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I INTERNATIONAL CIVIL AVIATION ORGANIZATION

REPORT OF COUNCIL RELATING TO TECHNICAL ASSISTANCE*

The Organization's work in the field of technical assistance was divided between the Expanded Programme, the Special Fund and the United Nations operation in the Congo.

Under the Expanded Programme, ICAO provided assistance to some fifty States through resident missions, the assignment of experts for periods of from two to four months to give advice or investigate specific problems, and the granting of fellowships for training abroad. There were changes in the composition of several missions, in some instances because the original objectives had been achieved, in others because of changes in emphasis as specific projects came to an end. Some of the States that had been receiving assistance for some time needed less of it, but the reduction in their requirements was more than offset by those of the newly independent States. In Africa alone, more than seventy experts took up new assignments during 1961. A new form of assistance, financed by grants by the Chairman of the Technical Assistance Board from his Contingency Fund, was two seminars on weather forecasting for jet operations, one at Cairo and the other at Nicosia, under the joint auspices of ICAO and the World Meteorological Organization; a third, for South-east Asia, is planned in 1962, to be held in Bangkok.

Under the Special Fund, plans of operation for the civil aviation training centres in Bangkok, Cairo, Casablanca, Mexico City and Tunis and for the national aeronautical laboratory at Bangalore were completed and signed by the three parties concerned—the Fund, the Governments and ICAO—and all but one of the projects got under way. At the year's end a request from Lebanon for assistance in establishing a flight safety centre at Beirut was under consideration by the Fund.

The early part of 1961 saw an improvement in civil aviation services in the Congo resulting from an agreement with the Directorates of Telecommunications and Civil Aviation authorizing ICAO to provide additional staff. Under this agreement the mission was brought up to a strength of between sixty and seventy, which was maintained throughout the year. Even during the extremely difficult period just before and after the tragic death of the Secretary General of the United Nations, Mr. Hammarskjold, the mission was able to provide, almost without interruption, essential ground services at the principal airports. The chief of the mission and an officer from Headquarters represented the United Nations in the investigation of the accident that took Mr. Hammarskjold's life.

RANKING OF ICAO MEMBERS BASED ON PASSENGER MILES PERFORMED

A ranking of the first thirty ICAO member states in the field of passenger traffic was released at International Civil Aviation Organization headquarters on March 12, 1962. This ranking is based upon the number of passenger-kilometres (or passenger-miles) performed by the international and domestic scheduled airlines of the different countries in 1961 (the People's Republic of China, the U.S.S.R. and other states which were not members of ICAO on 31 December 1961 are excluded).

* Only the introductory section is reported herein. The entire report may be obtained from ICAO, Montreal 3, Canada.

The ranking is as follows:

United States of America	1	Argentina	11	Denmark	21
United Kingdom	2	India	12	Israel	22
France	3	Switzerland	13	New Zealand	23
Canada	4	Belgium	14	Ireland	24
Netherlands	5	Mexico	15	Pakistan	25
Australia	6	Sweden	16	Chile	26
Brazil	7	Colombia	17	Czechoslovakia	27
Italy	8	Spain	18	Greece	28
Japan	9	South Africa	19	Venezuela	29
Germany	10	Norway	20	Lebanon	30

(Most of the scheduled services of Denmark, Norway and Sweden are operated by a single company; the total figures for the three countries would place Scandinavia just above Italy.)

The total number of passenger-kilometres performed ranged from 63,105 million for the first-ranking country, the United States of America, to 304 million for the thirtieth ranking country, Lebanon. (From 39,213 million passenger-miles, U.S.A., to 189 million passenger-miles, Lebanon).

Rankings, as well as the detailed country-by-country compilation of international and total scheduled air traffic for 1961 and 1960 are based on preliminary data compiled by ICAO. Later this year more complete traffic data will be contained in ICAO Digest of Statistics No. 90, covering Traffic from 1947 to 1961. Separate ICAO Digests of Statistics, issued yearly or semi-yearly, cover the subjects of Financial Data, Fleet-Personnel, Traffic, and Traffic Flow; Digest No. 90 will be available from the Distribution Officer, International Civil Aviation Organization, Montreal 3, Canada at a price of \$3.25 (Canadian) or from ICAO Officers or Sales Agencies in equivalent currencies.

II INTERNATIONAL AIR TRANSPORT ASSOCIATION

NEW RULES TO GOVERN PASSENGER AND CARGO AGENTS

New agency compliance procedures approved by all interested governments, including the U.S. Civil Aeronautics Board, to provide for quicker processing of complaints and violations of the IATA Traffic Conference resolutions which airlines and their agents have agreed to observe, will come into force throughout the world on June 1, 1962. They are designed to ensure fair and uniform treatment of the travelling public and to protect the vast majority of conscientious agents by meting out quick justice to the unscrupulous few who undermine the market by malpractice.

While certain types of serious violations will bring about automatic cancellation, the new procedures do not create new penalties. Decisions reached in the new compliance machinery will be subject to appeal by the agent under the terms of existing arbitration procedures.

The relevant section of the IATA resolution reads as follows:

H. Review of Violations

(1) (a) In the event that a Member shall come into possession of information indicating an agent's violation of an IATA resolution, other than Sections C and G hereof, such Member (hereinafter referred to as "the notifying Member") promptly shall so notify the Secretary of the Traffic Conference area in which the office of the agent is located (hereinafter referred to as "the Conference Secretary"), furnishing in connection therewith all supporting evidence of such violation which may be in its possession.

(b) The Conference Secretary shall review such evidence and, if he deems it

sufficient to warrant his so doing, shall bring a formal written complaint against the agent before an Agency Compliance Committee hereinafter provided for.

(c) If, in the Conference Secretary's opinion such evidence shall be insufficient to warrant submission of a complaint to an Agency Compliance Committee, he shall transmit the notifying Member's notice, together with the supporting evidence furnished therewith, to the Director General for investigation and report by the Chief Enforcement Officer and inform the notifying Member accordingly.

(2) In the event that information of the violation of IATA resolutions by an Agent shall come into the possession of the IATA Enforcement Office, the Chief Enforcement Officer shall submit a report thereof, together with supporting evidence to the Director General for transmittal to the Conference Secretary.

(3) Upon receipt of any report from the Chief Enforcement Officer alleging a violation of an IATA resolution by an Agent, the Conference Secretary shall bring a formal written complaint against the Agent before the Agency Compliance Committee.

(4) The Secretary of the Conference involved shall, when acting pursuant to the terms of Sub-paragraph (1) (b) or Paragraph (3), forward promptly a copy of the complaint to the agent complained against by registered mail (return receipt requested), together with a notice advising the agent of his right to submit a written answer to the complaint within 30 days from the date the complaint is received.

(5) Agency Compliance Committee as required from time to time shall be established in each individual Traffic Conference area. Each Agency Compliance Committee shall consist of three persons to be designated by the Secretary of the respective Traffic Conference areas. Two members of the Committee shall be chosen from a panel maintained by the Conference Secretary consisting of at least one person nominated by each carrier. The third member, who shall act as Chairman of the Committee, shall be chosen from a panel established by the Traffic Conference and shall be a person of legal qualification. Each Agency Compliance Committee shall settle its own procedures and shall reach a decision by majority vote.

(6) The Agency Compliance Committee shall decide on the written evidence before it whether the agent complained of has violated the resolutions alleged and shall report its findings in writing to the Agency Sub-Committee of the Traffic Conference. Should such findings be that the agent has violated an IATA resolution, the Agency Compliance Committee also shall recommend to the Agency Sub-Committee, in writing, a penalty of reprimand, suspension or cancellation of the agent's IATA approval as may be appropriate.

(7) (a) The Agency Sub-Committee is empowered by a two-thirds majority to decrease or increase the penalty recommended by the Agency Compliance Committee, but not to waive the application of a penalty. Should the Agency Sub-Committee fail to impose a penalty, the recommended penalty of the Agency Compliance Committee shall be deemed approved by the Agency Sub-Committee and, subject to Paragraph (10) of this Section, shall become final.

(b) In the event, however, that an Agency Compliance Committee has found that the agent has knowingly and wilfully committed a violation of the following nature, the Agent's IATA approval shall be cancelled by the Conference Secretary upon 35 days' notice:

- (i) the unauthorized or improper rebating of fares or charges;
- (ii) a material misrepresentation in the agent's applications for reduced fare transportation;
- (iii) the unauthorized or improper claiming or retention of additional commission for inclusive tours;
- (iv) the unauthorized or improper splitting of commission with persons other than IATA agents;
- (v) the soliciting of charter passengers contrary to Resolution 045.

(8) A report of the decision reached by the Agency Compliance Committee, and the action taken thereon by the Agency Sub-Committee, if any, shall be made to the appropriate Conference Secretary who shall transmit copies thereof to each Member of IATA and to the agent.

(9) The Conference Secretary shall distribute to each approved IATA agent (excluding branch offices) a current copy of each resolution listed in Attachment "B" hereto.

(10) Any Agent, the IATA approval of which has been suspended or canceled, as provided above, shall have the right to arbitration in accordance with the procedures set forth in Section C, Paragraph (10) hereof.

(11) Except with respect to the qualifications requirements set forth in Section B, Paragraph (3) as applicable to the review of approved agents, and in Section G, the procedures above provided for shall supersede any other procedures set forth in this resolution relating to the violation of IATA resolutions by sales agents.

(12) Upon cancellation or suspension all Members shall request immediate return by the agent of all unused ticket forms, exchange orders and miscellaneous charges orders, together with all monies due and payable and require a complete and satisfactory accounting to be rendered.

CHARGES WORKING GROUP—USER CHARGES FOR AIRPORTS

The IATA Charges Working Group held a special meeting in Montreal in early April and reported that user charges for airport and en route navigation facilities by individual authorities are causing considerable concern to the airlines. In the last four years charges have increased more than 75% while the traffic has increased by 39%.

Fees are being increased and new types of charges are being levied with little or no notice or consultation and with little regard to the airlines' ability to pay. In some cases the fees are levied on such short notice that the airlines have no time to provide for them in their pricing structure, which is subject to international agreement and cannot be changed overnight.

Airlines have long been accustomed to paying landing fees and other charges as their fair share of airport costs. Some administrations, however, are now working on the principle that the airlines alone must pay all of these costs although the airlines have no control over the operation of these airports. A 35 per cent increase in landing fees at West German airports has already resulted in an increase in domestic German fares and will probably have an impact on international fares to and from that country.

Other areas in which fees have been increased during the last few months are the Bahamas, Greece, Israel, Yugoslavia, Mexico, and Panama.

The question of en route navigation facilities is even more disturbing because it involves charges for flight over the high seas and facilities which have always been provided by governments as part of their general responsibility for order in the air and public safety. Some charges for en route facilities levied by Canada are now being contested in the courts by several airlines, which similar charges are being attempted by government agencies in Malta and parts of South America and Africa.

The Group concluded that some sort of international law and order should be established to regulate the imposition of these charges by airport and government authorities.

GROUP FARES ON THE NORTH ATLANTIC ROUTE

Scheduled international airlines flying the North Atlantic have agreed to offer new low fares for groups of twenty-five or more persons, which will reduce the cost of year-round transport on their regular services by as much as 186 dollars. The agreement was reached by mail ballot of members of the IATA Traffic Con-

ferences, including eighteen airlines directly engaged in the North Atlantic passenger trade and others whose services parallel or are affected by them.

This new group fare of \$300 is equal to a 58% reduction from the 1951 fare and is even more significant in view of the fact that today's jets are a great improvement in terms of speed and comfort over the services of a decade ago. It is hoped that, as in previous instances, this reduction and additional advantage of the frequency and flexibility of regular scheduled services will result in sizeable increases in North Atlantic traffic and in particular, will help to develop a large new market among Europeans who wish to visit North America.

The groups eligible may be made up of twenty-five or more persons having a definite affinity as members of an existing organization or who assemble spontaneously. Group bookings can be made through travel agents, although agents may not create the groups or solicit membership. In the case of "affinity" groups, members of the party must have belonged to the organization concerned for at least six months before their travel commences; and in all cases, members of the immediate family and parents living in the same household may be members of the group. Groups will be required to travel together on the same flights for their entire itinerary; group travel reservations will have to be made 30 days in advance.

III WORLD HEALTH ORGANIZATION (WHO)

REPORT OF THE COMMITTEE ON INTERNATIONAL QUARANTINE, GENEVA, NOVEMBER, 1961

The Committee on International Quarantine met in Geneva, November 6-11, 1961. The items of interest on the Agenda were:

- Items: 4. Annual review of the working of the International Sanitary Regulations.
- 6. Disinsection of aircraft.
- 7. Pure water at international airports.
- 9. Review of trends in quarantinable diseases.
- 10. International protection against malaria.

Item 4 It was reported that the new Health part of the aircraft general declaration was proving satisfactory in most States. Complaints were made concerning lack of observance of the rules relating to vaccination certificates. This appeared to apply mainly to passengers on the smaller, non-scheduled aircraft.

Item 6 A new insecticide DDVP was reported to be proving excellent for killing insects; but experiments are still being made to determine whether it is likely to have unacceptable effects on the eyes of the aircrews. It was suggested that the International Sanitary Regulations should be amended to make "blocks away" disinsecting compulsory, and evidence was given of aircraft arriving in a State with living insects inside. However, the suggestion was not adopted. The meeting urged further research, and stressed the value of bilateral agreements between health authorities so that additional disinsection on arrival could be eliminated.

Item 7 Complaints were made of many airports at which pure drinking water is unobtainable. The Committee recommended that WHO investigate further.

Item 9 The Committee noted how air travel facilitates the transmission of quarantinable diseases, and that the increase in air travel made tracing suspect cases difficult. The tendency to abolish passenger lists was questioned, but it was pointed out that airlines would co-operate with health authorities and would be able to trace passengers by using their records of ticket issuance.

Item 10 It was agreed that a special meeting should be held to discuss protection against malaria, at which meeting aircraft disinsecting procedures would receive attention.

IV INTERNATIONAL FEDERATION OF AIR TRAFFIC CONTROLLERS ASSOCIATION (IFATCA)

REPORT OF THE INAUGURAL MEETING, AMSTERDAM, OCTOBER, 1961

The inaugural meeting of the Association took place in Amsterdam on October 20, 1961. The prime object of the meeting was to ratify a "Convention of the International Federation of Air Traffic Controllers' Association." This Convention has been drawn up as a result of correspondence between Air Traffic Controllers Associations in certain States. It had been intended to call it "European," but expressions of interest from countries outside Europe persuaded the Associations responsible to change this to "International." The meeting was attended by representations of member Associations in 12 European States, and by observers from 5 States, one from outside Europe. ICAO, IATA, IFALPA and EUROCONTROL were also represented.

In the course of discussion of the text of the Convention, it was noted that some "associations combine their technical professional objects with those of a trade union or staff association." Since, on the other hand, some "national associations have a purely technical character," it was decided to limit the aims of the IFATCA by inserting an amendment in the Preamble of the text ". . . a world-wide professional federation, which is based on the principle of co-operation on technical professional matters, excluding matters which are the prime objects of trade unions or staff associations." It was stated at the meeting that "it is indispensable that this basic principle is clearly expressed in the Constitution of the Federation."

Among the objects of the Federation are "to promote safety, efficiency and regularity of International Air Navigation, . . . to assist and advise in the development of safe and orderly systems of air traffic control," and "to make mutual benefit affiliations with other international professional organizations." Among the means to be adopted is "to closely co-operate with national and international aviation authorities and other institutions or persons concerned with air navigation."

Any air traffic controllers' association "whose purposes are essentially the same as those of the Federation" may apply to become an "affiliated member of the Federation." All national members of an affiliated association shall be considered simultaneously as individual members of the Federation. A Director is to be nominated by each affiliate to attend meetings of the Federation on its behalf. He may have advisors and a deputy.

There is to be an Annual Conference; and a Special Conference can be convened by a majority of the Directors. The following officers will be elected—a President, two Vice-Presidents, a Secretary, a Treasurer and an Editor. Among the activities of the Secretary is to maintain a permanent record of the Federation's policy and activity. The Headquarters of the Federation is at Cologne/Bonn airport.

The Federation attaches some importance to the publication of its official journal, which is authorized by the Convention. It is to be published in English.

V INTERNATIONAL ASTRONAUTICAL FEDERATION (IAF)

REPORT OF THE XII INTERNATIONAL ASTRONAUTICAL CONGRESS, WASHINGTON, D.C., OCTOBER, 1961

The XIIth International Astronautical Congress was held in Washington, D.C. October 1-7, 1961. Legal and technical sessions were held simultaneously. There was a wide range of technical subjects covered, including landing guidance for

satellites and ballistic-type vehicles, and high performance combustion systems.

Legal problems were discussed under the auspices of the International Institute of Space Law and dealt *inter alia* with the boundary line between air space and outer space, and with civil liability for damage caused by space vehicles on the earth, to other space vehicles and to aircraft. It was generally agreed that there was a need for fixing the upper limit airspace by an international convention. A special study group which includes one of the ICAO officials, acting in a personal capacity, was established by the International Academy of Astronautics to study and make a report on the subject after taking into account the legal, technical, political and other considerations relevant for the determination of that limit. Regarding civil liability in relation to spacecraft it was emphasized that precedents established by international air law conventions might be followed in many respects.

VI INTERNATIONAL CRIMINAL POLICE ORGANIZATION (INTERPOL)

GENERAL ASSEMBLY, COPENHAGEN, SEPTEMBER, 1961 RESOLUTION REGARDING THE URGENT NEED FOR DEFINING THE LEGAL POWERS OF AIRCRAFT COMMANDERS

The General Assembly took place in Copenhagen, September 4-9, 1961. During the session a Sub-committee on air police problems convened and discussed as its main topic the powers of aircraft commanders. The question of their powers arose in connection with "hi-jacking," and theft of valuable goods on the ground at airports and during transit to and from airports. Finally the General Assembly adopted a resolution drawing "the attention of international bodies and national authorities to the urgent need for defining the legal powers of aircraft commanders and suggesting that the preliminary draft of the Legal Committee of ICAO be studied, and all appropriate measures be quickly taken by countries."

VII CUSTOMS CO-OPERATION COUNCIL (CCC)

REPORT OF THE 19TH SESSION, BRUXELLES, DECEMBER, 1961

The 19th Session of the Customs Co-operation Council was held in Bruxelles, December 5-7, 1961. The Permanent Technical Committee of the Council had, at a meeting in September 1961, considered Recommendation B-5 of the 5th Session of the FAL Division. The Recommendation dealt with simplification of inward and outward clearance of air cargo. In its consideration the committee kept in mind the long-range objective of an international standard document for customs clearance of air cargo. The Technical Committee decided that as a first step it would collect information from States on current clearance procedures and have these submitted to a 1962 session of the Committee, to which representatives of the interested international organizations should be invited.