

PALESTINE

Strategic Framework for the Development and Rebuilding of the Civil Aviation Sector

Institutional • Legislative • Human • Technical • Operational Readiness

1. Current Situation and Strategic Context

No fully operational national aviation system today.

Palestine does not currently have an integrated, fully operational civil aviation system built around a functioning Palestinian international airport.

Existing institutional and market foundations.

The PCAA and sector-related institutions, travel/tourism agencies and airline/travel offices provide an institutional and commercial foundation on which the sector can be rebuilt.

Strong underlying passenger demand.

For planning purposes, the sector should use as a baseline the current estimate of more than one million Palestinian air travelers annually, with a substantial share using foreign airports, particularly Jordan.

Strategic implication.

The task is not simply to expand an operating sector; it is to build the legal, institutional, human, technical and operational foundations required for a future national aviation system.

2. Strategic Rationale and Vision

Strategic Rationale

Rebuilding civil aviation is a long-term national capacity-building process.

Readiness must be developed before airport operations begin.

Planning should integrate regulation, safety, security, infrastructure, people, technology and markets.

Continuous alignment with ICAO SARPs and international developments is essential.

Vision for the Future System

Safe, secure, resilient and sustainable civil aviation.

An integrated ecosystem serving passengers, cargo, tourism and economic activity.

Clear separation of regulatory, oversight, operational and commercial functions.

National capability that can scale when airport and air transport operations become feasible.

3. The Civil Aviation System to Be Rebuilt

Regulation and oversight

Legislation, licensing, certification, surveillance, safety management, security and facilitation.

Airports and operations

Airport planning, infrastructure, aerodrome operations, ground handling, emergency services and business continuity.

Air navigation

CNS/ATM, airspace management, aviation information and future operational requirements.

Air transport market

Airlines/operators, air service arrangements, passenger services, cargo/logistics, travel and tourism agencies.

Technical and professional ecosystem

Maintenance and technical services, aviation training, engineering, data, digital systems and cybersecurity.

Resilience and sustainability

Crisis management, emergency response, environmental sustainability and continuous modernization.

4. Strategic Planning Framework

National Planning Instruments

CAMP

Strategic planning for regulation, institutions, infrastructure, human resources, safety, security and sustainable aviation.

NASP / SSP

Safety oversight, risk management, safety performance and implementation of the State Safety Programme.

NANP

CNS, ATM, airspace management, infrastructure and future operational requirements.

Required Shift

Integrate the three plans into one coherent sector-rebuilding roadmap.

Translate plans into sequenced implementation programmes.

Review priorities periodically against operational, technological and regulatory developments.

Use technical assistance to move from planning to implementation.

5. Legislative and Regulatory Foundation

Primary legislation

Establish a coherent legal basis for civil aviation governance, safety, security, economic regulation and sector development.

Technical regulations

Progressively adopt and update regulations and procedures aligned with applicable ICAO SARPs.

Licensing and certification

Create clear systems for personnel, operators, airports, maintenance and other regulated aviation activities.

Oversight and enforcement

Inspection, surveillance, compliance, corrective action and enforcement mechanisms supported by qualified inspectors.

Economic and consumer regulation

Define market-entry, air service, passenger protection and commercial oversight functions appropriate to a developing sector.

Digital, data and environmental requirements

Embed aviation data governance, cybersecurity and environmental obligations within the regulatory framework.

6. Institutional Architecture and Human Capital

Institutional Development

Strengthen PCAA governance, organizational structure and technical functions.

Clarify regulatory, oversight, operational and commercial responsibilities.

Establish sustainable internal systems for safety, security, legal, economic and technical oversight.

Develop implementation and monitoring mechanisms.

Human Capital Strategy

Workforce planning linked to the future sector model.

Specialized inspectors and technical personnel.

Training pathways for airport, air navigation, safety, security and emergency functions.

Legal, economic, digital, data and environmental expertise.

Continuous professional development and knowledge transfer.

7. Safety, Security, Facilitation and Digital Readiness

Safety oversight

Build inspection, certification, licensing, surveillance, risk management and safety-performance capabilities.

Aviation security and facilitation

Develop oversight, risk management, facilitation procedures and coordinated implementation arrangements.

Emergency preparedness

Establish contingency, crisis-management, emergency-response and business-continuity capabilities.

Digital transformation

Develop aviation data systems, regulatory digital platforms, information management and cybersecurity.

Readiness principle

These capabilities should be operationally mature before the launch of a future national airport and air transport services.

8. Future Palestinian International Airport

Strategic Objective

Develop the institutional and technical readiness required for a future Palestinian international airport.

Advance planning for airport governance, infrastructure, safety, security and operations.

Prepare certification, emergency, ground-handling and passenger-processing systems.

Ensure airport planning is integrated with air navigation, surface access, tourism and logistics.

Nabi Musa / Jericho Area

A future Palestinian international airport in the Nabi Musa/Jericho area is considered a strategic long-term objective.

Its development remains subject to unresolved political, territorial, legal and operational constraints.

Accordingly, sector readiness should progress in parallel rather than wait for resolution of the airport project.

Specific legal or political claims should be documented against the relevant agreements and authoritative sources.

9. Air Transport Market and Regional Integration

Market Development

Build the regulatory framework for airlines/operators and air services.

Develop passenger, cargo and tourism-related aviation services.

Strengthen travel/tourism agencies and aviation-related commercial services.

Prepare market, traffic and demand data to support future route development.

Develop appropriate economic and consumer-regulation mechanisms.

Regional Integration

Maintain structured cooperation with ICAO and ACAO.

Strengthen practical technical cooperation with neighboring States.

Use regional expertise for training, peer support and emergency preparedness.

Leverage regional connectivity—particularly through Jordan and Egypt—while preparing for future direct Palestinian air services.

10. Indicative Phased Roadmap

Phase I — Foundation and Capacity Building

Legal and institutional baseline; sector gap assessment; workforce strategy; CAMP/NASP/NANP integration; data baseline; priority training.

Phase II — Sector Readiness

Regulatory packages; licensing/certification systems; safety/security oversight; digital platforms; economic regulation; airport and air-navigation readiness planning.

Phase III — Operational Readiness

Subject to enabling conditions: airport development; CNS/ATM implementation; operational certification; emergency services; ground handling; airline/operator readiness; international coordination.

Phase IV — Full System and Continuous Modernization

Progressive operation and expansion of the national aviation system, with continuous safety improvement, digitalization, environmental performance and periodic strategic review.

11. Priority Technical Assistance and Support Requirements

Priority Areas

Legislation and institutional development
Safety oversight and State Safety Programme
Aviation security and facilitation
Human resources and specialized training
Air navigation / CNS / ATM
Airport planning and operational readiness

Implementation Support

Crisis management and business continuity
Digitalization, aviation data and cybersecurity
Environmental sustainability
Expert missions and peer-to-peer support
Joint training, workshops and knowledge exchange
Long-term coordinated technical cooperation

12. Key Message and Expected Outcomes

Strategic objective

Build the institutional, legislative, human, technical and operational foundations of a safe, secure, resilient and sustainable Palestinian civil aviation system.

Expected outcome

A sector that is legally and institutionally prepared, professionally staffed, technically capable and ready to scale when operational conditions permit.

Partnership requirement

Palestine requires sustained, coordinated technical assistance focused not only on planning, but on implementation, knowledge transfer and long-term institutional capacity.

Guiding principle

Build the system today so that the future airport and air transport market can operate safely, efficiently and sustainably when conditions allow.

Thank You

Palestinian Civil Aviation Authority (PCAA)