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SPEECH BY THE REPRESENTATIVE OF THE INTERNATIONAL CIVIL AVIATION ORGANIZATION

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Gentlemen:

As the representative of the International Civil Aviation Organization (ICAO), I should like to give a brief explanation of the ICAO, its objectives, and its work throughout the world and in Latin America.

The permanent seat of this International Organization is in the city of Montreal, Canada.

With the term "Provisional" included in its title, the Organization was decided upon at the Aviation Conference held in Chicago in 1944; it became permanent in 1947 upon ratification of the Chicago Convention by the required number of states.

The purpose of the ICAO is to foster the growth and development of international air transport throughout the world. This explains the Organization's particular interest in South America where so many natural obstacles have been placed in the way of land transport, such as the Andes Mountains and the impenetrable forests in the northern regions.

When considering the use of aircraft for commercial traffic between nations, a considerable number of problems have to be faced which should be solved on an international basis.

From the technical point of view, this means first of all a system of adequate weather forecasts entailing international co-operation on a large scale.

Next there is the question of providing alternative landing fields, the need for chart and map services, radio navigational aids, etc.

These problems had already become apparent before international air traffic became a reality. The first, albeit unsuccessful, attempt to arrive at an international air agreement, was made in 1910. The second occasion was the Paris Peace Conference in 1919 which resulted in the International Commission for Air Navigation to which many Latin-American

*This document is a revised translation of the original which was issued in Santiago.

countries belonged. A conference held in Havana in 1928 led to the Pan American Convention on Commercial Aviation signed by ten American Republics. From 1920 international air transport in Latin-America and throughout the world expanded very rapidly and by 1944, subject to the difficulties of a wartime development, there was an obvious need for a new organization and a new charter which would ensure the development of aviation from the points of view of economy and safety. This led to the Convention on International Civil Aviation, signed in Chicago in 1944, and since ratified by 48 nations including 13 Latin-American states.

I can think of no better way to tell you what the Chicago Conference attempted to do than to quote the preamble of the Convention which states:

"WHEREAS the future development of international civil aviation can greatly help to create and preserve friendship and understanding among the nations and peoples of the world, yet its abuse can become a threat to the general security; and

"WHEREAS it is desirable to avoid friction and to promote that co-operation between nations and peoples upon which the peace of the world depends;

"THEREFORE, the undersigned governments having agreed on certain principles and arrangements in order that international civil aviation may be developed in a safe and orderly manner, and that international air transport services may be established on a basis of equality of opportunity and operated soundly and economically;

"Have accordingly concluded this Convention to that end."

THE ICAO - ITS FUNCTIONS

The Chicago Convention is specific. The duties of the Organization are:

"To develop the principles and techniques of international air navigation and foster the planning and development of international air transport so as to:

Ensure the safe and orderly growth of international civil aviation throughout the world;

Encourage the arts of aircraft design and operation for peaceful purposes;

Encourage the development of airways, airports, and air navigation facilities for international civil aviation;

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Meet the needs of the peoples of the world for safe, regular, efficient and economical air transport;

Prevent economic waste caused by unreasonable competition;

Insure that the rights of contracting states are fully respected and that every contracting state has a fair opportunity to operate international airlines;

Avoid discrimination between contracting states;

Promote safety of flight in international air navigation;

Promote generally the development of all aspects of international civil aeronautics."

At present 48 nations, who together operate more than 90% of all the international air services of the world, are members of the Organization.

THE ASSEMBLY

The Assembly is the legislative body of the International Civil Aviation Organization and is similar in many ways to the United Nations General Assembly. The Assembly of the ICAO is responsible for voting the annual budget and for deciding how this budget should be apportioned among the member states. It normally meets once a year and lays down broad outlines of policy which are then implemented by the executive body, namely the ICAO Council, whose members are elected by the Assembly for a three-year term. The second meeting of the ICAO Assembly is now in session in Geneva, Switzerland.

THE COUNCIL

The Council is elected in accordance with a procedure determined by the Chicago Convention. Adequate representation must be given to three categories of nations:

- (1) those states which are of primary importance in air transport;
- (2) those states not otherwise included who contribute most in providing facilities for international civil air navigation;
- (3) those states whose inclusion will ensure that all regions of the world are represented on the Council.

Five Latin-American nations are members of the ICAO Council, namely Argentina, Brazil, Chile, Peru and Mexico. The Council functions continuously, usually at the headquarters of the organization in Montreal. Its responsibilities include the setting up of specialized subordinate

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committees, the adoption of international standards for the safe operation of aircraft throughout the world and, under certain conditions, it sits as a court of arbitration to decide any disputes between member states upon matters concerning international civil aviation.

These are but a few of the duties of the Council. Generally its purpose is to study all problems of air navigation and air transport which affect the safety, economy and regularity of international air transport.

I have outlined some of the duties of the constituent bodies of the ICAO. I should like to refer to some of the problems with which the organization is faced and to inform you of what has been done about them.

Probably the most important task before the organization is the drafting of international standards which cover the technical aspects of aviation. Briefly the problem is the following: Safety in flight depends to a great extent upon standardization as it is only through standardization that the crew of an aircraft can be familiar with the procedures, charts and instruments in use in the various countries over which an aircraft is to fly. For instance a radio instrument landing aid installed at an airport can serve no purpose if the aircraft desiring to make use of it is not fitted with the equipment to receive such aid, the purpose of which is to guide the aircraft to a safe landing at the airport. Another example may be given. Of what use can an air traffic control be in issuing instructions to an aircraft if the crew of the latter is unable to understand the language in which such instructions are given? An international key or code is therefore necessary. Let us take another case, such as the altitudes of mountains shown on a map. Should they be given in meters or in feet? There have been instances of accidents being due to a pilot believing that the altitude shown on a map was measured in feet when actually the figures given were in meters.

All these cases prove the need for standardization so that the pilot may at all times know what to expect; he should know that the controller will use an international code, that the maps which he uses have been drawn in accordance with a specific pattern, that the radio beam which he will use in landing his aircraft in Santiago has the same characteristics as those used at the Morón Field in Buenos Aires or the Orly Field in Paris.

These standards are prepared as follows:

The work is begun at a departmental meeting, that is to say a meeting attended by the technical experts of the various States who have

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specialized in such matters as air navigation, communications, air traffic control or meteorology, etc. These experts sit around a conference table and decide upon uniform standards of operation and regulations in their particular branch of air navigation.

The recommendations of the departmental meetings then go to the member states of the ICAO for comment. These recommendations, together with the comments made by the states, are then forwarded to the Committee on Air Navigation where they are reviewed and, if necessary, modified. This committee sends them to the Council where the recommendations are again reviewed on the basis of the suggestions made by the departmental meeting and the views of the Committee on Air Navigation. After approval by the Council they become international standards and are submitted to the 48 member states of the ICAO for approval or rejection.

Unless a majority of the member states are opposed, the standards then become final and must be put into effect within a specified time-limit in the territory of each member state.

It may be that some state, for one reason or another, is unable to put these standards into effect immediately. In such an event the state concerned must immediately notify the ICAO Council which then informs the other nations that a given standard is not being universally observed.

So far the ICAO has approved five sets of standards: - "Certificates for personnel" which specifies the technical experience and qualifications required for pilots, flight crews and some ground personnel on international routes. Aeronautical maps and charts which give detailed specifications for the production of aeronautical maps and charts required in international flights, thus making sure that pilots and navigators will always be familiar with the form and composition of the maps which they are using no matter where they may be. Air regulations, which include flight rules in general, rules for blind flying, right-of-way rules etc., equivalent in general to traffic rules for vehicles on land. Dimensional practices providing for a progressive system gradually to eliminate the confusion caused by the use of both metric and foot-pound-second units in air-ground communications. Meteorological codes which specify the various approved systems for use in the transmission of meteorological information.

As I have indicated earlier, the ICAO prefers to deal with problems of air navigation on a world-wide basis whenever this is possible. Nevertheless, it is recognized that in different parts of the world a certain type of air operation usually predominates and, with this in mind, ten "Air Navigation Regions" covering the greater part of the globe

/have been established.

have been established. For example, in the North Atlantic region nearly all air operations are of the long-range transoceanic type while in the European-Mediterranean region short-range overland operations predominate.

In these regions the ICAO has convened regional air navigation meetings to study problems which are peculiar to each of them.

The three meetings which have been of particular interest to Latin America are the Caribbean, the South American held in Lima in June 1947, and the South Atlantic held in Rio de Janeiro in July this year.

The recommendations made at these meetings have been studied and revised by the Committee on Air Navigation and the ICAO Council and those which were approved are now being implemented in South America. The primary function of the ICAO office in Lima is to assist the states in that region in the implementation of these recommendations.

In addition to the ICAO office in Lima, offices have been established in Paris to perform similar work in the states of Europe and Africa, in Cairo for states in the Middle East, and in Melbourne for those in the Far East and Pacific.

The ICAO has much to do in the economic field, mainly in making sure that air services can be operated on a sound financial basis. Among its duties are the compilation of statistics on the operation of international air transport, the study of problems such as international air mail and the joint operation of trunk air lines.

The ICAO has made considerable strides in the facilitation of international air transport. While I believe that it will prove impossible to eliminate them completely, considerable progress has been made in reducing many of the great inconveniences with which the traveller is faced due to Customs, health and immigration procedures, exit permits, entry permits, police certificates, antecedents, etc.

Much still remains to be done, but at least a beginning has been made.

I believe I should mention here what the ICAO has accomplished in the field of mutual assistance. Many international flights take place over sparsely populated areas of at times uncertain sovereignty. On such occasions considerable difficulty is experienced in providing the facilities required to ensure the operation of international air transport. The ICAO makes the necessary arrangements for the maintenance and operation of such facilities, usually by means of agreement among the nations concerned with their use.

There is for instance the agreement concerning weather ships in the North Atlantic. These vessels proved their worth during the last world conflict and, when the war ended, it was necessary to find a system to

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continue their operations. The ICAO arranged an agreement by which ten nations provide the vessels, crews and funds for the operation of thirteen floating weather stations, each involving the use of two or three ships, one in service, one on its way to or from the station and a third in reserve.

These floating stations complete the immense network of weather stations which exist in Europe and North America. They make it possible to forecast weather conditions much more accurately and therefore make travel across the North Atlantic safer and more economical - more economical because better knowledge of weather conditions makes it possible to carry a smaller reserve of fuel and, therefore, a greater payload.

These floating stations have other duties such as the operation of radio beacons for navigation, search and rescue facilities, communications bases, etc.

Another example of the work of the Mutual Aid Committee is the operation of the Lorán Radio Station in Vik, Iceland, as a result of an agreement prepared by the ICAO between Iceland and five nations whose airlines make use of these radio facilities.

The ICAO legal committee is engaged in promoting the development of public and private air law. One of its successful achievements has been the drafting of a Convention on the International Recognition of Rights in an Aircraft which will, among other things, facilitate the financing of aircraft, thus making possible the use of new equipment on airlines.

I have explained briefly the work of two out of the three constituent bodies of the ICAO - the Assembly and the Council. The third organ is the Secretariat. To each of the Committees, or departments which form the other two constituent bodies of the ICAO is attached a section of the Secretariat.

I have given a short summary of how and why the ICAO was formed and what it does. I have omitted a considerable amount of detail but the time at my disposal has made it impossible for me to go any further into the work of the organization. I should like now to refer to the future of the ICAO in the words of Dr. Edward Warner, President of the Council. He said:

"The ICAO is an association of national governments which have recognized the need for working together for the good of civil aviation and for the healthy development of international relationships. No one nation acting within its own territory and with its own resources could

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make its civil aviation as safe, as reliable, as economical, or as useful as it could be if that nation worked together with its neighbours. Not even the most powerful government on earth, sovereign over the widest territories, could do that. Recognition for the need of constant co-operation has brought two-thirds of the world into the ICAO membership. The same recognition will, I believe, convince the remaining states that they cannot long forego the benefits of membership."

I should now like, gentlemen, to give you a brief summary of the direct relations of the ICAO with Latin America:

1. The ICAO has established a permanent Regional Office in the city of Lima. This office has been in operation since March 1948.
2. The ICAO has held two Regional Air Navigation Meetings in South America. One took place in Lima in June 1947 and the other in Rio de Janeiro in July of the same year.
3. Officials of the ICAO, by means of tours and visits, maintain constant contact with the Latin American States.

The results of this particular interest shown by the ICAO in Latin America can already be appreciated. Three documents of the ICAO have been uniformly implemented all over America, the result being that today the procedures for communications in international civil aviation in South America are all alike. This is also the case for the codes and abbreviations for radio communications. Not all countries have given effect to the remaining procedures of air navigation, which are at present only carried out in part, but the day is not far off when procedures for meteorology, air traffic control, airports will be the same not only in Latin America but throughout the world, thus fulfilling one of the many objectives of the ICAO.

In ending this brief summary, I wish to state that the ICAO is willing and anxious to co-operate as much as possible with the Economic Commission for Latin America.
