

CONTENTS

Mosaic : Broad outline, p.2

Why do we have to act, p.3

Mosaic in four questions, p.4

The virtual ACC solution, p.4

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MOSAIC NEWSLETTER

MOSAIC

MAKE THE SKY A SAFER PLACE



www.project-mosaic.eu



Open letter sent in november 2006 to Mosaic european governments

Dear Mr Minister,
Dear Mr Director,

Ever since the adoption of the Single European Sky regulations in 2004, Europe has struggled and attempted to define the role and identity of its air traffic control services. In the latest attempt to date, Mr Horst Köhler, President of the Federal Republic of Germany refused to sign the Air Traffic Services Act (Flugsicherungsgesetz/FSG), which was about to allow the completion of the privatisation of DFS (Deutsche Flugsicherung GmbH), the German air navigation service provider.

The MOSAIC group, comprising social partners and professional organisations representing every actor of the air traffic control safety chain, has now been working for many months to promote an ambitious and yet realistic European project: the construction of a single air navigation service provider for France, Germany, Italy, Switzerland, Belgium, the Netherlands, Luxembourg, and the Eurocontrol en-route centre located in Maastricht.

Since the beginning of our cooperation, we have never ceased to propose the creation of a single European Air Navigation Service Provider (ANSP), on the basis of reinforced cooperation and in line with the European Treaty of Nice. We put Safety and Efficiency ahead of any other consideration. We therefore think that the provision of Air Navigation Services should be widely confirmed as a service of general interest of non-economic nature.

The Mosaic project has been largely discussed, and is becoming well known. However, true practical decisions remain scarce. We view the act of Mr Köhler as a very strong and positive sign. Beyond the recognition of that courage, we expect it to trigger other reactions. Aside from most likely being unconstitutional, DFS privatisation should be seen as the bad move it constitutes for European aviation. Therefore the entire European Air Navigation Service Community should not just commend Mr Köhler's decision but act constructively.

The MOSAIC group members view the sign given by Mr Köhler as an invitation to further discuss and define together a common future for safety in the skies of the countries concerned (handling more than 71% of European flights). That is precisely the reason why we are turning to you directly. We urge you to allow, to facilitate and to actively pursue the discussions and exchanges of views, to achieve what we have been calling for: an enhanced harmonised safety in the European skies.

Politicians, decision makers and social partners have to stand together. It is our common duty to open a new way, to explore new possibilities in order to build a single provider based on a unified European Safety standard in a region that will see its already very dense traffic increase even further.

We cannot afford to miss such a chance. It would be the failure of a safety system, but it would also mark a new setback in the construction of an operational, social and efficient Europe working for the greater interests of its own citizens.

SESAR, the program of modernisation and infrastructure integration is now well under way. The professionals responsible for Safety in the skies will ultimately be those who will use whatever comes out of SESAR. It is unthinkable to imagine that they should be denied the chance to cooperate fully and to share their own "know-how".

MOSAIC must see the day. Each one of us is responsible for making it happen. Not only is it a question of safety and security in the airspace of your own country, but also a question of safety and security for the populations affected by aircraft flying above them. You are, by law, responsible for it. We are, by duty, and through our functions in charge of it. Together, we must act now.

Yours, sincerely,

Nicolas Hinchliffe, MOSAIC Spokesman

MOSAIC PROJECT broad outline

Along with the developments linked to the SES legislation and the increasing competition in their sphere of activity, a group of trade unions and professional associations of 7 countries (Benelux, France, Germany, Italy and Switzerland) and Maastricht en-route centre have decided to join their efforts to propose a European model for the provision of Air Traffic control in their respective airspaces. Together, they want to build the Airbus of ATM.

This model, called project MOSAIC, requires the phased creation of a single European public agency in the concerned area that will eventually replace existing ATM national entities.

Three phases leading to final integration:

Phase 1: Increased cooperation between states/providers concerned in operational fields.

Phase 2: Creation of a common financial regime.

Phase 3: Integration of the human resources in one single agency.

Considering SES and future FAB implementation, we strongly believe that MOSAIC constitutes the ideal institutional model to :

- Guarantee the highest safety standards by preventing to make profits at the expense of safety ;
- Avoid costly and inefficient competition in ATM ;
- Guarantee the highest working conditions standards ;
- Meet SES objectives faster than any competition oriented model.





There are two possible reactions to the introduction of competition as suggested by the Single European Sky document and embraced by certain service providers: either to accept it without resistance or to suggest a viable alternative.

Trade Unions and Professional Guilds involved in MOSAIC have decided to unite all ATS professionals in their countries to support a public service-based alternative.

WHY WE MUST ACT

TO OPPOSE THE COMPETITION-BASED MODEL

Since the adoption of the Single Sky in 2004, the competition-based model has gained ground in Europe. Competition in ATS will result in added pressure on safety standards and working conditions. Germany, by means of the new Air Traffic Services Act, has set the perfect negative example: holding on to top-level safety standards is not required any more, and minimum EU requirements have been adopted to make the German provider more competitive.

Competition, alas, means lowering the standards to beat the competitor by way of lower prices.

We must organize our combined forces to mount an effective opposition. But that alone and holding on to the conservative attitude of "don't change the system and everything will be fine" will not succeed, but inevitably result in our organisations being accused of being anti-progress, or simply anti-everything. We will be the culprits for a range of things from insufficient capacity to inefficient routes to delays, and even to reduced safety.

TO REJECT CREEPING PRIVATISATION

Europe is on the move and deregulation will not be stopped. So we must act to prevent mistakes in other areas where staff have moved from public service to a private environment.

Rejecting competition and privatisation is a good thing. Stating that we want something different to enable progress is even better. Best of all, however, is to clearly state what we would like to see, and join forces to make it happen!

Progressive steps are required. They will provide a structure for officials to work with, and ensure that the project meets staff expectations. By no means will we give up what we have now without knowing what we will get.

HOW DO WE BUILD ?

One step after another...

To build a single provider over the airspace of our countries, it is necessary to move step by step. Air traffic management does not move forward with revolutions, but rather with evolutions. We have identified three possible phases, leading from the present situation to the final aim of Mosaic. Each phase regroups key elements, that would be put in common in due time.

FROM REINFORCED COOPERATION...

The first stage is the introduction of technical and operational cooperation.

The second stage is the pooling of route charges. Past operational projects have always been limited by financial

in their original body, until a single status has been established which will ultimately eliminate the risk of social dumping in our professions.

WHAT DO WE BUILD ?

MOSAIC is in fact the «pooling» of our resources. It is a new approach, built by each actor. It is not, and never will be, the imposition of a given predefined model to all. Competition means that one provider imposes its will to others. MOSAIC is the opposite. We aim at building together a provider for the airspace of our own countries.

We study our methods, identify best practices, and examine how they could be generalised. A very pragmatic and highly efficient approach to build a regional European organization.



ORGANIZATION UNDER THE SUPERVISION OF STATES

The management of this regional agency for air navigation services will take place under the supervision of the Member States. This key element is essential to prevent privatization and competition. Today, for instance, Eurocontrol is supervised by the Ministries of transport in the various countries concerned. Tomorrow, the European agency for air navigation services will be directly attached to a Council of ministers representing the involved member states.

AN ORGANISATION UNDER PUBLIC OWNERSHIP FINANCED UNDER THE COST RECOVERY PRINCIPLE

The organization will be a public owned entity in order to guarantee that safety remains the primary objective, taking precedence over all other considerations (environment, capacity, cost, etc...). The financing mechanism, via user charges and/or state compensations, has to be based on the cost recovery principle which constitutes a guarantee of the costs objectivity and renders any profit impossible, over-recoveries being repaid to the users. ■

constraints, as any traffic flow means route charges and income for the provider. Once individual interests on optimising individual revenue are eliminated, common airspace management can be set up.

...TOWARDS INTEGRATION IN MOSAIC

The third stage will involve setting up MOSAIC structure as the sole service provider for the seven countries. The staff from the original providers will be attached to the new institute, working along a single set of high operational standards and receiving uniform, top-quality training. They will continue to progress



MOSAIC : Miscellaneous questions

— Does MOSAIC aim at reducing the number of centres in Europe ?

— MOSAIC : No! You do not increase your efficiency by closing down centres. To reduce fragmentation you must first and foremost reduce the number of different generations and types of ATC systems, optimise the airspace structure (cross-border) and harmonize people and procedures. A project such as mosaic will allow the local providers to purchase and operate the same ATC systems, purchase larger groups of identical CNS systems, share training facilities and on a wide basis, optimise the airspace structure between the various centres as they all form part of the same organisation.

— Why do we hear so much about the number of centres in Europe ?

— MOSAIC : because this was used by politicians as an excuse to promote their views. The issue of the number of centres has become symbolic, when, in fact, it only accounts for a minor part of the total costs. Let me take an example : You could put all the european controllers in one gigantic room: if they all go on working on their own system, you would not gain anything! Much to the contrary, if one single



system is developed and implemented in common, each controller will be able communicate with its neighbours as easily as if he was sitting right next to them. The economies do not lie in the location of the ops rooms. They lie in the use that is made of the systems (for further details, see frame «virtual ACC»).

— What is fragmentation ?

— This generic name was made famous by studies on cost effectiveness. It now is used as a generic name for very different things. Fragmentation was so much referred to that it now triggers defensive attitudes among employees in ATC. Why ? Because most of the time, it has been used to justify consolidation of en route centres and forced relocations. When we all know that it is not a solution.

— Isn't SESAR an answer to fragmentation?

— SESAR is a major technical project. However, if the providers are not organised so as to make the best use of what could come out of SESAR, it will simply be of no use. MOSAIC is a complete answer to the issue of airspace fragmentation. In that respect, it is fully coherent with SESAR.

VIRTUAL ACC: AN ALTERNATIVE TO CENTRE CONSOLIDATION

A lot of ATC-employees reject forced relocation. Experience from centre consolidation in the UK, Norway and Germany shows that forced relocation is often a reason for social disputes. However, Functional Airspace Blocks could also be implemented through «virtual ACC». A FAB that covers the airspace of more than one state can be controlled from two or more existing centres, acting together as a «virtually integrated ACC». The systems to be developed for these centres require a high interoperability to enable dynamic sector control from the various states.

For the air traffic controller, there should be no difference in coordinating with a colleague at the other end of the same control room, or one that is located 400nm away. Dynamic staffing of sectors amongst different centres would bring economies of scale, without the social disputes connected to forced relocations.

The MOSAIC group aims at building the Airbus model of CNS/ATM. Parts are to be built in several countries, fitting perfectly into a seamless CNS/ATM-system over Europe. By combining a lot of brightly coloured tiles (the local unions and associations) a beautiful european CNS/ATM system is to be developed as a neatly fitting mosaic. Similar to Airbus, MOSAIC aims at using advanced technology to bring the CNS/ATM system to a higher level of safety whilst reducing fragmentation.

