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Directives for Panels of the Air Navigation Commission

Approved by and issued by
authority of the Council

Sixth Edition — February 2024

International Civil Aviation Organization

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FOREWORD

These Directives relate to panels of the Air Navigation Commission (ANC). They are in conformity with the delegation of authority given to the Commission by the Council in regard to panels.

The Document is primarily directed to panel members. The Document will also assist States and international organizations to understand the operations of panels and to determine their ability to nominate panel members. Furthermore, it will assist them in choosing members and instructing them in their duties.

As experience has shown that panels are most effective when they carry out their work as informally as practicable, only broad directives and guidance were established for the conduct of panel business.

The Document was approved by the Council on 1 November 2023 (230/2).

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DIRECTIVES FOR PANELS OF THE AIR NAVIGATION COMMISSION

1. Description and purpose of panels

1.1 Panels of the ANC are technical groups of qualified experts formed by the ANC.

1.2 The purpose of a panel of the ANC is to advance, within specified time frames, the solution of specialized problems or the development of standards for the planned evolution of air navigation which cannot be advanced within the ANC or established resources of the Secretariat.

2. Formation of a panel

2.1 General

The ANC shall determine the need for a panel, taking into account the air navigation work programme and the existing resources. Panels work under the direct control of the ANC.

2.2 Terms of reference and work programme

2.2.1 The ANC shall establish the panel's terms of reference and its work programme.

2.2.2 The terms of reference shall define clearly and concisely the nature and scope of the work assigned to the panel and specify the objectives sought by the ANC. The ANC shall revise the terms of reference when this becomes necessary.

2.2.3 The work programme shall comprise a list of detailed items, with each item individually approved by the ANC, within the assigned terms of reference. The ANC will normally include a statement of the problem requiring resolution, required actions, deliverables and timescales. The ANC shall revise the work programme as necessary, normally after each substantive phase of the panel's work, such as following a meeting.

2.2.4 Each panel shall adhere to its prescribed terms of reference and work programme. However, a panel may suggest to the ANC modifications or additions to its terms of reference or work programme. These modifications and additions shall normally be included in the panel meeting report and shall be supported by adequate explanations.

2.3 Size of panels

The ANC shall establish panels normally comprising 15 to 20 members, keeping in mind the need for expeditious and efficient handling of panel business.

2.4 Invitation to participate

2.4.1 The ANC shall initially invite nominations from not more than 15 States and international organizations, taking into account the nature and scope of the work to be done.

2.4.2 The ANC shall select the States to be invited to make nominations from those who have the necessary expertise in the technical field concerned, ensuring that the invited States include:

- a) States which are able to provide ready access to research and supporting expertise, when such access is deemed to be required;
- b) States that reflect the differences in technical development and resources of implementation globally; and
- c) States from the main geographical areas of the world.

2.4.3 The ANC shall select the international organizations to be invited to make nominations on the basis that their participation can be expected to make valuable or needed contributions to the panel's work.

2.4.4 A letter shall be sent to the selected States and international organizations seeking nominations. It shall stress the level of commitment expected from nominating States and international organizations (as specified in 2.6) and from panel members (as specified in 2.5 and 7.1). It shall draw attention to Resolution A41-26: *ICAO Gender Equality Programme* promoting the participation of women in the global aviation sector, which encourages Member States to "give due regard to ensuring equal opportunity in the nomination of qualified female candidates". The letter shall explain the type of expertise required of the nominees. The letter shall also require nominators to provide adequate information on their nominees, including their current role, their qualifications and related knowledge, skills and experience in the specialized fields of the panel.

2.4.5 After the nominations are received, the ANC shall decide on the actual membership. If the number of nominations received is not sufficient or if the balance of expertise or area representation is unduly disturbed, the ANC will extend additional invitations.

2.4.6 The States and relevant international organizations which have not been invited to make nominations are informed of the establishment of the panel and of the nature and scope of its work. If any such State or international organization requests to have a nominee on the panel, the ANC will consider the request, applying the selection criteria in paragraph 2.4.2 above and the size limitations of 2.3.

2.4.7 After the ANC has determined the membership of a panel, the Secretary initiates action by informing the panel members of the individual names and contact details of all members. The Secretary shall also indicate any relevant documentation available and outline the methods of operation established for the panel.

2.4.8 The ANC may revise the membership and size of a panel at any time if such an action is desirable in the interest of the panel's work.

2.5 Duties of panel members

2.5.1 The duty of members is to contribute substantially to the panel's work.

2.5.2 Members are participating in their personal, expert capacity and not acting as representatives of their nominators. Members should therefore express their professional opinions and not established policies or points of view of a State or an international organization.

2.6 Commitment of nominating States and international organizations

2.6.1 It is important that nominating States and international organizations ensure that their nominees are able to contribute freely and effectively to the panel's work. States and international organizations should thus ensure that their nominees have the resources and capacity required for work by the panel. Expenses incurred by members in the activities of the panel are borne by their nominators.

2.6.2 As members are participating in panel work in their personal and expert capacity, States and international organizations are not committed to the views expressed by their nominees.

3. Operation of a panel

3.1 General

The panel shall perform its work by correspondence and in meetings.

3.2 Participation

3.2.1 Participation in panels shall be limited to the following individuals:

3.2.1.1 *Panel members.* Nominees from States and international organizations selected by the ANC to serve on the panel. The panel member has the right to vote and move or second motions or amendments.

3.2.1.2 *Advisers.* Individuals who contribute supporting technical expertise to a panel member. The adviser does not have the right to vote and move or second motions or amendments.

3.2.1.3 *Observers.* Individuals designated by a State or an international organization to participate in panel activities in a personal expert capacity. The observer has the right to take part in discussions of the panel meeting but without the right to vote, move or second motions or amendments. The observer has the right to submit information papers for panel consideration and will be provided with the documentation for the meeting.

3.2.1.4 *Secretariat.* Technical experts of ICAO who assist the panel.

3.2.2 If a State or an international organization wishes to designate an individual as an observer to a panel, it will inform the ANC in advance and include an indication of the qualifications of such individual.

3.2.3 When necessary, the ANC may arrange for participation by individuals other than members and advisers. Such individuals do not have the status of member but act in an advisory capacity to the panel as a whole. Similarly, the panel itself may seek the advice of outside experts, on its own authority, provided that this involves no unauthorized cost to ICAO. Additionally, if a State or international organization informs ICAO that it wishes to make its views known to a panel, the ANC shall consider the request and make appropriate arrangements.

3.2.4 The ANC may limit the number of individuals designated as observers if the quantity becomes so large that the effectiveness of the panel may be adversely affected, in order to preserve the efficiency and effectiveness with which the panel is expected to conduct its work.

3.2.5 The ANC shall not accept nominations for alternates to members. If it is necessary to replace a member temporarily, the ANC may authorize such a temporary replacement, at the request of the respective member or the nominator. Alternates to observers shall not be accepted.

3.3 Officers of a panel

3.3.1 Each panel has a number of key roles to be assigned:

3.3.1.1 *Chairperson*. A member of the panel elected by the members present at a panel meeting. Guidance on the duties of the Chairperson is contained in Appendix A.

3.3.1.2 *Panel Secretary*. Each panel is assisted by a Secretary who is designated by the Director of the Air Navigation Bureau. Guidance on the duties of the panel Secretary is contained in Appendix A.

3.3.1.3 *Rapporteur* of a working group. Each working group established shall have a member appointed by the panel to act as Rapporteur. Guidance on the duties of the Rapporteur is contained in Appendix A.

3.4 Conduct of panel meetings

3.4.1 *General*

3.4.1.1 The ANC shall convene the meetings of panels. The determination of the date, language(s), duration and location of a meeting is subject to integration with the meeting programme of ICAO, in consultation with the Secretary General.

3.4.1.2 The panel may, subject to approval of the ANC, vary the location of panel meetings, when practicable.

3.4.1.3 The Chairperson may, in consultation with panel members and the Secretary, accept the remote participation of a limited number of members in extenuating circumstances. However, if the efficiency or effectiveness of the panel may be adversely affected, the Chairperson may restrict such participation.

3.4.1.4 Meetings are open to the public but at the discretion of the ANC, or when so agreed by two thirds of the members present, a meeting may be closed to the public.

3.4.1.5 If meeting time permits, a panel may explore matters relating directly to its work programme additional to the agenda items.

3.4.2 *Languages*

3.4.2.1 The ANC shall select from the working languages of ICAO the language(s) to be used for a panel meeting. This determination is made following a consultation with the members regarding their requirements. The ANC may subsequently modify the decision in the light of changed requirements.

3.4.2.2 Panel meetings may be conducted with varying levels of interpretation and translation services as they may not require all languages, may use interpretation only or translation only or may use translation limited to key sections of Standards and Recommended Practices (SARPs). Guidance to help panel members work with interpretation is contained in Appendix B.

3.4.3 *Meeting agenda and timetable*

3.4.3.1 The ANC shall determine the agenda of a meeting, taking into account advice from the panel and the importance, maturity and urgency of each item. The agenda normally consists of items from the panel's work programme which need consideration by a meeting either to achieve progress or to finalize advice to the ANC.

3.4.3.2 Discussion of the agenda items should proceed generally in accordance with the timetable as approved by the panel at the opening session of each meeting.

3.4.4 *Election of Chairperson*

The panel shall elect a Chairperson and vice-Chairperson from among its members at the commencement of a panel meeting. The panel shall specify the duration of the term of office. The panel shall elect or re-elect a Chairperson and vice-Chairperson at least every three years.

3.4.5 *Formation of working groups*

3.4.5.1 The ANC may prescribe the forming of a specific working group.

When the ANC prescribes the forming of a specific working group within a panel, the terms of reference for the panel, together with the corresponding working arrangements, shall specify the objectives and primary tasks of the working group as well as any membership and working arrangement necessary.

3.4.5.2 A panel Chairperson may establish working groups as necessary to develop proposals on draft material for consideration by the panel. Participants in the panel meeting including the panel members, Secretariat, advisers and observers, may participate in a working group. Working groups may also include members from other panels to ensure effective integration across the complete civil aviation system.

3.4.5.3 The Chairperson shall give working groups clear terms of reference and a deadline for presenting the results of their work. A Rapporteur shall be appointed by the Chairperson for each such group from among the panel members. Unless there are exceptional circumstances the Chairperson should not act as a Rapporteur of a working group. Whenever possible, a member of the Secretariat is made available to assist each working group.

3.4.6 *Decision-making process*

3.4.6.1 The panel shall endeavour to obtain consensus agreement on all recommendations to be made to the ANC, particularly on issues likely to result in recommendations for amendments to the provisions of Annexes and associated documents. If this is not possible, the Chairperson shall ensure that the measure of support for the decisions is clearly reflected in the report, together with the views and arguments of the minority.

3.4.6.2 If a vote is required, panel members only may vote. The Chairperson may conduct an informal vote. A “show of hands” will often be adequate to ascertain the number of panel members generally in favour of a particular course of action or solution.

3.4.6.3 Decisions leading to recommendations for amendments to Annexes and Procedures for Air Navigation Services (PANS) require the support of a clear majority of members. Where the panel members’ views are divided, such decisions are not normally considered by the ANC as representing acceptable justification for change.

3.4.6.4 The Chairperson is entitled to express his or her individual expert

views and to take part in a “show of hands” or voting.

3.5 Conduct of panel work outside panel meetings

3.5.1 If the work of the panel is being advanced by one or more of its working groups and if a working group decides that a meeting of the working group should be held, the Rapporteur shall send advance notification of such a meeting to the panel Secretary and the Chairperson.

3.5.1.1 The panel Secretary attends, when necessary and practicable, meetings of working groups.

3.5.1.2 The panel Secretary shall arrange with panel working group Rapporteurs for all panel members who are not members of a group to be kept informed of the working group activities and its conclusions and recommendations.

3.5.2 Between panel meetings, members and observers should ensure that the Chairperson and all other members, observers and the panel Secretary are kept fully informed of any developments of which they become aware and which might affect the panel’s work.

4. Panel documentation

4.1 Working papers

4.1.1 Working papers shall contain specific proposals for action. The originator shall limit the working paper to four pages, excluding the texts of the proposals. Each working paper will normally be limited to one specific work programme or agenda item.

4.1.2 The originator should submit the working papers as far in advance of the meeting as practicable. For meetings to be conducted in a single language, working papers should be submitted in that language at least three weeks in advance. When translation is required, papers should be submitted more than three weeks in advance.

4.2 Information papers

Information papers shall comprise content that the originator wishes to bring to the attention of the panel. Typically, the only action required in an information paper will be an invitation to note the contents of the paper. Information papers are not restricted in format, however, they should be as brief as possible. Information papers are normally made available in their original language only.

4.3 Flimsies

Flimsies are very short papers, generally only one page, containing, for example, suggested text for the panel report. Flimsies are usually initiated and distributed at panel meetings and, where interpretation is provided, copies must be given to the interpreters. Flimsies are not translated or retained as part of the record of the meeting and should not be referred to in the report.

4.4 Meeting reports

4.4.1 *General*

The panel shall produce and approve a report after each panel meeting. Panel reports shall be submitted to the ANC and shared with other panels. The ANC reviews each panel report and determines the action that should be taken thereon. Guidance on the content and format of panel reports is contained in Appendix C.

4.4.2 *Standardization*

The expression “agreed” should be used when the panel is unanimous in a decision and the expression “decided” when the panel is not unanimous.

4.4.3 *Anonymity*

To the extent practicable, panel meetings should be encouraged to adopt the practice of anonymity in recording their discussion.

5. Interaction with the Air Navigation Commission

5.1 The ANC shall monitor the work of all its panels, and the panel Secretary shall inform the ANC of progress on any important aspects or developments concerning the work of each panel. In particular, the ANC expects to be informed when a panel is experiencing significant problems in its work. The ANC will inform a panel of any relevant developments arising from the work of other panels or ICAO bodies.

5.2 The President of the ANC will open meetings held at ICAO Headquarters and will outline the ANC's expectations for the meeting.

5.3 The panel shall hold a debriefing session with the ANC towards the end of each panel meeting held at ICAO Headquarters. The Chairperson shall act as spokesperson for the panel but all panel members may participate in the discussion.

5.4 The panel may seek guidance from the ANC on matters of substance for its future work or discuss with the ANC any significant difficulties experienced.

5.5 The Chairperson, in coordination with the panel Secretary, acts as the spokesperson for any coordination with the ANC in between panel meetings.

6. Sharing of information

6.1 The panel Secretary, using the resources of ICAO, shall establish a website for each panel to facilitate the sharing of information among the panel participants and between panels. This shall include as a minimum:

- a) terms of reference;
- b) current work programme;
- c) panel structure, including working groups;
- d) list of members and observers;

- e) meeting agenda, working papers and information papers; and
- f) meeting reports.

6.2 The panel Secretary, using the resources of ICAO, may establish a website for panel participants to allow sharing of proprietary or limited circulation information and draft documents.

7. Change of membership

7.1 If a panel member fails to contribute to the work of the panel or fails to attend two consecutive meetings, ICAO may ask the State or international organization concerned whether it wishes to maintain its nominee on the panel. If no reply is received within three months, it will be assumed that the State or organization wishes to withdraw its nominee.

7.2 A State or international organization may propose to replace its existing nominee at any time. The request, which shall take into account the requirements of 2.4.4, will be considered by the ANC.

8. Dissolution of a panel

8.1 The ANC may dissolve a panel when it has completed its work and there are no foreseeable work items for the panel, or there is no prospect of its making further progress with its current work programme.

8.2 A letter shall be sent to all States and international organizations informing them of the dissolution of the panel.

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APPENDIX A

DUTIES OF OFFICERS

1. Chairperson:

- a) conduct the business of the panel during the panel meeting and, where substantial work is to be conducted between meetings, continue the role and functions of the Chairperson between the meetings;
- b) ensure that discussions take place in an orderly manner, that all points are adequately covered, and that the conclusions reached are summarized for the benefit of the participants;
- c) manage discussion on some issues in order to stay within the approved time schedule for completion of the meeting's work;
- d) conduct meetings in a non-partisan manner and remain as objective as possible;
- e) avoid using the Chair to unduly emphasize personal views;
- f) make it clear whenever he or she is expressing personal expert views as opposed to those of the panel Chairperson;
- g) adhere to the scheduled working hours as agreed at the opening of the meeting;
- h) establish and maintain a close working relationship with the panel Secretary and the other Secretariat members who are assisting the meeting;
- i) meet with the panel Secretary in advance of each meeting session to review the material to be covered, the approach to be followed

and other aspects of the work to be covered during the particular session;

- j) review draft report material prepared by the Secretary before it is presented to the panel meeting for approval;
- k) endeavour to ensure adequate time is afforded to panel members for the study of documentation issued during the meeting, particularly papers which contain draft report material;
- l) ensure members remain within the terms of reference and the approved work programme of the panel as well as the time frame for the completion of the assigned tasks;
- m) act as spokesperson for the panel when interacting with the ANC both during and in between panel meetings; and
- n) provide ongoing interface with the Secretary of the panel and Rapporteurs of the working group(s) as necessary to progress the overall work of the panel.

2. Secretary:

- a) provide ongoing interface between the ANC, the panel and Secretariat;
- b) establish and maintain a dedicated panel website;
- c) ensure dissemination and sharing of data through a dedicated panel website;
- d) provide guidance and expert advice to the panel on technical and procedural matters; and
- e) produce and/or manage the documentation of the panel including the dissemination of working papers and the production of panel meeting reports.

3. Rapporteur:

- a) provide reports to the panel on the progress of the working group as required;
- b) lead the work of the working group; and
- c) provide ongoing interface with the Secretary and Chairperson of the panel on the work of the working group.

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APPENDIX B

WORKING WITH INTERPRETATION

1. Interpreted meetings

1.1 Provision of interpretation service allows participants to contribute to the discussions without the limitation of language barriers. Interpretation allows for better understanding and conveyance of thoughts and facilitates a broader exchange of views. It reduces frustration from not being understood and from not understanding participants who are forced to speak in a language they have not mastered.

1.2 ICAO staff interpreters have access to the working papers to be discussed during the panel meeting and are familiarized with technical subjects and terminology, and are bound by professional secrecy.

1.3 The following guidelines will assist the overall effectiveness of the interpretation service and help the panel reach its goals more efficiently and effectively:

- a) for smooth coordination, one individual should be appointed to be responsible for liaison with the interpreters;
- b) any concerns about culturally sensitive issues should be shared with the interpreters. Give and get feedback. If there is a particular purpose to the meeting or session let the interpreters know – keep them informed;
- c) interpreters should receive copies of any curricula vitae that will be provided to the meeting;
- d) interpreters should receive the same documents sent to the participants;

- e) when papers are circulated during the meeting, in particular texts for discussion other than the working papers listed in the order of business, ensure that interpreters obtain a copy before they are discussed. Each interpretation booth should receive at least one copy;
- f) any written text or notes prepared for an intervention, whether or not they will be followed closely, should be distributed to the interpreters;
- g) when reading from a script, one tends to speed up which means that the audience may find it difficult to follow, and parts of the message could be lost. Participants who have not spoken at meetings with interpretation before should pace their delivery beforehand. Ideally, one should allow three minutes per page of 40 lines. However, it is not necessary to stick to the text; participants are free to depart from their text or add to it as they go along;
- h) if a member wishes to show a PowerPoint presentation, the interpreters should receive a copy. The booths are often situated far from the screen, and it is helpful if the interpreters have copies of the projected text in front of them;
- i) before speaking, participants should make sure their microphones are switched on. Knocking the microphone or blowing into it as a test will merely be amplified in the interpreters' headphones and cause an unpleasant noise. To test the microphone, a participant should simply say a few words such as "Good afternoon" or "Thank you, Chairperson";
- j) the microphone should point directly to the speaker, but the speaker should not speak too closely to the microphone as this creates interference or distortion;
- k) participants should remove or switch off their headsets before speaking into a microphone to avoid feedback whine, but keep their headsets at hand during discussion periods so that they can follow any questions asked in other languages;

- l) when reviewing long documents page by page, for example Annex amendments, participants should refer to paragraph numbers and not to page numbers. The page numbers in the different language versions do not always coincide. This will also benefit participants who do not use interpretation but follow the text in another language;
- m) members should speak in their mother tongue if possible. Nuances and points will come across much better in one's native language than in global English;
- n) interpreters need to understand the speakers' ideas. Therefore, presenting a complete idea in every sentence is helpful and recommended; and
- o) members should speak clearly and keep an eye on the listeners.

2. Working without interpretation

Where interpretation service is not provided for a panel meeting, following some of the techniques used for interpreted meetings is a good practice in any case. It is helpful in such meetings to speak clearly, concisely and not too quickly. Avoid slang or idiomatic expressions. Jokes and humour can be difficult to follow as so much depends on words and meanings. If microphones are available, using them will help ensure that everyone can hear.

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APPENDIX C

PANEL REPORTS

1. In order to achieve a common understanding and standard content, the following guidance is provided on the production of panel reports.
2. Panel reports should be written in simple and concise language.
3. The reports should be presented in such a manner as to represent the advice of a group of experts to the ANC.

Structure of the report

4. Panel reports should include the following:
 - a) letter of transmittal addressed to the President of the ANC;
 - b) foreword;
 - c) table of contents;
 - d) list of recommendations;
 - e) history of the meeting:
 - 1) duration;
 - 2) attendance;
 - 3) list of officers and Secretariat;
 - 4) agenda;

- 5) working arrangements including languages;
 - 6) opening remarks of the President of the ANC;
 - f) list of abbreviations, if the use of footnotes is found to be impractical or cumbersome; and
 - g) report on agenda items.
5. The report on agenda items of the meeting should be compiled progressively in the order of the agenda.
6. Separate sections should be written on each agenda item. Normally a section on each agenda item should contain: an introduction, a summary of discussion and, if appropriate, recommendations arising from the discussion.
7. In the introduction, a brief statement should be given to provide any necessary information on past actions on the subject, including meetings of working groups, and information on the nature and the scope of the agenda item or on the basic elements of the problem to be discussed.
8. Recommendations developed before the meeting through working group activities shall be adequately covered.

Summary of discussion

9. A summary of discussion should highlight the discussions that have taken place and the reasons which led to the panel's conclusions. The summaries should be concise but sufficiently explanatory to facilitate the ANC's action on the report.
10. While the panel should seek to reach unanimous agreement in its conclusions, when this is not feasible the report should record the views of the majority as well as the views of the minority of members and the measure of support for each view.

Recommendations

11. Any proposals for action by the ANC should be stated in the form of recommendations. These should follow immediately the summary of discussion on the issue concerned.

12. If an agenda item gives rise to more than one recommendation, each recommendation should follow a summary of discussion on each issue concerned.

13. If a recommendation includes tabular or other material which is very lengthy, such material should be placed in an appendix at the end of the section on the agenda item concerned.

Future activities

14. If the agenda does not include a specific item on future activities, the report should, following the sections on agenda items, provide a section on the proposed programme of future activities, unless the respective meeting of the panel is its final meeting.

15. The section on future activities should include proposals for any changes to the work programme that the panel deems necessary.

16. If work following the panel meeting is to be pursued through working groups, the section should also provide an adequate account of the programme of work and tentative schedule and venue of those working group meetings.

— END —

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