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**Agenda Item 1:           Activities carried out to date for the implementation of an MRO in the  
                                  South American Region**

**Review by GREPECAS and the Meetings of Civil Aviation Authorities (RAACs) of the Institutional  
Aspects for the Implementation of Multinational Facilities**

(Presented by the Secretariat)

**SUMMARY**

This working paper contains information on the results of the activities carried out within the framework of the GREPECAS mechanism and the Meetings of Civil Aviation Authorities concerning the implementation of CNS/ATM systems in the form of multinational facilities to meet the performance objectives identified for the region.

**References:**

- CAR/SAM FASID, CAR/SAM ANP Doc. 8733
- GREPECAS/12, GREPECAS/13, and GREPECAS/14 meeting reports
- RACC/6, RACC/7, RAAC/8, RACC/9, and RAAC/10 meeting reports

**1.                   Introduction**

1.1               The global nature of CNS/ATM systems and the ATM development vision under the ATM operational concept approved by the Eleventh Air Navigation Conference (AN-Conf/11) will require significant international cooperation to meet performance objectives, using modern CNS/ATM technology with various levels of process automation, in order to take advantage of the enormous potential of technological developments in the field of international civil aviation for the benefit of air navigation and the provision of the corresponding support services.

1.2               Since the approval of the CAR/SAM Air Navigation Plan (ANP) developed by the CAR/SAM RAN/3 meeting (November 1999), the SAM Region has focused its efforts on the implementation of multinational facilities, using the guidance material developed in the EUR Region and adapted to the CAR/SAM Regions, which is currently available in the ANP FASID document. However, plans to integrate efforts for the implementation of multinational facilities, based on a modern CNS/ATM system approach, date back to the first GREPECAS meetings, which ended with the planning/implementation of the South American Digital Network (REDDIG), one of the multinational

systems that have been successfully implemented and are currently in operation, with significant cost/benefit advantages for the participating States.

1.3 The following paragraphs analyse the activities carried out in the SAM Region and by GREPECAS concerning technical/operational, economic, and legal matters, seen from the perspective of the institutional aspects required to develop facilities to serve a community of partner States for the benefit of international civil aviation, with a view to implementing the ICAO vision through the ATM operational concept.

## 2. **Review of the activities carried out concerning institutional aspects**

2.1 In order to address the technical/operational, economic, and legal aspects involved in the implementation of multinational facilities, it is necessary to recognise the existence of political aspects that need to be harmonised before proceeding with the implementation of projects of common interest. This has been one of the main objectives of the constant and persistent work carried out by ICAO in the Region, aimed at creating an appropriate climate of cooperation among States interested in participating in a multinational undertaking. There were basically two fora in which these matters were addressed: the Meetings of Civil Aviation Authorities (RAAC) and the GREPECAS mechanism.

### 2.2 **Analysis of institutional aspects within the GREPECAS mechanism**

2.2.1 The discussion of institutional aspects within the framework of GREPECAS dates back to the CNS/ATM/IC Subgroup. However, it gained momentum when Regional Technical Cooperation Project RLA/98/003 began addressing the matter at a first seminar held in Bogota in September 2001, and GREPECAS took charge of the Institutional Aspects Task Force of the ATM/CNS Subgroup. This period was the most productive for GREPECAS in terms of results in the area of institutional aspects with a view to the implementation of multinational facilities.

2.2.2 The work modality of the Task Force, with yearly meetings preceded by a seminar on institutional aspects supported by Project RLA/98/003, ensured a larger participation of States in the drafting of documentation and proper discussion of difficult multidisciplinary issues. The results of the tasks performed, which included those carried out by Project RLA/98/003, were submitted to the consideration of GREPECAS.

2.2.3 By the time GREPECAS/13 was held, the following had been defined:

- a) A CAR/SAM strategy for the implementation of multinational facilities, which will be updated at the next Task Force meeting.
- b) An analysis of the various implementation options. It was decided that the best option would be to implement multinational facilities under a Multinational Regional Organisation (MRO).
- c) Systems that could be implemented as multinational facilities.

- d) The operational scenarios where multinational systems would be implemented.
- e) A preliminary cost/benefit analysis.

2.2.4 GREPECAS/14 examined the work done by the third meeting of the Institutional Aspects Task Force, which, based on the work done by GREPECAS/13, and with the support of Regional Project RLA/98/003, had developed a draft Agreement for the Establishment of a Regional Multinational Organization (RMO) and a proposal to enable its implementation through a regional scheme supported by a Technical Cooperation Project. GREPECAS/14 formulated Conclusions 14/5 and 14/6, as contained in **Appendix A** to this working paper, which are basically the result of the work done by GREPECAS in support of the regional initiatives adopted by the RAAC meetings, as explained below. The Air Navigation Commission, upon examining Conclusion 14/5, took note of it and supported its implementation in the CAR/SAM Regions.

### 2.3 **Review of Institutional Aspects by the Meetings of Civil Aviation Authorities**

2.3.1 During the RAAC/6 meeting (Panama City, Panama 1999), the Region became interested in the institutional aspects related to the implementation of CNS/ATM systems. In this sense, it was clearly stated that the GREPECAS mechanism should move forward with the definition of operational scenarios and the use of the available guidance material. The meeting considered the need to establish a high-level panel to deal with institutional aspects once GREPECAS had made some progress with the respective tasks (Con. 6/9).

2.3.2 At the RAAC/7 meeting (Bahia, Brazil 2002), note was taken of the progress made with respect to the availability of guidance material for the implementation of multinational facilities in the CAR/SAM Air Navigation Plan, and of the progress made within Regional Project RLA/98/003 regarding multinational systems and the definition of operational scenarios. It was agreed that, within the GREPECAS mechanism, and with the support of Project RLA/98/003, these matters should be advanced first, and, pursuant to Con. 6/9 of the RAAC/6 meeting, the Regional High-Level Group should be established. To this end, the terms of reference and work programme of said group were developed. It was also agreed that the ICAO Regional Office should coordinate with the States the holding of the first meeting of the Group, based on the progress made by GREPECAS concerning the institutional aspects (Con.7/5).

2.3.3 The RAAC/8 meeting (Buenos Aires, Argentina 2003) took note of the amendments made to the activities of Project RLA/98/003 to include tasks related to the formulation of a regional institutional arrangement for air navigation services. In this regard, the RAAC/8 meeting encouraged the States to give all their support to the project in order to create a climate of regional cooperation for the development of common plans for the implementation of CNS/ATM systems (Con.8/11). Taking into account the importance of conveying this concern to GREPECAS, the RAAC/8 meeting also encouraged the States that had designated specialists to participate in the Institutional Aspects Task Force to give all their support to said specialists for conducting their tasks (Con. 8/12).

2.3.4 The RAAC/9 meeting (Santiago, Chile, 2005) took note of the results of the Eleventh Air Navigation Conference (AN-Conf/11) and the support given by the 35th Session of the ICAO Assembly to the ATM operational concept. The RAAC/9 meeting agreed to implement these matters as set forth by the 35th Assembly (Res. A35-15). This required an unprecedented commitment by the States to the implementation of CNS/ATM technology and the review of legal and institutional matters to facilitate the implementation of these technologies pursuant to the Convention on Civil Aviation. The RAAC/9 meeting reviewed all the work done by GREPECAS/12 and agreed with its approach, expecting more results from the GREPECAS mechanism with a view to the first meeting of the Group of High-Level

Experts. However, and in order to continue with the momentum reached in the definition of multinational systems, the RAAC/9 meeting felt that the implementation of air traffic flow management (ATFM) (Con. 9/13), now considered among the GPIs of the Global Air Navigation Plan, would be very useful to promote the development of CNS/ATM technologies within the ATM operational concept.

2.3.5 The RAAC/10 meeting (Caracas, Venezuela, June 2007) made a complete assessment of the work done by GREPECAS in the area of institutional aspects. In this regard, it took note of Conclusions 14/5 and 14/6, contained in Appendix A, and stated that the material recommended by GREPECAS should be taken into account for the establishment of a regional mechanism for the consolidation, management, and implementation of multinational facilities, and requested ICAO to draft a project document to enable the implementation of this regional mechanism. The RAAC/10 meeting also requested ICAO to coordinate with the States the holding of the first meeting of the Group of High-Level Experts to review the guidance material prepared by GREPECAS concerning the establishment of a regional mechanism and the aforementioned project document (Con. 10/8).

2.3.5.1 In view of the above, the RAAC/10 meeting updated the work programme of the Group of High-Level Experts, taking into account the existing circumstances regarding the activities to be carried out pursuant to the aforementioned Con. 10/8.

### 3. **Suggested action**

3.1 The meeting is invited to consider the information provided in this working paper regarding the review made by the States of the Region and the GREPECAS mechanism of institutional aspects in order to facilitate the implementation of CNS/ATM technology in the form of multinational facilities, in order to meet the performance objectives identified for the Region.

**APPENDIX A****CONCLUSIONS OF GREPECAS/14****CONCLUSION 14/5                    GENERIC DOCUMENT CONCERNING AN AGREEMENT FOR  
THE ESTABLISHMENT OF A REGIONAL MULTINATIONAL  
ORGANIZATION**

Whereas the most effective way to implement/consolidate multinational facilities, and manage and provide services is through the implementation of a Regional Multinational Organization (RMO), and that this requires a basic reference document to serve as basis for the States/Territories concerned to conduct the necessary studies:

- a) it is recommended that the States/Territories that are interested in implementing an RMO use the summarised Draft Agreement for the establishment of a Regional Multinational Organization (RMO) shown in the attached **Appendix A**, the Draft Agreement for the Establishment, Operation, and Management of an RMO, shown in **Appendix B**, and the corresponding draft by-laws shown in **Appendix C** to this part of the Report; and
- b) the ICAO NACC and SAM Regional Offices are requested to follow-up on action taken by the States with respect to the implementation of an RMO, as appropriate.

**CONCLUSION 14/6                    TECHNICAL COOPERATION PROJECT TO FACILITATE THE  
IMPLEMENTATION OF A REGIONAL MULTINATIONAL  
ORGANIZATION (RMO)**

Based on GREPECAS guidelines for the implementation of multinational facilities, the States interested in implementing RMOs should consider, in coordination with ICAO, the formulation of a technical cooperation project that includes an agreement for its establishment, operation, and management, taking into account the possible objectives contained in Appendix D to this part of the Report.

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