



DIRECTORS GENERAL OF CIVIL AVIATION CONFERENCE ON A GLOBAL STRATEGY FOR AVIATION SAFETY

Montréal, 20 to 22 March 2006

Theme 3: Beyond the current framework

Topic 3.1: Safety framework for the 21st Century

PARAMETERS OF AVIATION SAFETY

(Presented by the World Tourism Organization)

SUMMARY

The World Tourism Organization:

- affirms the strong synergy between aviation and tourism and their joint contribution to economic development;
- supports the aims and objectives of a unified strategy to resolve safety-related deficiencies; and
- suggests that aviation safety management should be considered in the context of the provision and supervision of aviation infrastructure and operations, and as a fundamental component of national social and economic priorities and planning.

Action by the Conference is in paragraph 4.

1. INTRODUCTION

1.1 There is a strong synergy between aviation and tourism. Many air routes have been initiated and are sustained by the demand for business tourism and growing leisure markets. Conversely other air routes have created new tourism streams.

1.2 As a result of this synergy, tourism now represents a major economic sector globally. Tourism generates directly and indirectly a higher contribution of global data processing system (GDPS), jobs and investment than most other economic activities. This is particularly the case in developing countries where tourism is the principal service sector activity.

¹ French and Spanish provided by UNWTO

1.3 Safety in aviation and tourism is thus of paramount importance in terms of prevention of human tragedy and has wider ramifications for the world economy and particularly for the economies and populace of many developing countries.

1.4 At the 35th Session of the ICAO Assembly the World Tourism Organization (UNWTO) announced the launch of its *S.A.F.E.* strategy — *Security and Facilitation Enhancement*, which takes an integrated approach to safety, security and facilitation². S.A.F.E. has four key components: 1) Establishing Benchmarks; 2) Building Capacity; 3) Assessing Performance and Identifying Remedial Projects; and 4) Building Confidence. The UNWTO has adopted *Recommended Measures for Tourism Safety* and maintains a *Safety and Security Network and Task Force for Tourism*.

1.5 There are certain parallels between the activities of UNWTO in tourism and those of ICAO in civil aviation. There are also aspects on which a close cooperative relationship between the two organizations is crucial. For example, UNWTO considers safety and security risks and dangers in respect of all areas that make up the tourism product, including transport (both international and at destinations). This has enabled UNWTO to support the role of ICAO and its Standards, draw to the attention of ICAO certain aviation safety and security deficiencies, and facilitate rectification, notably in one recent case resolving serious “flag of convenience” concerns.

2. AVIATION SAFETY IN CONTEXT

2.1 UNWTO appreciates the importance of the present Conference, with its fundamental agenda designed to improve aviation safety worldwide and set a safety framework for the 21st Century, and fully supports the various proposals by the ICAO Secretariat for improved transparency, cooperation and coordination, sharing of information, mutual recognition of certificates and licences, training courses, etc.

2.2 A status report on ICAO safety oversight audit activities (DGCA/06-WP/3 refers) identifies as a significant concern that “a number of States continue to experience problems due to lack of appropriate resources”. This is a focal issue.

2.3 Many developing countries are currently facing a dual challenge. First, with increasing globalization, the small markets which they represent to major carriers are actually or potentially receiving reduced service by these carriers and/or higher fares in comparison with major markets. Second, operation by their national carriers to developed countries is sometimes threatened by concerns regarding safety, including inadequacies in safety oversight by national administrations which do not necessarily reflect the actual safety of the carriers. The adverse consequences of not overcoming this dual challenge can be substantial, notably as related to tourism export potential, an important strand of poverty alleviation strategies.

2.4 The first priority must of course be to raise *both* the oversight *and* the operational levels of safety to acceptable world standards. At the same time, poor countries, with massive debt burden, basic health, sanitation, food and education concerns to address, have considerable difficulty in finding the means to improve aviation safety oversight. There are three challenges here: 1) designing appropriately cost effective systems (for example cooperative arrangements and commercial off-the-shelf solutions to provide quality air traffic management (ATM) based on global navigation satellite system (GNSS) and automatic dependent surveillance (ADS) rather than expensive surface infrastructure); 2) developing good

² A35-WP/107 REVISED.

management practices, including, in accordance with ICAO policy, recycling aviation-specific levies to aviation facilities and services; and 3) finding and prioritizing the necessary resources — financial, technical and above all human.

2.5 The ICAO unified strategy to resolve safety deficiencies, as outlined in DGCA/06-WP/7, focuses on the oversight perspective, identifies the provision of assistance to States as a main pillar, and indicates four forms of assistance: 1) the Universal Safety Oversight Audit Programme (USOAP) audit process; 2) cooperative development of operational safety and continuing airworthiness programme (COSCAP) and related initiatives; 3) regional cooperation; and 4) partnerships. These latter are all admirable mechanisms and are supported by proposals that ICAO develop a scheme to manage direct assistance to States and air operators (DGCA/06-WP/9) and that States who are in a position to do so assist other States in the implementation of safety management (DGCA/06-WP/6).

2.6 However, without national profile plus adequate and specific resources such assistance cannot be fully effective. WP/7 does propose that “States, as well as other stakeholders, that are in a position to do so, make financial contributions and/or contributions in kind to support States that are in need of assistance”. Furthermore, WP/9 notes that “the majority of funding for remedial action will have to come from the World Bank and major aviation industry stakeholders”. However, the papers stop short of seeking pledges, proposing institutional arrangements, or accommodating the broader socio-economic situation of developing countries.

2.7 Regarding institutional arrangements, ICAO has itself established an International Financial Facility for Aviation Safety (IFFAS) to provide financial support to projects that can improve aviation safety through implementation of measures which are primarily identified through the outcome of ICAO oversight audits.

2.8 At the operational level, the International Air Transport Association (IATA) is taking a broader perspective. In addition to making all members subject to audit through an Operational Safety Audit programme (IOSA), IATA has a Four Point Agenda for Africa based on: 1) enhanced safety efforts; 2) infrastructure development; 3) liberalization; and 4) “Simplifying the Business”.

2.9 There would be benefit in taking a similar balanced, framework approach for developing countries on the government side, in close cooperation with IATA and the private sector. A pertinent initiative is evolving from a joint World Bank/ICAO/Air Transport Action Group Workshop on Maximizing Civil Aviation’s Economic Contribution held at ICAO Headquarters in June 2005. The workshop brought to bear a paradigm shift from the perception that air transport was the privilege of a few to the fact that it is a critically important activity in the economic progress of society. Under the circumstances, challenges and solutions needed to be viewed within an environment of greater understanding in the context of investment and mobilization of funds. The Workshop concluded that the key to generating resources for developing countries (notably for infrastructure and safety) inevitably lay in the liberalization of air transport, which in turn would attract foreign investment. In this regard, States should review existing constraints on ownership and control of airlines and burdensome control of air traffic management systems. Subsequently, a working group including UNWTO was established to focus on the assessment of investment and regulatory needs and priorities in developing countries, and facilitation of funding and implementation. An interim meeting was held in Washington in October 2005 and a Forum is planned for Montreal at the end of May 2006.

2.10 UNWTO aims at broad recognition of the pivotal inter-relationships between aviation safety, aviation service, tourism development and poverty alleviation. In addition to following through on the S.A.F.E. strategy, UNWTO has therefore worked in partnership with ICAO to develop the concept of

*Essential Service and Tourism Development Routes (ESTDR)*³, which is now becoming an accepted part of the air transport liberalization framework. As for tourism development and poverty alleviation, an important priority marker for financing entities is to identify tourism exports in national Poverty Reduction Strategy Papers (PRSPs); effective introduction could take the form of practical measures including the aviation aspects in order that States who wish to give special focus to tourism in poverty reduction send a clear message about their need for support in aviation safety.

3. CONCLUSION

3.1 The 2005 ICAO Secretariat study on the Safety and Security Aspects of Economic Liberalization concluded that, *provided clear lines of responsibility are maintained*, economic liberalization should not *per se* compromise safety and security⁴. The safety framework described in DGCA/06-WP/10 focuses on the responsibility issues and proposes means of assuring clear designation. This is obviously a valuable contribution to providing confidence in the soundness of progressive liberalization, which will also be fostered by the potential for application of ESTDR.

3.2 While technical aspects of safety can and should be precisely isolated and targeted, resolution of safety concerns needs also to be addressed in a broader context. In particular, the reality of world economics is such that the resource challenges of many developing countries are likely to continue for some time to come. As indicated above, resource sourcing and channelling to resolve safety deficiencies appear to remain somewhat *ad hoc* and not necessarily associated with aviation infrastructure and management, or integrated and prioritized in national policy; in pertinent cases where tourism is a national priority, they could be linked to poverty reduction strategy programmes.

3.3 For its part, UNWTO will continue to pursue its S.A.F.E. strategy, in close collaboration with and reference to ICAO as regards aviation aspects, including assistance as may be required as regards leveraging of resources, notably with the World Bank. The Organization will foster a culture of travel and tourism safety at the highest levels of government in the context of its decisive social and economic importance, particularly as regards poverty alleviation.

4. ACTION BY THE CONFERENCE

4.1 The Conference is invited to consider that the safety framework for the 21st Century:

- a) uphold aviation safety management in the context of the provision and supervision of aviation infrastructure and operations, and as a fundamental constituent of national social and economic priorities and planning; and
- b) incorporate as an integral component mechanisms for the provision of resources required by developing countries to achieve a satisfactory level of aviation safety at both the oversight and the operational levels.

— END —

³ The concept focuses on the provision of a specified level of air service, defined in terms of capacity, periodicity and price, between one or more specified originating travel markets and one or more specified developing country tourist markets, where such a level of service is not (fully) supplied or is at risk under existing market and regulatory arrangements.

⁴ ICAO State letter EC 2/93, AN 11/41-05/83.