

Review of the report of search and rescue costs for air navigation services

Annex

December 2023

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TABLE OF CONTENTS

1.	QUESTIONNAIRE DESCRIPTION	2
1.1	<i>Selected survey instructions</i>	2
1.2	<i>Survey questions and applicable multiple choice answers</i>	2
2	INFORMATION ON THE QUESTIONNAIRE AND THE AIR NAVIGATION SERVICES PROVIDERS.....	3
3	NSA REPLIES	5
3.1	<i>Section 3: Provision of Search and Rescue SAR</i>	5
4	FOLLOW-UP MEETINGS	14

1. QUESTIONNAIRE DESCRIPTION

1.1 Selected survey instructions

- 1 The PRB sent a common questionnaire on 12th May 2023 to the Member States, who provided on 16th June 2023 detailed answers on the way they report MET and SAR costs (hereafter, the “Questionnaire”).
- 2 The PRB designed the Questionnaire, titled “Questionnaire for NSAs on the reporting on costs of MET and SAR for ANS”, to better understand how Member States define the share of SAR costs allocated to civil aviation and recovered through ANS charges. Out of the 29 NSAs, 28 provided responses, with only Belgium missing.
- 3 For each question, NSAs were able to upload supporting documents to provide additional information that NSAs deemed helpful.
- 4 NSAs were invited to use comment boxes to provide additional information, or if applicable select the option "Other" to provide any clarifications.

1.2 Survey questions and applicable multiple choice answers

- 5 Q1. Indicate on behalf of which Member State you are completing this survey (maximum one completed survey per Member State).

Section 3: Arrangements for the provision of SAR services

- 6 Purpose: to obtain information on the setup of SAR service provision in your Member State.
- 7 Q13. Please provide a brief description of the entity or entities responsible for the provision of Search and Rescue (SAR) services for civil aviation in your Member State.
- 8 Q14. Are there any cross-border arrangements in place for the purpose of providing SAR services in the civil aviation domain (e.g. to pool resources, exploit synergies, etc.)?
 - Option 1: Yes (Brief description of the cross-border arrangements in the comment box below); and
 - Option 2: No (Brief description of the reason in the comment box below, e.g. sufficient local resources, national legal requirements, etc.).
- 9 Q15. Some Member States have reported costs for the provision of SAR which are included in the RP3 performance plans.

Please provide a brief rationale for the inclusion or exclusion of relevant costs in the RP3 performance plan of your Member State (e.g. local legal requirements, sharing of financial burden between users, eligibility, and cost allocation methodology).

2 INFORMATION ON THE QUESTIONNAIRE AND THE AIR NAVIGATION SERVICES PROVIDERS

Name of responding NSA	Date of submission	Name of civil ANSP
Austrian NSA	06-07-23	Austro Control
Belgian NSA	Not provided	skeyes/MUAC Belgium
Bulgaria NSA	16-06-23	BULATSA
Croatia NSA	16-06-23	Croatia Control
Cyprus NSA	05-06-23	DCAC Cyprus
CAA Czech Republic	16-06-23	ANS CR
Denmark NSA	19-06-23	NAVIAIR
Estonia NSA	30-06-23	EANS
Finland NSA	12-06-23	Fintraffic ANS
France NSA	15-06-23	DSNA
BAF (German NSA)	14-06-23	DFS
HCAA (Greece NSA)	15-06-23	HASP
Hungarian NSA	15-06-23	HungaroControl
Ireland NSA	16-06-23	IAA
Italian NSA	16-06-23	ENAV
Latvian NSA	12-06-23	LGS
Lithuania NSA	16-06-23	Oro Navigacija AB
Luxembourg NSA	16-06-23	skeyes/ANA LUX/MUAC Luxembourg
Malta NSA	27-04-23	MATS
Netherlands NSA	14-06-23	LVNL/MUAC
Norwegian NSA	06-06-23	Avinor Flysikring AS
Polish NSA	06-06-23	PANSA
Portugal NSA	15-06-23	NAV Portugal
Romania NSA	08-06-23	ROMATSA
Slovakia NSA	27-06-23	LPS
Slovenia NSA	12-06-23	Slovenia Control

Name of responding NSA	Date of submission	Name of civil ANSP
Spanish Civil NSA – AESA (State Safety and Security Aviation Agency) Spanish Military NSA – Spanish Air and Space Force Spanish Meteorological NSA - MITERD	13-06-23	ENAIRE - AEMET
Sweden NSA	19-06-23	LFV
Switzerland NSA	23-05-23	Skyguide

Table 1 - Responses from the NSAs to SAR questionnaire (source: PRB elaboration on the questionnaire).

3 NSA REPLIES

3.1 Section 3: Provision of Search and Rescue SAR

Q13. Please provide a brief description of the entity or entities responsible for the provision of Search and Rescue (SAR) services for civil aviation in your Member State.

10 Table 2 provides the answers of the Member States regarding the entities responsible for providing SAR services for civil aviation.

Member State	Entities
Austria	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - Austro Control GmbH; - Austrian Air Force; - Police Helicopter Fleet of the Ministry of the Interior; - Private rescue helicopter companies with contractual ties to Austro Control; and - Radio monitoring station for supporting with specific data.
Bulgaria	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The Directorate General "Civil Aviation Administration" (DG CAA); - Ministry of Defence; - Ministry of the Interior; - Ministry of Health; - Ministry of Foreign Affairs; - Municipalities; - Airport operators; - Bulgarian Red Cross; - Non-governmental organisations; - Volunteers; and - Private entities. <p>These entities form the National SAR system and contribute their resources, personnel, and capabilities to carry out SAR activities.</p>
Croatia	<p>Primary entities responsible for the provision of SAR services for civil aviation:</p> <ul style="list-style-type: none"> - The Ministry of Interior; - Civil Protection Directorate; and - The Ministry of the Sea, Transport, and Infrastructure. <p>These entities operate through the Maritime Rescue Coordination Centre – Rijeka. Other entities involved in the SAR system include:</p> <ul style="list-style-type: none"> - The Croatian Mountain Rescue Service; - Croatian Fire Service; - Ministry of Defence; - Ministry of Health; - Ministry of Foreign and European Affairs; - Croatian Meteorological and Hydrological Service; - Croatian Red Cross; - Croatian Institute of Emergency Medicine; - Croatian Air Traffic Control; and

	<ul style="list-style-type: none"> - Croatian Civil Aviation Agency.
Cyprus	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The Ministry of Defence is responsible for the provision of SAR services for civil aviation; and - Other users of SAR services include relevant entities within the Ministry of Defence.
Czech Republic	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - ANS CR; - SAR flying units from the Ministry of Defence; and - SAR flying units from the Ministry of Interior. <p>Only the costs of ANS CR are included in the performance plan, and there are no separate SAR costs for CAA CZ.</p>
Denmark	<p>Entity responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The Danish Defence is responsible for providing SAR services for civil aviation through the Joint Rescue Coordination Centre Denmark (JRCC). The Danish Defence covers both air and maritime incidents within the Danish Search and Rescue Region (SRR).
Estonia	<p>Entity responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The Ministry of the Interior.
Finland	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - Fintraffic ANS/ARCC Helsinki is responsible for providing aeronautical SAR services in Finland. They gather relevant information, coordinate actions, plan and conduct airborne search activities, and ensure rescue services reach the scene of the accident; - National rescue services; and - Finnish Border Guard.
France	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The French Civil Aviation Authority is responsible for the general SAR policy; - DSNA SAR department coordinates its implementation; - The Air Force; - BTIV sections in the ACCs; and - The French Missions Control Centre (FMCC).
Germany	<p>Entity responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - Performed for all aircraft by the appropriate facilities of the Federal Ministry of Defence (BMVg).
Greece	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The Ministry of Defence through the Hellenic Air Force; and - The Ministry of Maritime Affairs & Insular Policy through the Hellenic Coast Guard. <p>The services are organised separately for aeronautical and maritime search and rescue, respectively. All aircraft flying in the ATHINAI FIR can be potential users of the SAR services.</p>
Hungary	<p>Entity responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - Hungarian Defence Forces.
Ireland	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The Department of Transport; - The Irish Coast Guard (IRCG); and - The Irish Air Navigation Services (AirNav Ireland). <p>The IRCG coordinates primarily maritime SAR but also aeronautical SAR incidents, working closely with the aviation rescue coordination centre (ARCC) and sub-centre (ARSC) operated by AirNav Ireland. The Irish Aviation Authority (IAA) oversees the ARCC/SC.</p>
Italy	<p>The provision of SAR services for civil aviation is the responsibility of other public entities, and the costs are supported by the State. The ANSP and ITAF are not involved in SAR services, and as a consequence, no SAR costs are included in air navigation services charges.</p>
Latvia	<p>Entities responsible for the provision of SAR services:</p>

	<ul style="list-style-type: none"> - The State Border Guard's ARCC (Air Rescue Coordination Centre) for land-based coordination; and - The Navy's MRCC (Maritime Rescue Coordination Centre) for sea-based coordination. <p>Both ARCC and MRCC coordinate SAR operations using appropriate State resources available, including the Latvian Air Force, Border Guard, Navy, and resources from neighbouring States if necessary and available (Sweden, Estonia, and Lithuania).</p>
Lithuania	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The Ministry of the Interior; - Air Force; - Aeronautical Rescue Coordination Centre (located at the main ANSP); - Maritime Rescue Coordination Centre; and - State Border Guard Service under the Ministry of Interior.
Luxembourg	<p>Entity responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The national ANSP is currently acting as the Rescue Sub Centre. However, no costs for SAR services were included in the performance plan (both in RP2 and RP3).
Malta	<ul style="list-style-type: none"> - The military - costs are not passed on to airspace users; and - No other specific users of SAR are mentioned.
Netherlands	<p>Entity responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The Coast Guard, which is a coordinating organisation working for six ministries.
Norway	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - Norwegian rescue services, specifically JRCC Bodø and JRCC Stavanger; and - Other users of SAR provided by these entities are not specified.
Poland	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - Polish Air Navigation Services Agency provide aeronautical search and rescue service (ASAR), in cooperation with other entities such as: The National Firefighting and Rescue System, the State Medical System, and the Maritime SAR Service.
Portugal	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - Portuguese Air Force; and - Portuguese Navy.
Romania	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - ROMATSA, which provides the alerting service; - The Ministry of Internal Affairs, which ensures operational coordination for search and rescue missions on land and inland waters; and - The Ministry of Transport and Infrastructure, which ensures operational coordination for search and rescue missions at sea and on inland navigable waters.
Slovakia	<p>SAR services for civil aviation are covered by both the civil and military parts. The civil part operates the Rescue Coordination Centre, while the military part provides personnel and aircraft for SAR activities.</p>
Slovenia	<p>Entities responsible for the provision of SAR services:</p> <ul style="list-style-type: none"> - The Civil Aviation Authority; - The Committee for the Management of the Search and Rescue Service; - The Police; - The Maritime Administration; - The Ministry of Defence; - The Administration of the Republic of Slovenia for Civil Protection and Disaster Relief; - The RCC (Rescue Coordination Centre) is operated by SloveniaControl Ltd (ANSP); - The supporting forces include protection, rescue, and relief forces from the Slovenian Armed Forces; and - The National COSPAS SARSAT Focal Point is located in the Slovenian Maritime Administration.

Spain	Entity responsible for the provision of SAR services: - Spanish Air and Space Force.
Sweden	Entities responsible for the provision of SAR services: - The Swedish Maritime Administration; and - Other users of SAR provided by the responsible entity include private and military aviation. The system is also partially used and financed by the recreational maritime sector and commercial shipping through fairway dues. The resources of the SAR system can be used by other rescue services such as mountain rescue without additional fee.
Switzerland	Entities responsible for the provision of SAR services: - Swiss Air Force, which operates the RCC and conducts search flights; - Rescue services are provided by commercial HEMS operators, ground-based private and/or commercial organisations, or state blue light organisations; and - Oversight is done by FOCA.

Table 2 – Entities responsible for providing SAR services for civil aviation in each Member State (source: PRB elaboration on the questionnaire).

Q14. Are there any cross-border arrangements in place for the purpose of providing SAR services in the civil aviation domain (e.g. to pool resources, exploit synergies,...)?

- 11 19 Member States stated that there are cross-border arrangements in place for the purposes of providing SAR services in the civil aviation domain (Table 3) while nine stated that no such arrangements were in place (Table 4).

Option 1: Yes (Brief description of the cross-border arrangements in the comment box below)	
Austria	Cross-border contracts with neighbouring countries, especially related to RCC/SAR duties with: <ul style="list-style-type: none"> - Germany; - Switzerland; and - Czech Republic.
Bulgaria	Administrative processes are ongoing for signing: <ul style="list-style-type: none"> - A multilateral agreement with RASARAC Member States; and - A bilateral agreement with Greece.
Croatia	Croatia has signed bilateral cross-border agreements with: <ul style="list-style-type: none"> - All countries regarding cooperation in the field of Civil Protection; and - As a member of the Regional Aeronautical Search and Rescue Advisory Committee, Croatia plans to sign an agreement with regional Member States to establish international assistance in case of need in aviation search and rescue.
Czech Republic	There are cross-border coordination agreements with: <ul style="list-style-type: none"> - RCC Vienna, as well as agreements for cross-border cooperation of SAR helicopters in dealing with various calamity situations and saving human life.
Denmark	Denmark has signed agreements with: <ul style="list-style-type: none"> - Neighbouring States.
Finland	Finland has cross-border arrangements in place with other States, such as: <ul style="list-style-type: none"> - Sweden; - Norway; and - Estonia. <p>Where they regularly share information about national resources available for cross-border operations. Each party carries out their own costs based on bilateral agreements. Finland is also part of the Arctic Council SAR agreement with:</p> <ul style="list-style-type: none"> - Russia; - Norway; - Iceland; - Canada; - The USA; - Denmark; and - Sweden.
France	Cross-border arrangements are in place between: <ul style="list-style-type: none"> - Spain; - Italy; and - Other States, to enable coordination and cooperation in SAR operations (5+5 initiative: Portugal, Italy, Spain, Italy, Spain, Malta, Algeria, Libya, Mauritania, Morocco, and Tunisia).
Germany	Cross-border arrangements are in place with:

	<ul style="list-style-type: none"> - Neighbouring States for mutual support and coordination between Rescue Coordination Centres (RCCs) in near-border areas.
Greece	<p>Cross-border arrangements are in place for aeronautical SAR services, including a:</p> <ul style="list-style-type: none"> - Greek-Italian Agreement; - Greek-Egyptian Memorandum of Understanding (MoU); and - The JRCC PIRAEUS cooperates closely with neighbouring organisations to effectively carry out SAR operations.
Hungary	<p>Cross-border arrangements are in place for SAR services with:</p> <ul style="list-style-type: none"> - Romania. <p>The Hungarian Defence Forces intend to make arrangements with neighbouring countries of Hungary for future cross-border cooperation in SAR.</p>
Ireland	<p>There is a Memorandum of Understanding (MoU) between the Irish Coast Guard and:</p> <ul style="list-style-type: none"> - The UK Maritime and Coast Guard Agency; and - The French Atlantic Maritime Prefecture. <p>Ireland also participates in various international fora to promote cooperation in SAR.</p>
Latvia	<p>Cross-border arrangements are in place for SAR services with:</p> <ul style="list-style-type: none"> - Neighbouring States; - Lithuania; - Estonia; and - Sweden. <p>Operational level agreements between the SAR coordination centres prescribe these support arrangements.</p>
Norway	No details provided
Portugal	<p>Portugal has cross-border agreements with adjacent FIR countries such as:</p> <ul style="list-style-type: none"> - The United Kingdom; - United States; - Spain; - Morocco; and - Cape Verde for the provision of SAR services.
Slovakia	No specific details are provided about the cross-border arrangements in place.
Slovenia	<p>Cross border arrangements are in place and involve international cooperation in the field of protection against natural and other disasters, preferentially with:</p> <ul style="list-style-type: none"> - Neighbouring States; - States in the region (Serbia, North Macedonia, and Montenegro); - The European Union (Emergency Response Coordination Centre - ERCC); - The United Nations (Emergency Relief Coordination Centre - UN-OCHA); and - NATO (Euroatlantic Disaster Response Coordination Centre - EADRCC).
Spain	<p>There are cross-border arrangements in place for the purpose of providing SAR services in the civil aviation domain, including agreements with:</p> <ul style="list-style-type: none"> - Senegal; - France; - Italy; - Portugal; - The United Kingdom; - Cape Verde; - Morocco; - Algeria; and - Mauritania.
Sweden	<p>The Swedish government has signed bilateral agreements with:</p> <ul style="list-style-type: none"> - All neighbouring States. <p>Operational routines for cooperation have been developed with each counterpart.</p>

Switzerland	There are cross-border arrangements in place for: - All neighbouring States, but there is no financial impact.
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Table 3 - Member States with cross border arrangements in place for the provision of SAR services (source: PRB elaboration on the questionnaire).

Option 2: No (Brief description of the reason in the comment box below)	
Cyprus	-
Estonia	-
Italy	-
Latvia	The institutions responsible for SAR services are funded from the State budget, except for the Aeronautical Coordination Centre located within the ANSP.
Luxembourg	The overall SAR framework in Luxembourg is being reviewed and restructured.
Malta	-
Netherlands	-
Poland	There are sufficient local national resources and national legal requirement.
Romania	The national legal requirements in place specify the exact responsibilities of all stakeholders.

Table 4 – Member States without cross border arrangements in place for the provision of SAR services (source: PRB elaboration on the questionnaire).

Q15. Some Member States have reported costs for the provision of SAR which are included in the RP3 performance plans.

reported their exclusion. Table 5 provides the answers given by the Member States to Q15.

12 17 Member States reported the inclusion of the SAR costs in the RP3 performance plan, while 11

Member States that included SAR costs in their RP3 performance plans	
Austria	Austro Control is tasked with search and rescue services for civil aviation and operates a coordination centre exclusively for this purpose. The operating costs of the centre, as well as the costs for search missions and training, are recorded and accounted for. These costs are reimbursed to Austro Control by law. The Federal Government is responsible for any other services related to SAR tasks.
Bulgaria	The inclusion of SAR costs in the plan is based on the national civil aviation policy and the provisions of the Civil Aviation Act. The costs cover the implementation of activities according to the National Plan for Search and Rescue in the event of aviation accidents and aim to ensure the continued capability of participants in the National SAR Plan to perform SAR activities. The inclusion of SAR costs also enhances interdepartmental coordination and interoperability with other participants at the national level.
Croatia	The inclusion of SAR costs is based on prioritising recognised needs within the SAR system and planning activities to improve the system through exercises, training, and procurement of equipment. The costs are projected based on the assessment of needs sent to the regulatory body, the Croatian Civil Aviation Agency.
Cyprus	SAR costs are included in the RP3 performance plan, considering them eligible in the context of providing ANS services.
Czech Republic	The SAR-related costs of ANS CR were included in the RP3 performance plan, considering them eligible costs and an integral part of the services provided to civil aviation. These costs are exclusively included in the en route cost base and are monitored using purpose numbers.
Estonia	The costs for SAR provision have been charged to airspace users since 2012.
Finland	The inclusion of SAR costs in the plan is based on legal requirements where the provision of aeronautical SAR services is issued to a nominated air navigation service provider (Fintraffic ANS). ARCC Helsinki, as an en route unit, utilises shared staff and technical environment with ATC.
France	SAR costs related to DSNA SAR department civil staff, FMCC costs allocated to civil aviation, some equipment costs, and certain flight costs are included in the RP3 performance plan. Other costs related to SAR, such as aircraft purchase and maintenance, staff costs, and operational costs, are directly borne by the Ministry of Defence and not included in the cost base.
Greece	SAR costs were included for the first time in the RP3 performance plan in Greece. The rationale for inclusion is the sharing of the financial burden between users where applicable.
Hungary	The Hungarian Defence Forces have included costs for the provision of SAR in the RP3 performance plans based on eligibility. Costs are allocated to civil ANS using a sharing key, where only 50% of the total SAR costs are related to civil air traffic, and 90% of that is considered eligible.
Ireland	SAR costs have not previously been included in the Irish performance plans, and no representation has been made for their inclusion. SAR supervision costs are included in the RP3 plan as the responsibility of the Irish NSA. If a representation was made for the inclusion of SAR service costs, the NSA would consider them for inclusion.
Latvia	The inclusion of SAR costs in the RP3 performance plan is based on the User Pays Principle. Eligible costs incurred by the State Border Guard regarding SAR operations for civil aircraft and people injured in an aviation accident are included in the performance plan. SAR is considered one of the components of ANS services, and the rationale includes the sharing of the financial burden between users and the adherence to the eligibility and cost allocation methodology.
Lithuania	Rationale not provided

Poland	SAR costs included in the cost base are related only to operational and supporting PANSAs personnel costs.
Portugal	Portugal included SAR costs in RP3 to adhere to the User Pays Principle, including all costs associated with ANS provision. The costs associated with SAR activities, including the operation of equipment and crews, are included in the performance plan.
Spain	The SAR service is the result of the collaboration between the Ministry of Defence (Spanish Air and Space Force) and the Ministry of Transport, Mobility and Urban Agenda. The NSA verifies and monitors the SAR costs included in the cost bases each year, focusing primarily on (i) the SAR costs included as a part of the ANSP costs and only in en route cost bases, because there are no military services in the terminal charging zone, and (ii) the cost drivers used by the analytical accounting model are correctly defined (the flying hours assigned to civil SAR are calculated and considered).
Sweden	It is based on the “user pays” principle and on the compliance with regulations.

Table 5 – Member States that include SAR costs in the RP3 performance plan (source: PRB elaboration on the questionnaire).

4 FOLLOW-UP MEETINGS

- 13 To obtain further clarification on the SAR service provision in specific Member States, on 16th October, the PRB proposed bilateral online meetings with a selected group of NSAs (hereafter, the “follow-up meetings”). As part of this approach, the PRB proposed that each NSA invites the relevant ANSP in charge of the SAR service. The follow-up meetings were held between 19th October and 3rd November 2023.
- 14 The PRB prepared the questions to be discussed and shared with the NSAs at a minimum of two days before the agreed date for the follow-up meetings. Follow-up meetings were proposed to eight Member States, out of which four meetings were organised, with two Member States providing a written response in place of a meeting. Two Member States provided written responses alongside the organised follow-up meetings. The Member States that the PRB reached out to, alongside the responses received, are presented in Table 6.
- 15 For all the meetings that took place, the PRB wrote minutes. The written answers and the information provided during the follow-up meetings were used to insert relevant details into the main report.

Member State	Follow-up meeting	Written answers	Additional documents
Cyprus	Yes, on 30 th October	No	Yes
Estonia	No	No	No
Ireland	No	No	No
Greece	Yes, on 2 nd November	No	No
Hungary	No	Yes	No
Latvia	Yes, on 18 th October	Yes	Yes
Poland	No	Yes	No
Spain	Yes, on 3 rd November	No	Yes

Table 6 – General information for each Member State selected (source: PRB elaboration on the follow-up meetings).