



WARFM (PORT OF SPAIN)

International Civil Aviation Organization

WORKSHOP ON AIRPORT AND ROUTE FACILITY MANAGEMENT

Port of Spain, 18 to 21 October 2005

REPORT

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INTERNATIONAL CIVIL AVIATION ORGANIZATION

REPORT ON WORKSHOP MEETING ON AIRPORT AND ROUTE FACILITY MANAGEMENT

(Port of Spain, 18 to 21 October 2005)

INTRODUCTION

1. The Workshop on Airport and Route Facility Management, convened by ICAO for States in North, Central and South America and the Caribbean, met in Port of Spain from 18 to 21 October 2005. The Workshop was opened by welcoming addresses by Major General Ralph Brown, Chairman, and Mr. Rodney Batchasingh, Executive Manager Corporate Services, both from the Trinidad & Tobago Civil Aviation Authority.

2. The Workshop was one in a series of informal regional meetings intended to provide a forum for States to receive advice and freely exchange views and information. The meeting focused on economic aspects of the operation and management of airports and air navigation services to encourage consistency and standardization in implementing decisions and recommendations arrived at by Contracting States at formal ICAO meetings.

3. Attending the Workshop were 39 participants from eight Contracting States. The complete list of participants appears in **Appendix 1**.

4. Mr. Rodney Batchasingh was elected moderator of the Workshop, while Östen Magnusson, Chief, Airport and Route Facility Management Section, ICAO Headquarters, served as Secretary and adviser to the meeting.

5. The following agenda was adopted:

1. ICAO policy on airport and air navigation services charges
2. Organizational structures of airports, including commercialization
3. Airport financial management and airport charges on air traffic
4. Development and management of non-aeronautical activities
5. Infrastructure financing
6. Organizational structures of air navigation services, including international cooperation
7. Financial management of air navigation services and air navigation services charges.

This report was prepared by the Secretary after the conclusion of the Workshop.

6. The Workshop conducted its discussions in English and Spanish. The agenda, with accompanying notes presented by the Secretariat in WP/1, together with other papers as well as certain ICAO publications relevant to the various agenda items, constituted the documentation for the meeting. A list of the documentation appears in **Appendix 2**.

AGENDA ITEM 1: ICAO POLICY ON AIRPORT AND AIR NAVIGATION SERVICES CHARGES

7. The Workshop based its discussions under this agenda item on the three principles set forth in Article 15 - Airport and similar charges - of the *Convention on International Civil Aviation* (the Charter of ICAO, also referred to as the Chicago Convention); *ICAO's Policies on Charges for Airports and Air Navigation Services* (Doc 9082/7), more specifically the principles addressing certain organizational and managerial issues (paragraphs 7 to 20) and principles and practices recommended with regard to airport charges (paragraphs 21 to 35 and Appendix 1), and to air navigation services charges (paragraphs 36 to 51 and Appendix 2); and Assembly Resolutions A35-18 – *Consolidated statement of continuing ICAO policies in the air transport field* – Appendix F, Airports and air navigation services, and A35-5 – *Consolidated statement of continuing ICAO policies and practices related to environmental protection* – Appendix I, Market-based measures regarding aircraft engine emissions.

8. Various aspects of ICAO's policy in the area of airport charges were discussed, including cost recovery of security measures, and participants provided information pertaining to its implementation and application in their States, and to other related matters. The discussions also covered various aspects of ICAO's policy in the area of air navigation services charges, including its applicability in the context of cost recovery of CNS/ATM systems and search and rescue (SAR) services. It was emphasized here, as during discussion of other agenda items of the Workshop, that the requirements on equity and transparency in ICAO's policy were key issues in the cooperation between providers of services and users.

AGENDA ITEM 2: ORGANIZATIONAL STRUCTURES OF AIRPORTS, INCLUDING COMMERCIALIZATION

9. Discussions under this agenda item were based on paragraphs 10 to 20 of the *ICAO's Policies on Charges* in Doc 9082/7, in particular the policy guidance on autonomy and privatization, independent mechanism for economic regulation, performance parameters and best commercial practices; Chapter 2 – Organizational Structures of Airports – of the *Airport Economics Manual* (Doc 9562/2); and the ICAO Circular on *Privatization in the Provision of Airports and Air Navigation Services* (Circular 284-AT/120).

10. The Workshop addressed such matters as ownership and management options, advantages with financial autonomy and autonomous authorities, charter of an autonomous airport authority and responsibilities of States. Particular notice was taken of the definitions regarding privatization, private involvement and commercialization. The existence of autonomous airport entities, either with private involvement under long-term concessions or with full or majority private ownership, was common among the States represented at the Workshop. It was noted that even when a State had delegated the operation of airports to autonomous bodies it kept its responsibilities under Article 28 of the Chicago Convention.

AGENDA ITEM 3: AIRPORT FINANCIAL MANAGEMENT AND AIRPORT CHARGES ON AIR TRAFFIC

11. The discussions on airport financial management were based on the *ICAO's Policies on Charges* in Doc 9082/7, in particular paragraphs 16, 17, 21, 22 and Appendix 1; the guidance contained in Chapter 3 - Airport Financial Control, and Chapter 4 - Determining the Cost Basis for Charging Purposes, of the revised *Airport Economics Manual* (Doc 9562/2).

12. The ensuing exchange focused on the purpose, scope and interrelationship of financial control and accounting in airport planning and management; descriptions of accounting systems designed to meet specific requirements; means of measuring performance and productivity; the practical application of financial data for the purpose of determining the cost basis for airport charges on air traffic and the costs attributable to concessions and other non-aeronautical activities; and the reporting to ICAO of airport financial data on ICAO Air Transport Reporting Form J.

13. It was noted that performance measuring and benchmarking were important tools in the context of commercialization and privatization of airports. The Workshop was informed of recent work by ICAO in the field of performance measuring of the air navigation system. The meeting broke into six different working groups: four groups discussed performance matters related to airports while the other two groups discussed performance metrics related to air navigation services.

14. Concerns were raised that the illustrative metrics for safety, based on millions of flights/operations included in the revised guidance material, were not appropriate for airports and airspace with limited traffic. Further, the metrics related to the delay would, in low density airspace, rather express delays caused by airlines than air traffic control (ATC). The only ATC-related delay would occur in situations with industrial actions, where according to a contingency plan, airports would take over the ATC function.

15. Concerning productivity measures for airports, it was suggested that emphasis should be placed on aircraft movements per gate and turn-around-times. Metrics related to customer service and the processing of passengers (e.g. time to park a car, the average processing time per passenger from check-in to boarding or arrival to customs clearance) should also be developed.

16. Any decision on the introduction and application of performance measuring would have to take into consideration the costs involved (staff, training, software etc.). Each State should develop and apply its own performance metrics according to its specific circumstances. Finally, it was concluded that the outcome of performance measuring should serve as management information rather than pure statistics.

17. Turning to airport charges on air traffic, the Workshop based its discussions on paragraphs 23 to 31 and 33 of the *ICAO's Policies on Charges* in Doc 9082/7; Chapter 5 - Charges on Air Traffic and their Collection - of the *Airport Economics Manual* (Doc 9562/2).

AGENDA ITEM 4: DEVELOPMENT AND MANAGEMENT OF NON-AERONAUTICAL ACTIVITIES

18. Discussions under this agenda item were based on paragraphs 22 i), 22 vii), 34 and 35 of the *ICAO's Policies on Charges* in Doc 9082/7; and Chapter 6 – Development and Management of Non-Aeronautical Activities – of the *Airport Economics Manual* (Doc 9562/2).

19. Among the subjects discussed were the relative significance of the contribution that non-aeronautical revenues can make to overall airport finances; the various types of non-aeronautical activities at airports; their planning and selection; the extent to which airports should operate individual activities themselves; internal administrative arrangements and promotional aspects of developing non-aeronautical activities; setting fees and charges for non-aeronautical activities, including determining market value and the use of tenders; and contractual aspects. The Workshop broke into small discussion groups, which addressed potential new non-aeronautical activities. Each group reported its findings to the workshop as a whole.

20. During the introduction of this subject it had been mentioned that, according to a recent survey, Caribbean, Central and South America showed the lowest regional average with regard to income from non-aeronautical activities (27 percent compared to 41 percent as the world average of total airport revenues). Examples of proposals on non-aeronautical activities developed by the groups which were not already commonplace in this region were the following: hotel, spa, conference facility, business/communication centre, luggage storage, medical service and entertainment (e.g. casino). The following activities occurring at airports in the region were suggested as of possible interest to other regions: tourism information, local cuisine, folklore/artistry and reggae music.

AGENDA ITEM 5: INFRASTRUCTURE FINANCING

21. Under this agenda item, the Workshop based its discussions on Chapter 7 - Financing Airport Infrastructure - of the *Airport Economics Manual* (Doc 9562/2) and Chapter 5 – Financing Air Navigation Services Infrastructure - of the *ICAO Manual on Air Navigation Services Economics* (Doc 9161/4). Reference was also made to the *ICAO's Policies on Charges* in Doc 9082/7, paragraphs 24 and 42, which address the newly developed ICAO policy on pre-funding of projects; and paragraphs 32 and 50, which emphasize the importance of consultation between airports and air navigation services providers and users when new or major developments of existing facilities are being planned, and that users provide relevant planning data pertaining to their operations.

22. The exchange of views addressed the purpose, scope and application of various financial and economic analyses, the purpose and contents of a financing plan and other aspects related to such a plan. Furthermore, the Workshop discussed various sources of financing, including the development of the International Financial Facility for Aviation Safety (IFFAS), the establishment of which had been adopted by the ICAO Council on 4 December 2002. It was emphasized that IFFAS should only be considered as a last resort to finance safety-related projects primarily identified through ICAO's Universal Safety Oversight Audit Programme (USOAP).

AGENDA ITEM 6: ORGANIZATIONAL STRUCTURES OF AIR NAVIGATION SERVICES, INCLUDING INTERNATIONAL COOPERATION

23. Discussions under this agenda item were based on paragraphs 10 to 18 of the *ICAO's Policies on Charges* in Doc 9082/7, which address, *inter alia*, an independent mechanism for economic regulation, performance parameters, best commercial practices and charges collection; Chapter 2 - Organizational Structures of Air Navigation Services; and Chapter 3 – International Cooperation of the *Manual on Air Navigation Services Economics* (Doc 9161/4). Chapter 2 provides guidance on the basic organizational characteristics of the air navigation services provision and describes the basic forms under which air navigation services operate, while Chapter 3 addresses relevant aspects of international operating agencies, joint charges collection agencies, multinational facilities and services, joint financing arrangements and political cooperation. As under Agenda Item 2, reference was made to the *Study on Privatization in the Provision of Airports and Air Navigation Services* (Circular 284-AT/120).

24. In the discussion of this agenda item, a participant emphasized the importance of making governments aware of the recommendations and obligations concerning international cooperation and the need for a legal framework. It was pointed out that there were already two good examples of international cooperation established in the region, i.e. Central American Corporation for Air Navigation Services (COCESNA) and Piarco Flight Information Region (FIR). With respect to the latter, the International Air Transport Association (IATA) started, in February 2005, to collect route charges for traffic in Piarco FIR on behalf of the Trinidad & Tobago Civil Aviation Authority. The revenues from these route charges will be allocated between Trinidad & Tobago and the other States participating in the Piarco FIR cooperation on the basis of agreements reached with those States.

AGENDA ITEM 7: FINANCIAL MANAGEMENT OF AIR NAVIGATION SERVICES AND AIR NAVIGATION SERVICES CHARGES

25. The Workshop based its discussions on this agenda item in paragraphs 36 to 51, and Appendix 2 of the *ICAO's Policies on Charges* in Doc 9082/7; Chapter 3 – Financial Control of Air Navigation Services, Chapter 4 - Determining the Cost Basis for Air Navigation Services Charges - and Chapter 5 – Air Navigation Services Charges and their Collection - of the *Manual on Air Navigation Services Economics* (Doc 9161/4).

26. The exchange of views centered on various aspects of determining the cost basis for air navigation services charges, including the facilities and services to be taken into account when calculating the total costs involved; the allocation of the costs with respect to non-aeronautical utilization as well as dual airport and en-route utilization; and the allocation of en-route costs among categories of users, including parameters to be applied for that purpose. Special attention was given to the cost recovery aspects of the provision of meteorological aeronautical services, an issue which had become of relevance in many States where the National Meteorological Service has to be financially self-sufficient. Also, the participants noted the usefulness to States themselves of filing Forms K and L (available online), as this provided, at the same time, a valuable data base for their own planning and management of air navigation services.

27. During the discussions, attention was focused on such subjects as the lack of proper analytical accounting for the establishment of the cost basis for charges, principles relating to air navigation services charging systems, charging systems parameters, benchmarking, collection of charges, collection problems, and consultation with users regarding charges.

APPENDIX 1

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APPENDIX 2

LIST OF DOCUMENTATION

Working Paper/Handout No.	Subject	Presented by
WP-1	Agenda and accompanying notes	Secretariat
Handout No. 1	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 2 — Organizational Structures of Airports	Secretariat
Handout No. 2	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 3 — Airport Financial Management	Secretariat
Handout No. 3	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 4, D — Methods For Attributing Non-Aeronautical Revenues To An Airport's Cost Base	Secretariat
Handout No. 4	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 5, D — Consultation With Users	Secretariat
Handout No. 5	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 7, C — Economic And Financial Analyses	Secretariat
Handout No. 6	Extract from <i>Airport Economics Manual</i> (Doc 9562), Appendix 3 — Service level agreements	Secretariat
Handout No. 7	Extract from <i>Airport Economics Manual</i> (Doc 9562), Appendix 6 — Pre-funding of capital projects through charges	Secretariat
Handout No. 8	Extract from <i>Manual On Air Navigation Services Economics</i> (Doc 9161), Chapter 3 — International Cooperation	Secretariat
Handout No. 9	Extract from <i>Manual on Air Navigation Services Economics</i> (Doc 9161), Chapter 4, C — Means of measuring performance and productivity	Secretariat
Handout No. 10	Extract from <i>Manual On Air Navigation Services Economics</i> (Doc 9161), Chapter 6, C — Allocation Of Costs	Secretariat
Handout No. 11	Extract from <i>Manual On Air Navigation Services Economics</i> (Doc 9161), Chapter 7, B — Application Of Economic Pricing Principles	Secretariat

ICAO PUBLICATIONS

Doc 7300/8	Convention on International Civil Aviation
Doc 9082/7	ICAO's Policies on Charges for Airports and Air Navigation Services
Doc 9764, ANSConf 2000	Report of the Conference on the Economics of Airports and Air Navigation Services
Doc 7100 – 2004 Edition	Tariffs for Airport and Air Navigation Services
Circular 284-AT/120	Study on Privatization in the Provision of Airports and Air Navigation Services
Doc 9828	Report of the Eleventh Air Navigation Conference (2003)

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