

Department of Transport

Aviation Sub-Sector Task Team

Aviation Strategy for FIFA World Cup 2010

Version 0.3

June 2009

List of Contents

List of Contents

Abbreviations

1.	Introduction	1
1.1	Background	1
1.2	Drafting Team	2
2.	Overview of Aviation Sector in South Africa	4
3.	FIFA Soccer World Cup 2010	7
4.	Principles Underpinning Strategy	10
5.	Strategic Thrust	11
4.1	Vision	11
4.2	Mission	11
4.3	Strategic Objectives	11
6.	Aviation Strategy 2010	13
5.1	Airports	13
5.2	Airspace Management	14
5.3	Airline Services	15
5.4	Safety and Security	17
7.	Implementation and Coordination	21

List of Abbreviations

ACSA	Airports Company South Africa Limited
ASGISA	Accelerated and Shared Growth Initiative for South Africa
ASSTT	Aviation Sub-Sector Task Team
ATM	Air Traffic Movement
ATNS	Air Traffic & Navigation Services Company
CAA	Civil Aviation Authority
DFA	Department of Foreign Affairs
DOT	Department of Transport
GNSS	Global Navigation Satellite System
IFR	Instrument Flight Rules
INTOP	Initial Transport Operational Plan
KMIA	Kruger Mpumalanga International Airport
LCC	Low Cost Carrier
LOC	Local Organising Committee
SAAF	South African Air Force
SADC	Southern African Development Community
SAPS	South African Police Services
SASAR	South African Search and Rescue Organisation
SCP	Security Check Point
SOP	Standard Operating Procedure

1.1 Background

South Africa has been selected by the world soccer governing body FIFA to host the 2010 World Cup™. The tournament will take place during the period of 11 June to 11 July 2010. The Local Organising Committee (LOC) anticipates that approximately 350 000 – 450 000 international spectators will visit South Africa for the World Cup tournament. This figure could well be adversely affected by the current global economic meltdown. The South African Football Association (SAFA) estimates that the South African economy will benefit to the tune of **R24,4 billion** from direct, indirect and induced expenditure and a further **R7,2 billion** from taxes as a result of hosting the World Cup. In the process, **159 000** jobs will be created in the economy. SAFA has branded World Cup 2010 as an African World Cup hosted in South Africa. This presupposes that African countries should actively participate and take pride in the first ever hosting of this tournament on African soil.

Hosting the World Cup also presents South Africa with a rare opportunity to kick-start some of the key programmes and objectives of government. Over the next five years government has committed itself to the creation of decent work and sustainable livelihoods, enhancing the education and health systems, rural development, food security and land reform and escalating the fight against crime and corruption. These programmes are based on the government philosophy of continuity and change, in which economic and social programmes support each other through a departmental state.

It is anticipated that the tournament will leave a lasting legacy in South Africa, the Southern African Development Community (SADC) and the entire continent of Africa.

Invariably, hosting a tournament of this magnitude also poses many challenges, such as provision of adequate accommodation and transport services. The Department of Transport has through the *Transport Action Plan for 2010* committed the country and the transport industry to assist in hosting a successful world cup. This Action Plan, which is a **call for action**, has provided broad guidelines and tentative timelines to assist the transport industry in the preparations for 2010. Amongst others, the Action Plan provides for the establishment of the Aviation Sub-Sector Task Team (ASSTT) to assist with preparations regarding the role of the aviation sector. These preparations include the provision of adequate international and domestic air transport services, adequate airport and air navigation facilities and interface with land-based transport services. The Task Team, representative of the aviation sector, has been established and has played a pivotal role in the development of this strategy.

The purpose of this document is to outline the aviation strategy towards the successful hosting of the FIFA 2010 World Cup™.

1.2 Technical Team

This strategy is the outcome of a collective effort of the aviation industry in South Africa. It draws from the Action Plan, the Bid Book and the Airlift Strategy and other relevant documents. It is based on the **gap analysis** completed during the Status Quo and Aviation Capability and Strategy Study¹. The Drafting Team was comprised of the following members of the ASSTT:

¹ These documents are reports of a study commissioned by the ASSTT to assess the capability of South African aviation to host a successful World Cup.

Table 1: Drafting Team

Pule G. Selepe	Team Leader and Coordinator: Aviation Sub-Sector Task Team
Chris Zweigenthal	Airlines Association of Southern Africa
Hennie Marais	Air Traffic and Navigation Services Company
Trevor Teegler	Airports Company South Africa Limited
Gavin Sayce	Lanseria International Airport
Gawie Bestbier	Civil Aviation Authority

SECTION 2 AN OVERVIEW OF THE AVIATION SECTOR IN SOUTH AFRICA

Both the Action Plan and the Initial Transport Operational Plan (**INTOP**) foresee that the aviation sector in South Africa will play an important role towards the successful hosting of the World Cup™ in 2010. In general, South Africa boasts a fairly developed and internationally competitive aviation industry. The overall responsibility for the regulation of civil aviation resides with the Department of Transport (DOT). Whilst safety regulation has been devolved to the Civil Aviation Authority (SACAA), the licensing of airlines is regulated through the Air Services Licensing Council and the International Air Services Council.

The regulation of air services has been considerably liberalised since the 1990's and is in line with those of major aviation nations around the world. Domestic air services were deregulated in terms of the Air Services Licensing Act, 1990, allowing any South African resident who meets the safety requirements elaborated in the Act to qualify for a license to operate domestic air services. This has paved the way for airlines such as British Airways-Comair, Sun Air, Nationwide, SA Express and Airlink to enter the domestic market that was hitherto dominated by South African Airways, the national carrier. This Air Services Licensing Act is underpinned by the following four principles:

- (i) Safety is of paramount importance, and the quality of operators regarding those aspects which affect operational safety should be enhanced as far as possible.
- (ii) Economic decisions should, as far as possible, be left to the market to resolve subject to the general controls over economic activity applicable to all industries.
- (iii) Users' interests and views should explicitly be taken into account.
- (iv) All participants in the air transport market should be treated equally before the law.

Similarly, the international market has been opened for all carriers in terms of the International Air Services Act, 60 of 1993 and a number of South African airlines currently offer air services to various international destinations. The Act requires the licensing Council to perform its duties *“in a manner which in its opinion is calculated:-*

- (a) to promote trade with, and tourism to and from, the Republic;*
- (b) to promote competition between persons who operate international air services;*
- (c) not to unjustifiably prefer any licensee over another;*
- (d) to promote a high standard of safety in the operation of international air services;*
- (e) to promote the development and interests of the local international air services industry;*
- (f) to promote the interests and needs of users or potential users of air services in the Republic.”.*

Over the last ten years the market has seen the introduction of low cost carriers (LCC's) in line with developments elsewhere in the world. These low cost carriers have allowed people who would otherwise not have been able to fly to utilise air services, thus growing the market. However, due to the competitive nature of the South African domestic air services market, some airlines, notably Sun Air and lately Nationwide Airlines, have subsequently folded. The aforesaid notwithstanding, the South African airline industry remains healthy, dynamic, competitive and robust. Airlines currently serving the South African domestic aviation market, include 1Time, Airlink, BA-Comair, Kulula.com, Mango, SA Airways and SA Express.

In addition to these, about 55 international airlines offer scheduled services to South Africa, thus connecting the country with every corner of the global village. Amongst those airlines are British Airways, Delta Airlines, Ethiopian Airlines, Emirates Airlines, Lufthansa, Kenya Airways, Singapore Airlines and many others.

Airport infrastructure in South Africa is also comparable with that in major aviation countries in the world. The Airports Company South Africa (ACSA) was established to manage the nine major airports owned by the State. The majority of passengers are handled by the three major hubs namely Cape Town, Durban and OR Tambo International airports. Other airports designated as entry points include Gateway International Airport, Lanseria Airport, Kruger Mpumalanga International Airport and Pilannesburg.

The same approach was followed with the establishment of the Air Traffic and Navigation Services Company (ATNS), which manages air traffic movements at ACSA airports. The ATNS co-manages the South African airspace with the South African Air Force (SAAF), focussing on civilian airspace whilst SAAF oversees military operations. The ATNS utilises modern equipment and radar technology to ensure the safe and harmonious movement of aircraft in the South African airspace. The South African Weather Service provides the industry with aeronautical meteorological information for the safe operation of services in line with ICAO guidelines.

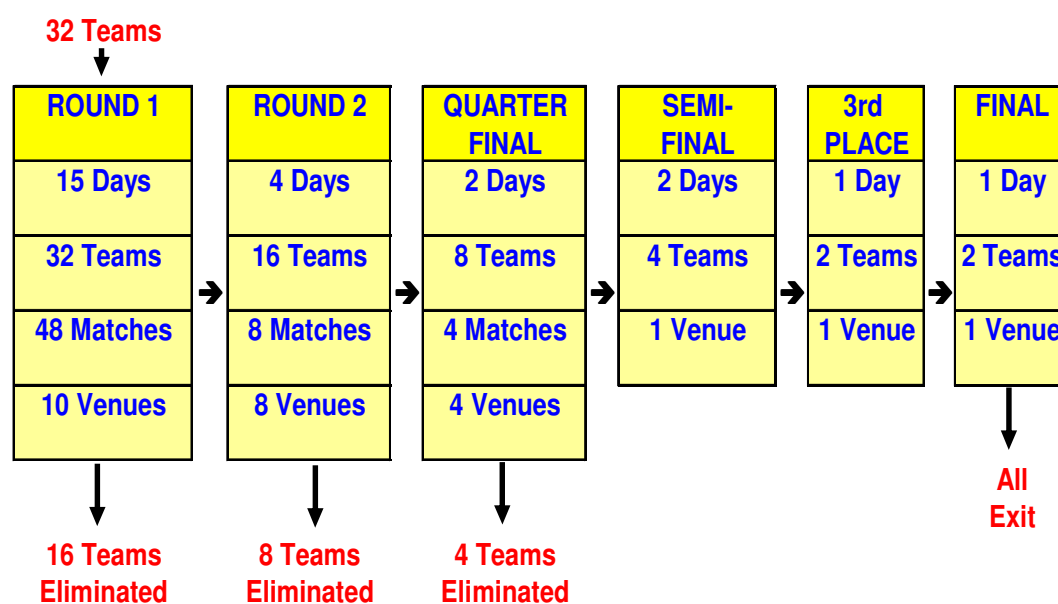
Since both ACSA and the ATNS are monopolies, the tariffs which they charge to the industry are regulated through the Regulating Committee established in terms of the Airports Company Act. The setting of tariffs therefore follows a transparent process in which airlines participate.

FIFA estimates that 350 000 – 450 000¹ international spectators will visit South Africa during the World Cup. Thirty-two (32) teams from the six FIFA regions (see **fig. 1**) will participate in the tournament. The number of matches that will be played in each round are shown in **fig 2** below.

Fig 1: Qualifying Teams Per Region



Fig 2: Number of Matches per Round



¹ This figure was also supported by the INTOP report.

The host cities for staging World Cup matches are Bloemfontein, Cape Town, Durban, Johannesburg, Nelspruit, Polokwane, Port Elizabeth, Pretoria and Rustenburg. The capacities of the individual stadiums that will host World Cup matches are shown in table 2 below.

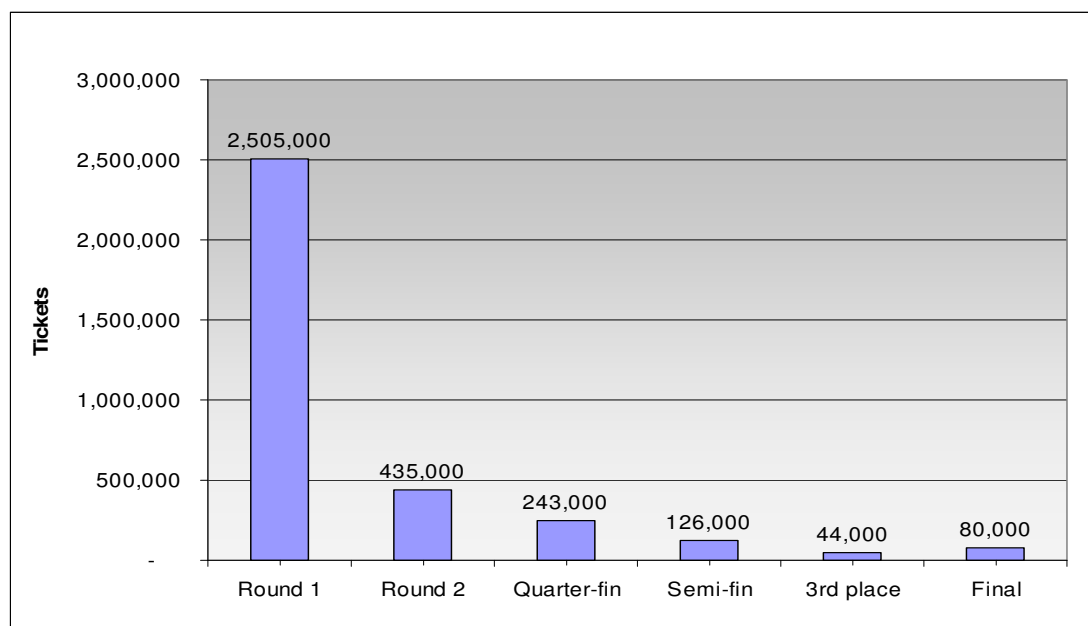
Table 2: Stadium Capacity

Stadium	Capacity
Ellis Park	62 000
Free State	45 000
Green Point	70 000
Loftus	49 000
Moses Mabhida	70 000
Nelson Mandela Bay	47 000
Mbombela	45 000
Peter Mokaba	45 000
Royal Bafokeng	44 000
Soccer City	87 000

Source: Africon – SSI (2008)

The number of tickets expected to be sold for each round of the World Cup matches is summarised in **fig 3** below.

Fig 3: Anticipated Tickets Sales Per Round.



Source: Africon – SSI (2008)

The first round of the World Cup will be fairly spread through out the country, with the number of venues decreasing as the tournament progresses. The opening and final matches will be staged in Johannesburg at Soccer City. The number of games that will be played and the host cities are illustrated in the table below:

Table 3: Matches Per Round Per Stadium

Stadium	Proposed Matches					
	1 st Round	2 nd Round	Quarter Final	Semi-Final	3 rd Place	Final
Soccer City	5	1	1			1
Coca-Cola Park	5	1	1			
Loftus	4	1				
Moses Mabhida	5	1		1		
Green Point	5	1	1	1		
Royal Bafokeng	5	1				
Nelson Mandela Bay	5	1	1		1	
Bloemfontein	5	1				
Peter Mokaba	5					
Mbombela	4					
	48	8	4	2	1	1

Source: Africon – SSI (2008)

SECTION 4

PRINCIPLES UNDERPINNING STRATEGY

This strategy is premised on the global aviation mantra that recognises that **safety and security are paramount**. Therefore, all aviation legislation relating to the safety and security of air operations will be observed, and where possible, enhanced.

Hosting the World Cup™ in 2010 will present us with an opportunity to showcase South Africa, our region and our continent to the world. Every effort should therefore be made to enhance **regional integration** and to remove the unfortunate stereotypes and negative sentiments held about Africa in some corners of the globe. People coming to the world cup should be exposed to the African warmth and *ubuntu* (humaneness). Therefore, much as the event is hosted in South Africa, it should expose the richness, diversity and unity of the peoples of Africa as a whole.

Secondly, it is a reality that our country and our continent are part of the developing world. Therefore, we still face huge backlogs in both social and economic infrastructure and services, such as hospitals, roads and efficient transport services. It is therefore anticipated that FIFA World Cup™ 2010 will leave a **lasting legacy** of infrastructure, services and opportunities that will be enjoyed for many years and decades long after the tournament has passed.

This strategy builds on the foundation laid by the aviation policy and legislative framework in South Africa, and does not seek to re-invent the wheel.

5.1 Vision

To ensure the provision of adequate, safe, efficient, and reliable air transport services and infrastructure for the successful hosting of the FIFA World Cup 2010™.

5.2 Mission

To ensure convenient and adequate air transport services to and from South Africa, smooth and speedy passage through our airports and effective transportation of spectators to and from games, and to show-case the African warmth and to ensure unforgettable experience and value for money for passengers.

5.3 Strategic Objectives

The successful hosting of the World Cup™ will require a coordinated effort and cooperation amongst various role players in the South African aviation industry. In the main the strategy is informed by **FIFA requirements and government guarantees** relating to civil aviation. The key strategic objectives are:

- To ensure adequate airport infrastructure and the smooth handling of aircraft, passengers and baggage through the airports.
- To ensure adequate and efficient air transport services to transport spectators to South Africa, to and from World Cup matches and back to their home countries.

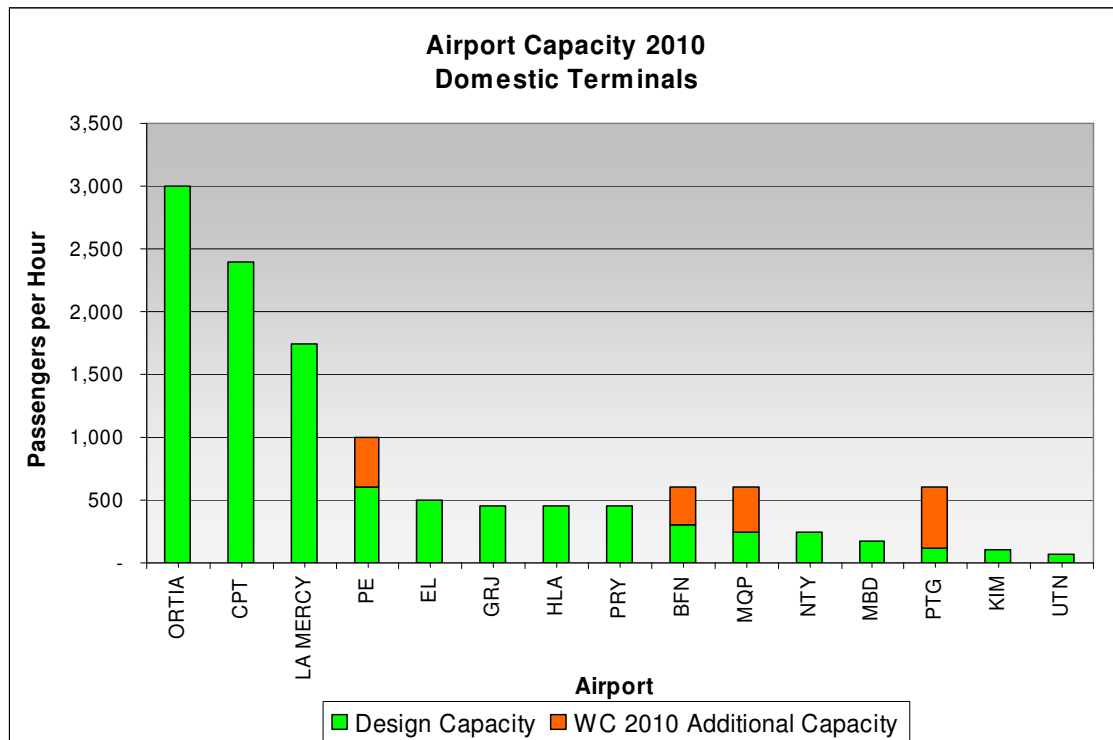
- To ensure the safe coordination and efficient movement of aircraft within the South African airspace.
- To ensure that passengers are transported safely according to international standards and expectations.
- To ensure maximum security for air transport passengers during the World Cup.

The integrated strategy for the successful hosting of the World Cup will focus on airports, airspace management, airline services and safety and security. In line with INTOP (4.2 page 2), the strategy takes into account the fact that the World Cup happens within a period of a month and seeks to strike a balance amongst, stability, continuity and meeting the unique challenges of hosting the World Cup. The strategy is described below:

6.1 Airports

The Aviation Capability study has revealed that in general, most airports will have sufficient capacity to cater for increased demand during the World Cup. However, the study also highlighted that there will be some capacity constraints during the peak period at KMIA (airside and terminal) and domestic terminals at Bloemfontein, Polokwane and Port Elizabeth. See figure 3 below.

Fig 3: Domestic Airport Terminal Capacity and Constraints



Source: Africon – SSI (2008)

The airport strategy will seek to achieve the following:

- (i) Airport infrastructure capacity will be enhanced to meet the increased demand during the World Cup.
- (ii) In cases where primary airports supporting the world cup do not meet the anticipated demand, temporary infrastructure and secondary airports will be considered to enhance capacity.
- (iii) Some military airports will be considered to be utilised as secondary or diversion airports, parking of aircraft or facilitation of teams and FIFA family.
- (iv) In order to meet the anticipated demand, airports will operate on a 24 hour basis during the World Cup.

6.2 Airspace Management

It is accepted that any effort to increase the Air Traffic Management (ATM) capacity at the various airports will be accompanied by certain restrictions, requirements and arrangements (including those informed by state security requirements). These will be focused on ensuring an element of predictability and repeatability into the ATM system whilst ensuring that air traffic management service delivery (ATMSD) satisfies the capacity and national security requirements for World Cup 2010. Aircraft movement management will include the following:

- ☐ Airport operators will jointly declare capacity with the ATNS to enable ATNS and the airport operators to support the declared capacities.
- ☐ All flights entering controlled airspace during the 2010 tournament will be slot coordinated and be required to file a flight plan irrespective of the flight rules and type of flight.
- ☐ All flights entering controlled airspace during the 2010 tournament will be required to carry at the very least, a serviceable mode C transponder.

- No training flights will be allowed at predetermined periods during World Cup peak traffic days. On days when World Cup traffic allows training flights will be slot coordinated.
- Surveillance (radar coverage) is considered as a capacity enhancement initiative at certain airports, especially those not currently provided with surveillance.
- A communications network to support communications between airports, Air Traffic Service Units and the Central Airspace Management Unit (CAMU) will be implemented to support tactical Air Traffic Management and interaction with Joint Operation Centres.
- The Global Navigation Satellite Systems (GNSS) will be utilised to provide feasible solution to support Instrument Flight Rules (IFR) Operations at aerodromes where the current navigation and approach aids are inadequate or not available to support high capacity operations.
- The SAAF and SAPS will identify specific security requirements for match venues and surrounding areas.
- Communication with stakeholders at the various airports will form part of the respective detailed operational plans.

6.3 Airline Services

INTOP concluded that normal flight capacity would be sufficient to cater for World Cup demand, with 50 – 80% displacement. However, the Capability Study has concluded that supply levels as at July 2007 *“were sufficient on most days on most routes, for the 2-months overlapping the WC 2010. However during the peak period (generally Round 1 phase), the demand seems to be higher than the airline capacity on specific routes, especially between O. R. Tambo International Airport and South America, North America, Europe and Australia, and between Africa and Cape Town International Airport and international Airport at La Mercy”*.

The study also concluded that “the expected supply along domestic routes is more or less sufficient on most of the routes, for the 2-month period (28 May 2010 to 25 July 2010). However, during the peak periods (generally Round 1 phase), the demand seems to be much higher than the expected capacity of airlines (in many cases even more than double the expected capacity)”.

Fig 4: Average Number of Seats to RSA as at July 2007



Source: Africon – SSI (2008)

Fig 5: Average Demand Per Region to RSA – July 2007



Source: Africon – SSI (2008)

The strategy for airline capacity is:

- (i) There will be further expansion of air services through bilateral allocations to meet the demand of air services during the World Cup.
- (ii) Where necessary, scheduled services will be complimented through supplementary flights and charter services.
- (iii) South African carriers are encouraged to enter into commercial agreements with foreign airlines to ensure adequate services during the World Cup.
- (iv) In the event that South African carriers are not able to meet the demand during the World Cup, foreign carriers may be invited to provide supplementary domestic (cabotage) services.
- (v) The use of foreign carriers in the domestic market will be considered **only if** and when all domestic capacity, is likely to be exhausted.
- (vi) Regulatory bodies such as the Department of Transport, licensing councils and the Civil Aviation Authority will expeditiously process applications for necessary authorisations.
- (vii) Excess demand beyond the capacity of aviation infrastructure will be shifted to land-based modes of transport.
- (viii) In line with the Airlift Strategy, additional international air services necessary to meet the demand of the World Cup will be spread amongst the main three hub airports, namely Cape Town, La Mercy (Durban) and OR Tambo international airports, according to points of origin.
- (ix) Accordingly, supplementary services originating in Africa, Europe, Middle East and North America will land in O R Tambo International Airport. Services originating in Australasia will be channelled to La Mercy and additional flights originating in South America will use Cape Town as an entry point.

6.4 Aviation Safety and Security

6.4.1 Aviation Safety

Normal aviation safety requirements will apply during the World Cup. In addition the following measures will be put in place:

- CAA will deploy temporary personnel to regions in order to increase oversight capacity and response to accidents/incidents.
- Parking arrangements for surplus aircraft on aerodromes will be isolated from points of drop-off or pick-up.
- Temporary helistops added to venues for VIP transport will be thoroughly assessed before approval.
- Due to increased demand during peak periods, transponders will be compulsory in controlled sectors.
- Should the need arise to deploy foreign aircraft for domestic operations, these aircraft will be subjected to an inspection.
- Disaster management plans will be reviewed and enhanced in cooperation with SASAR. The Dept of Transport will ensure coordination with other Departments for the alignment of regional disaster management plans with the National Plan.
- Monitoring of the General Aviation sector will be enhanced to limit accidents and incidents during the World Cup. Limitations will be placed on pilots suitable to transport foreign passport holders.
- Aircraft flow management processes will be put in place to mitigate against possible delays due to weather conditions.

6.4.2 Aviation Security

Strict aviation security will be observed in line with Annex 17 to the Chicago Convention and specifically according to the National Aviation Security Programme. Where possible, arrangements will be tailor-made to meet the unique demands of hosting a tournament of the magnitude of the World Cup, such as FIFA requirements. The following standard and additional measures will be applied during the World Cup:

- Pre-approved procedures through the appropriate authority to ensure all airports operate to agreed standards and approved procedures to avoid security breach;
- Provisions for tarmac pick-up vehicles - incorporating both the responsibility for the provision of vehicles to be issued for tarmac pick-ups, including VIP vehicles and coaches for teams and members of their groups as well as the security control of these vehicles;
- Accreditation of approved delegates and officials of the Department of Foreign Affairs for tarmac pick-ups;
- Training of all authorised staff that will be granted airside access and all staff required for executing functions on the airside during official FIFA events.

Pre-approved procedures through the appropriate authority to ensure all airports operate within a single standard will include the following:

- Priority and/or off-site check-in as well as liaison with airlines to ensure that FIFA delegates get priority facilitation in during official FIFA events;

- Off-site screening Standard Operating Procedures (SOPs);
- Additional (remote) Security Check Points [SCP] including additional screening technology;
- Restricted Area Access, which includes the confirmation of processes to be followed to accredit official staff that will need access to restricted areas at identified airports for all official FIFA events;
- Availability of key contact persons at airports.
- Contingency plans for controlling access roads during increased security threat or response to a security breach;
- Policing required in kerb drop-off area to manage dwell time and illegal parking in all airport precincts.

SECTION 7

IMPLEMENTATION AND COORDINATION

Hosting a successful World Cup and implementing this strategy will have financial and human resource implications for the government and the aviation industry. Operational plans should illustrate additional staffing requirements especially for matters pertaining to facilitation as per ICAO Annex 9, as well as staffing required for other key stakeholders such as airlines, airports, air traffic management, ground handlers, etc. These could include the following:

- Improvement of airport infrastructure and facilities at some primary airports supporting the word Cup will require funding.
- Other service providers such as ground handlers will also require additional staff and funds.
- The 24 hour operation of airports and ATM's will require additional human resources and finance to cater for additional shifts.
- Airlines will also require additional staff, e.g. pilots, cabin crew and others to operate on a 24 hour basis.
- Government departments providing crucial services at airports (such as customs, immigration and police) will also require additional staff and finance to mount a 24 hour operation

Individual role-players, such as airports, air navigation and airlines, will develop **detailed operational plans** to support this strategy. The framework for operational planning has been described in the INTOP report. It is expected that these operational plans will contain amongst others, the following information:

- An overview of the organisational strategy for 2010 FIFA World Cup.
- Demand expected during the tournament and capacity declaration of the organisation. Plans for additional infrastructure provisions, if any, should be elaborated.

- Airports plans should illustrate in detail how inbound international passengers and domestic passengers and baggage will be handled and processed.
- Airports plans should show in detail how traffic will be cleared from the terminal building towards land-based transport at each airport. These include detailed map of the land based transport positions as well as road flow to the demarcated areas.
- Airports plans should describe in detail energy management, landside management, vehicle control, security plan, disaster management and aircraft recovery plans per airport.
- Airlines plans should detail anticipated fleet to be utilized for the event and number of seats to be catered for per hour, per route. These plans should also include operational hours as well as any other commercial agreements which are in place to accommodate additional traffic during the World Cup.

These plans will need to be coordinated and harmonised so as to allow them to speak to one another. The Coordinator and the ASSTT will ensure the development of these operational plans and monitor their implementation before, during and at the end of the World Cup 2010.

For more information:

Pule Godfrey Selepe
Department of Transport
Private Bag X193
Pretoria 0001
South Africa
Tel: 012 309 3000
www.dot.gov.za