completed by the end of 2008.

7. ACTION BY GREPECAS/15

7.1 The Meeting is invited to:

- a) note the review carried out by the Council on the report of the Commission with regard to increasing the effectiveness of PIRGs;
- b) note that further work is being undertaken by the Commission to increase the effectiveness of PIRGs, encompassing development of new structures to coordinate Business Plan implementation activities related to safety, security and environmental subjects and also study the merits of PIRGs; and
- c) note the revised terms of reference of GREPECAS as shown in the Appendix hereto and amend the GREPECAS Procedural Handbook accordingly.

APPENDIX

**REVISED TERMS OF REFERENCE OF THE
CARIBBEAN/SOUTH AMERICAN REGIONAL PLANNING AND
IMPLEMENTATION GROUP (GREPECAS)**

(C-WP/13135, C183/9 on 18 March 2008 and PRES RK/1560 dated 20 June 2008)

1. Membership

All ICAO Contracting States, who are service providers in an air navigation region and part of that region's ANP, should be included in the membership of that region's PIRG. Furthermore, user States are entitled to participate in any other PIRG meetings as a non-member. International organizations recognized by the Council may be invited as necessary to attend PIRG meetings as observers.

2. The Terms of Reference of the Group are:

- a) continuous and coherent development of the CAR/SAM Air Navigation Plan and other relevant regional documentation in a manner that is harmonized with adjacent regions, consistent with ICAO SARPs and reflecting global requirements;
- b) facilitate the implementation of air navigation systems and services as identified in the CAR/SAM air navigation plan with due observance to the primacy of air safety and security; and
- c) identification and addressing of specific deficiencies in the air navigation field.

3. In order to meet the Terms of Reference the Group shall:

- a) review, and propose when necessary, the target dates for implementation of facilities, services and procedures to ensure the coordinated development of the Air Navigation System in the CAR and SAM Regions;
- b) assist the ICAO Regional Offices providing services in the CAR and SAM Regions in their assigned task of fostering implementation of the CAR/SAM Regional Air Navigation Plan;
- c) in line with the Global Aviation Safety Plan (GASP), ensure the conduct of any necessary systems performance monitoring, identify specific deficiencies in the Air Navigation field, especially in the context of safety and security, and propose corrective action;
- d) ensure the development and implementation of an action plan by States to resolve identified deficiencies, where necessary;
- e) ~~promote, support and facilitate the regional implementation of AVSEC provisions;~~

Additions are shown as underlined and deletions by strikeout

- e) develop amendment proposals for the update of the CAR/SAM Air Navigation Plan necessary to satisfy any changes in the requirements, thus removing the need for regular regional air navigation meetings;
- f) monitor implementation of air navigation facilities and services and where necessary, ensure interregional harmonization, taking due account of cost/benefit analysis, business case development, environmental benefits and financing issues;
- g) examine human resource planning and training issues and ensure that the human resource development capabilities in the region are compatible with the CAR/SAM Regional Air Navigation Plan;
- h) review the Statement of Basic Operational Requirements and Planning Criteria and recommend to the Air Navigation Commission such changes to them as may be required in the light of developments;
- i) invite financial institutions, as required, on a consultative basis and at a time it considers appropriate in the planning process to participate in this work;
- j) ensure close cooperation with relevant organizations and State grouping to optimize the use of available expertise and resources; and
- k) conduct the above activities in the most efficient manner possible with a minimum of formality and documentation and call meetings of the GREPECAS only when the Secretary and the Chairperson, through the Administration Coordination Group (ACG), are convinced that it is necessary to do so.

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