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E. O. 11652: N/A
TAGS: PORG, EAIR, ICAO
SUBJ: ICAO: DEN/ICE III CONFERENCE, AGENDA ITEM 5 (FRG PROPOSAL)

REF: STATE 26051

1. FOLLOWING IS TEXT OF PROPOSED WORKING PAPER ON AGENDA
ITEM 5 PRESENTED BY FEDERAL REPUBLIC OF GERMANY.
QUOTE: AGENDA ITEM 5: REVIEW OF THE FOLLOWING
ARTICLES OF THE DANISH AND ICELANDIC JF AGREEMENTS: ARTICLE II;
ARTICLE VII, PARA 1; AND ARTICLE IX, PARA 1.

1. INTRODUCTION:
1.1 THE INTENT OF THIS PAPER IS TO INITIATE A DISCUSSION ABOUT
THE AERONAUTICAL BENEFITS DERIVED FROM THE FACILITIES AND
SERVICES PROVIDED UNDER THE TWO AGREEMENTS AND OF THE
RELATED PRINCIPLES OF COST SHARING COVERED BY THE
APPROPRIATE ARTICLES OF THE AGREEMENTS.

1.2 THIS IS NECESSARY BECAUSE THE DISCUSSIONS IN THE SPECIAL
NORTH ATLANTIC PANEL REVEALED CONSIDERABLE CHANGES IN
TRAFFIC FLOW, TRAFFIC PATTERNS, NAVIGATIONAL CAPABILITY OF
AIRCRAFT AND IN THE STAGE LENGTH OF FLIGHTS OVER THE NORTH
ATLANTIC DURING THE LAST 20 YEARS. THE POSSIBLE CONSEQUENCES

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OF THESE CHANGES WITH REGARD TO THE PRINCIPLES OF COST
SHARING COULD NOT BE DISCUSSED IN ANY DETAIL BY THE SPECIAL
NORTH ATLANTIC PANEL BECAUSE THIS WAS BEYOND ITS TERMS OF
REFERENCE.

2. DISCUSSION
2.1 WHEN THE PRINCIPLES OF COST SHARING IN THE TWO JF AGREEMENTS
-EUROPE AND ICELAND/GREENLAND,
-NORTH AMERICA AND GREENLAND/ICELAND AS WELL AS
-GREENLAND AND ICHELAND

THE PERCENTAGE OF THESE PARTIAL CROSSINGS IN RELATION TO THE NUMBER OF COMPLETE CROSSINGS WAS IN 1956 2.4 O/O ONLY.

2.2 IN THE LIGHT OF THIS SITUATION IN 1956, IT WAS APPRECIATED BY THE USER STATES THAT DENMARK AND ICELAND COULD BE EXPECTED TO PROVIDE THE VERY COSTLY FACILITIES AND SERVICES FOR THE OPERATION OF THE NORTH ATLANTIC TRAFFIC ONLY IF THE MAJOR PART OF THE TOTAL COSTS WOULD BE BORNE BY THE USER STATES. ACCORDINGLY, THIS WAS AGREED UPON IN THE PRINCIPLES OF COST SHARING LAID DOWN IN THE RESPECTIVE ARTICLES II, VII, AND IX OF THE TWO AGREEMENTS. IN DOING SO, RECOGNITION WAS ALSO GIVEN TO THE FACT THAT:
- METEOROLOGICAL INFORMATION WAS OF CONSIDERABLE IMPORTANCE FOR NORTH ATLANTIC OPERATIONS AND CONSEQUENTLY EXTENSIVE COSTS HAD TO BE BORNE FOR THE PROVISION OF SUCH INFORMATION, PRIMARILY FOR THE BENEFIT OF OVERFLYING TRAFFIC;
- NORTH ATLANTIC FLIGHTS WERE LARGELY DEPENDENT UPON THE PROVISION OF LONGE RANGE NAVIGATION FACILITIES LOCATED IN GREENLAND AND ICELAND AND
-AIRPORTS SUCH AS KEFLAVIK, WITH REYKJAVIK AS ALTERNATE, WERE EXTENSIVELY USED FOR REFueling BY THE FLIGHTS PERFORMANING COMPLETE NORTH ATLANTIC CROSSINGS, ALTHOUGH SUCH USE OF THESE AIRPORTS DID NOT RESULT IN ANY SIGNIFICANT BENEFITS TO THE ECONOMY OF THE PROVIDER STATES.

2.3 AT THE PRESENT TIME THE SITUATION HAS COMPLETELY CHANGED. THE STATISTICAL DATA FOR 1975 SHOW THE FOLLOWING:

THE WEEKLY AVERAGE OF PARTIAL CROSSINGS BETWEEN
- EUROPE AND ICELAND/GREENLAND,
- NORTH AMERICA AND GREENLAND/ICELAND AND
- GREENLAND AND ICHELAND
HAS RISEN TO 117 FLIGHTS. THIS REPRESENTS A TEN TIMES INCREASE IN COMPARISON WITH THE FIGURES OF 1956.

THE CORRESPONDING PERCENTAGE OF THE PARTIAL CROSSINGS IN RELATION TO THE ANNUAL TOTAL NUMBER OF COMPLETE CROSSINGS
HAS INCREASED FROM 2.4 O/O IN 1956 TO 7.03 O/O IN 1975 WHICH
STRONGLY SUGGESTS A COMPARATIVE INCREASE IN THE NATIONAL
BENEFIT OF THE PROVIDER STATES BEING DERIVED FROM THE
PROVISION OF THE RELEVANT FACILITIES AND SERVICES.

2.4 Equally, the aeronautical requirements have changed as a
consequence of considerable changes in traffic flow, traffic
patterns, navigational capability of aircraft and stage
length of flights over the North Atlantic. As a result of
the implementation of the SNAP-recommendations the
proportional cost for the meteorological services will be
very much reduced. Moreover, the originally high expenses
for radio navigation facilities will become comparatively
low after the withdrawal of the Loran stations and the
introduction of the minimum navigation performance speci-
fications (MNPS). Keflavik airport as an alternate for
North Atlantic traffic has no more importance today than
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MANY OTHER AIRPORTS ON ATLANTIC ISLANDS. HOWEVER, THE
REQUIREMENTS FOR THE PROVISION OF AIR TRAFFIC SERVICES AND
RELATED COMMUNICATION FACILITIES HAVE MEANWHILE VERY MUCH
INCREASED AND IN CONTRAST TO THE SITUATION 20 YEARS AGO
THESE SERVICES REPRESENT NOW ONE OF THE MOST SIGNIFICANT
COST FACTORS IN THE DANISH JF AGREEMENT.

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2.1 TODAY'S TRAFFIC SITUATION OVER THE NORTH ATLANTIC, AS FAR AS THE RELATIONSHIP BETWEEN COMPLETE CROSSINGS AND PARTIAL CROSSINGS IS CONCERNED, CAN BE DESCRIBED AS FOLLOWS:
- COMPLETE CROSSING OPERATIONS ARE NORMALLY BEING PERFORMED IN LEVEL FLIGHT IN THE AIRSPACE AROUND ICELAND AND GREENLAND AND, THEREFORE, DO NOT CAUSE PARTICULAR AIR TRAFFIC CONTROL PROBLEMS. MOST OF THE AIR TRAFFIC CONTROL PROBLEMS CONNECTED WITH COMPLETE CROSSINGS HAVE TO BE SOLVED BY THE AIR TRAFFIC CONTROL SERVICES OF THE STATES BORDERING THE OCEAN. ATC PROBLEMS IN THE ICELANDIC AIRSPACE RESULT TO A CONSIDERABLE EXTENT FROM TRAFFIC INBOUND TO OR OUTBOUND FROM ICELAND; ONLY PART OF THE PROBLEMS CAN BE ATTRIBUTED TO RANDOM TRAFFIC. THE CONTROL OF THE INBOUND AND OUTBOUND TRAFFIC IS OF DIRECT BENEFIT TO THE PROVIDER STATE WHICH IS SERVED BY THESE AIR TRANSPORT FLIGHTS.
- AFTER THE INTRODUCTION OF THE MNPS, COMPLETE CROSSING FLIGHTS OVER THE NORTH ATLANTIC WILL NEED LITTLE OR NO NAVIGATIONAL ASSISTANCE FROM GROUND STATIONS OF THE TWO PROVIDER STATES. COMPLETE CROSSINGS, ON ACCOUNT OF THEIR PERFORMANCE CAPABILITIES, ARE MUCH LESS EXPOSED TO ADVERSE WEATHER AND ACCORDINGLY REQUIRE LESS WEATHER INFORMATION. HOWEVER, NAVIGATIONAL FACILITIES AND METEOROLOGICAL SERVICES ARE EXTENSIVELY REQUIRED FOR ALL PARTIAL CROSSINGS WHICH EXECUTE THEIR DESCENT AND CLIMB AS WELL.

3. PROPOSAL

3.1 ON THE BASIS OF THE STATISTICAL EVIDENCE AND THE REASONS DESCRIBED ABOVE IT IS PROPOSED THAT A STUDY BE CARRIED OUT TO DETERMINE WHETHER THE DEVELOPMENT OF THE NORTH ATLANTIC AIR TRAFFIC OVER THE LAST 20 YEARS STILL JUSTIFIES THE APPLICATION OF THE PRINCIPLES OF COST SHARING AS LAID DOWN IN ARTICLES II, VII PARA. 1, AND IX PARA. 1 OF THE TWO JF AGREEMENTS.

3.2 WHEN CONDUCTING THE STUDY, SPECIAL CONSIDERATION SHOULD BE GIVEN TO:
A) THE CHANGED OPERATIONAL REQUIREMENTS OF COMPLETE NORTH ATLANTIC CROSSINGS IN COMPARISON WITH THOSE OF PARTIAL CROSSINGS,
B) POSSIBLE CHANGES IN THE NATIONAL BENEFIT DERIVED BY USER AND PROVIDER STATES FROM THE PROVISION OF FACILITIES AND SERVICES UNDER THE TERMS OF THE TWO AGREEMENTS AND
C) WHAT CHANGES OF THE PRESENT COST SHARING SHOULD BE INTRODUCED IN CONSEQUENCE OF THE RESULTS OF A) AND B) ABOVE. UNQUOTE