



Arbetsgrupp om en strategisk plan för IMO

En arbetsgrupp sammanträdde i IMOs lokaler i London under tiden 16-18 september för att arbeta fram ett förslag till strategisk plan för IMO.

Undertecknad var ordförande vid mötet och den svenska delegationen i övrigt bestod av Charlotte Ottosson, SoS, och Pia Skoog, Sjöfartsinspektionen.

Arbetsgruppen sammanträdde sedan Council vid sitt möte i maj i år följt upp ett beslut av Assembly att tillsätta en grupp för att utarbeta en strategisk plan för IMO. Assemblys beslut var föranlett av den sk Mannet-rapporten som i sin trettioförsta rekommendation föreslagit att generalsekreteraren skulle utarbeta en sådan plan.

När Council beslutade att tillsätta arbetsgruppen, beslöt man också – för att få så många medlemsstater som möjligt att engagera sig i arbetet med den strategiska planen – att arbetsgruppen skulle vara öppen även för länder, som inte var medlemmar i Council. Arbetsgruppen skall också vara öppen för generalsekreteraren. Man beslöt också att öppna en diskussionssida på webben.

Endast 22 medlemmar deltog i mötet. De flesta av dem representerades dessutom av sina permanenta representanter. Generalsekreteraren kunde inte delta i mötet men representerades av sin ställföreträdare, Thimio Mitropoulos.

Aktiviteten på diskussionssidan var före mötet låg. Nederländerna lade in texten till det anförande man höll vid Council (CWGSP1/3/1). Cypern lade in ett ganska omfattande förslag (CWGSP1/3/2). Danmark lade in en kort och allmän text (CWGSP1/3/4). Brasilien lade också in en inlaga, som emellertid inte innehöll så mycket om en strategisk plan som om behovet att organisera om arbetet inom IMO (CWGSP1/3/3). Man kan konstatera att

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mötet började med ett vitt papper, som skulle fyllas med en plan. Detta lyckades inte.

Före mötet hade undertecknad i egenskap av gruppens ordförande lagt fram ett förslag till hur gruppen skulle arbeta (CWGSP1/3). Det följdes i princip.

De terms of reference, som Council beslutat, innebar att arbetsgruppen skulle fastställa de strategiska riktningar, i vilka IMO skall gå i framtiden. Dessa riktningar skulle baseras på trender, utvecklingslinjer och utmaningar inom sjöfarten. Vidare skulle arbetsgruppen arbeta fram mätbara mål (objectives), ta fram handlingsplaner och göra en uppskattning av vilka resurser planen skulle medföra behov av.

Hela första dagen användes för att diskutera de trender, utvecklingslinjer och utmaningar, som finns. Den diskussionen baserades huvudsakligen på det som sagts i § 8 i undertecknads metodinlaga. Trenderna etc sammanställdes slutligen i ett mindre antal grupper men diskussionen avslutades aldrig på grund av tidsbrist.

Gruppen övergick sedan till att diskutera strategiska riktningar och identifierade sammanlagt nio sådana. Tre av dessa diskuterades i detalj; de kompletterades med mål, mätindikatorer m m.

Resultatet av gruppens arbete, Summary of Decisions, biläggs denna rapport. Övriga i rapporten nämnda handlingar kan erhållas från Sjöfartsinspektionens internationella sekretariat. Ett viktigt beslut som fattades inom gruppen var att förslå Council, när gruppens arbete rapporteras, att gruppen får sammanträda nästa vår. Den tid, tre dagar, som var avsatt för arbetsgruppen räckte helt enkelt inte till.

Mötet var på ett sätt en besvikelse. Undertecknad hade trott att det skulle gå att komma längre än vad som blev fallet men vid eftertanke var det nog uteslutet. Få länder har sannolikt insett att det arbete, som arbetsgruppen skulle utföra, i viss mån är unikt. Det har inte gjorts något liknande under i varje fall de senaste 15 åren. Medlemsländerna skall dessutom göra arbetet mot bakgrund av de kulturella skillnader, olika mognadsgrad och erfarenheter de har. Det berikar diskussionen men förenklar den inte.

Resultatet av mötet var emellertid att en metod att arbeta med frågan togs fram. Det kommer att bli värdefullt för det fortsatta arbetet.

För att arbetsgruppen, om den får träffas igen, vilket är mycket sannolikt, inte skall hamna i samma predikament igen togs från svensk sida ett initiativ att kalla samman ett antal länder i höst för att förbereda en inlaga till ett kommande möte. Mötet kommer att hållas i London med deltagande från Cypern, Nederländerna, Singapore, Storbritannien och Sverige. Tanken är att arbeta fram ett så nära fullständigt förslag som möjligt till en strategisk

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plan enligt den modell, som togs fram vid arbetsgruppens möte. Dessutom bör de mål, som ställs upp, tidsättas.

En principiell fråga dök upp mot slutet av mötet. Den hade följande förhistoria. När strategiska riktningar diskuterades lade direktören Edwards, som är chef för IMOs Technical Co-operation Division, fram ett förslag till strategisk inriktning för dess arbete. Förslaget, som väckte stort intresse, diskuterades och Edwards ombads att mot bakgrund i vad som sagts under diskussionen fullständiga förslaget. Så skedde. Diskussionen och förslaget ledde emellertid till att chefen för Marine Environment Protection Division lade fram ett förslag för sin verksamhet. Även detta diskuterades med resultatet att det "sågades" med visst eftertryck. Förslaget och diskussionen av det kommer att kort nämnas i den rapport från mötet, som kommer att gå till Council.

När undertecknad kom tillbaka till Sverige efter mötet blev jag uppringd av chefen för den administrativa enheten. Det framkom då att miljöchefen till deltagarna i arbetsgruppen skickat ett nytt förslag till strategisk inriktning för sin verksamhet med begäran om kommentarer. På fråga sade jag då att arbetsgruppen avslutat sitt arbete och att diskussionen om de strategiska inriktningarna får föras vidare senare. – Arbetet med strategin är en fråga för medlemsstaterna. Sekretariatet skall bistå dem i detta arbete. Det är dock inte principiellt lämpligt att sekretariatets chefstjänstemän skriver förslag till strategiska inriktningar – oombdda – avseende sin egen verksamhet. Det kan i praktiken leda till att nuvarande arbete och inriktning permanentas, vilket knappast är målet med en ny strategi för IMO. Visserligen är arbetsgruppen öppen för generalsekreteraren men det initiativ som togs i miljöfrågan var inte hans.



Johan Franson
Sjösäkerhetsdirektör

SUMMARY OF DECISIONS

Chairman: Mr. J. Franson (Sweden)

Definitions

1 The group discussed the definitions proposed by the Chairman (CWGSP 1/3) for the concepts of Mission statement, Strategic directions, objectives, goals and high-level action plans. The group agreed that it was necessary to be clear on the terminology but decided that it was not necessary to formally now agree to definitions.

Emerging trends, developments and challenges

2 The group discussed the list of emerging trends, developments and challenges given in paragraph 8 of the Chairman's note (CWGSP 1/3) and those in the submissions by Netherlands (CWGSP 1/3/1) and Cyprus (CWGSP 1/3/2). The group noted the contents of submissions by Brazil (CWGSP 1/3/3) and Denmark (CWGSP 1/3/4). Some additions were made to the list the Chairman's list of trends. An attempt was made to summarize and synthesize the emerging trends into fourteen items. The group also noted the proposal of one delegation which had, after conducting "an environmental scan" grouped emerging trends into eight items. The lists of all the proposals are given at annex 1. The delegations of Cyprus and Greece did not agree on paragraph 2.7 of the annex and reserved their position on this issue because the issue had not been discussed.

3 The group agreed that the identified trends, development and challenges were useful as a basis for its work but decided that further elaboration and consideration of emerging trends, developments and challenges was needed before the completion of the Strategic Plan.

4 The delegation of Netherlands informed the group of an ongoing international baseline study by their Government and that the results of the study will be available shortly.

Strategic directions

5 The group agreed to base its consideration of objectives, goals, performance indicators and action plans on nine preliminary strategic directions which are given at annex 2. The group discussed the need to establish targets to be accomplished by the end of the five year plan. The group further agreed that Strategic directions should not be discussed in a Committee centric way.

Possible framework for the Organization's strategic plan

6 The group agreed that there was insufficient time to develop the full range of the Organization's strategic plan at this session. The group developed some examples which might form a part of the future framework of the Organization's strategic plan (annex 3).

Mission statement

7 The group developed a possible mission statement based on article 1 of the IMO Convention, resolution A.900 (22) and Council document (C 86/10) (annex 4).

Priorities and prospective resource requirements

8 The implementation of the proposed Strategic Plan will lead to the consideration of resources needed and setting of priorities, which will have to be done at a later stage. The group agreed to reflect on the matter, noting that at its forthcoming 89th session, the Council would establish broad policy guidelines for its preparation of the 2004-2005 work programme and budget, which would be issued in early March for consideration by the Council at its 90th session in June 2003.

Flexibility

9 The terms of reference for the group required the Strategic Plan to be flexible so that it can be modified as and when necessary. The group decided this should be considered further when the strategic directions are elaborated at its next meeting. The need for flexibility could be catered for or discussed when the Strategic direction 9 given at annex 2 is further elaborated, in dealing with the ability of the Organization to manage change.

Review

10 Since the Council would be proposing to the twenty-third session of the Assembly to adopt a Strategic Plan for the Organization, the group was of the opinion that the Council, after the first Plan has been adopted, should review the Plan biennially and propose to the Assembly that the Strategic Plan, with the amendments agreed by the Council, is adopted.

11 The group further agreed that the Council should on a regular basis, assess the results achieved through the application of the proposed performance indicators to establish if targets set have been achieved.

12 The group was also of the opinion that the Council might have to re-examine the time allotted to its meetings, if it will agree to monitor the progress of the Strategic Plan annually, in order to ensure that work of other bodies is not affected.

Any other business

13 The group noted that the Assembly and Council have decided that the Strategic Plan shall cover a five year period and an outline of a strategy for the years to follow the initial period. The group further noted that the work programme and budget covers a biennium and that the long term work programme ~~which~~ covers a period of six years. The group decided to bring this to the notice of the Council with a recommendation for the alignment of the time periods and a review of the planning cycle.

14 The group found that the attendance *at the meeting by* ~~from~~ *the* Members of the Council was high ~~at the meeting was low~~ but that *it* was relatively low from the point view of the wider membership of the Organization. It did not reflect the desire expressed in resolution A.909 (22), annex 3 operative paragraph 2(a). Few documents were submitted for consideration at the meeting. The Member States present participated actively. The group recognised that further work was essential and decided to recommend to the Council to call at least one further meeting of the working group, possibly for five days. The group further decided to recommend to the Council to urge Member States to submit proposals and comments to the next session of the working group.

ANNEX 1

EMERGING TRENDS, DEVELOPMENTS AND CHALLENGES

1 The following trends, developments and challenges were identified by the Working Group:

EMERGING TRENDS

Globalization of industry and the workforce

Growing use of information and communication technology (GMDSS, GPS, AIS, VDR etc.)

Increased level of ship inspection (flag and port, class, cargo owners, charterers etc)

Enhanced public (political) concern for, and awareness of, the marine environment (air and sea pollution, ship-generated waste etc.)

Monitoring role for IMO (STCW, Model Audit Scheme)

More proactive role for IMO

Increased public (political) concern about ship and port security (terrorism, piracy etc.)

Increasing numbers of economic migrants

Recognition of the role of the human element

Increased size and speed of ships

Increasing navigational conflicts with offshore and coastal systems management

DEVELOPMENTS

Technical developments in equipment

Safety management systems

Ballast water management

Safety culture and environmental conscience

Increasing ship size (passenger, container)

Formal safety assessment

Monitoring of ships and cargoes (facilitation vs security)

CHALLENGES

- Improving maritime security on ships and in ports
- Improving implementation of IMO instruments (substandard shipping, poor flag State performance, capacity building in developing countries etc.)
- Increasing transparency and access to data
- Protection of the marine environment
- Enhanced safety performance (reduced regulatory burden)
- Ensuring seafarers are effectively trained
- Involvement of the whole of IMO membership in policy preparation
- Measuring IMO effectiveness (accident statistics, technical cooperation activities etc.)
- Introduction of FSA to rule-making process
- The need to develop short-sea shipping
- The need to develop appropriate administrative and operational measures in the Organization
- The need to change the trend for funding the Organization's TC activities
- The need to avoid regional agreements which are in conflict with the Organization's regulatory framework

SUMMARY AND SYNTHESIS

- 2 Synthesis of the above trends, developments and challenges:
 - .1 an increase in the use of shipping as an effective, efficient and environmentally-friendly mode of transport globally;
 - .2 the need for sustainable development will continue to gain momentum, a process shipping can contribute to;
 - .2 bis there is a greater demand for improvement in national economic capacity-building and technology transfer between Member States which will include shipping;

- .3 the need to ensure that globalization and deregulation does not reduce maritime safety and security; protection of the marine environment; freedom of navigation or the efficiency of shipping;
- .4 the need for implementation of technical and operational solutions to address maintenance and life optimisation of the World's merchant fleet;
- .5 the public is seeking an increasing role in shaping national and international policy, with the attendant need for enhanced and more open communication between the IMO and the public;
- .6 rapid and extensive advances in information technology will offer exceptional opportunities for new ways of working. In addition, new information technology will make possible better communication and outreach;
- .7 a lack of transparency in access to data and non-reliance on data (including certification) provided by others leading to an increasing tendency for insurers, charterers and port States to assure themselves directly that international standards have been implemented and complied with;
- .8 recognition of the role of the human element by all in the maritime transport chain and in the development of a safety culture and environmental conscience;
- .9 the need to take account of emerging technological developments related to ship design, size, speed and sophistication; cargo capacity and cargo-handling systems; intermodal transport; and increasing navigational conflicts between users of offshore and coastal areas;
- .10 the requirement for the Organization to continue to work within the United Nation's system on sustainable development and take actions on maritime issues on UNCED Agenda 21 and the Plan of Implementation of the Johannesburg World Summit on Sustainable Development;

- .10bis increasing need for cooperation with other UN bodies in the development of international regulations;
- .11 the need to ensure that the Organization's regulatory framework is developed, on a sound basis, and is proportionate to the actual need, is capable of review and timely amendment and of effective implementation in the interest of all Member States;
- .12 the need to be able to monitor performance against specific, measurable and achievable targets;
- .13 a change in the proportion of IMO funds away from use to improve safety and environmental protection directly, towards technical cooperation. At the same time there has been a decreasing proportion of technical cooperation funding from external sources; and
- .14 the growth of multinational crewing and the need to ensure fair and equitable social and economic conditions in support of the development of a safety culture and environmental conscience;

AN ENVIRONMENTAL SCAN

3 Output from an 'environmental scan':

- .1 Globalization. IMO is operating in a more interconnected world. Within shipping the trend is towards integrated logistics solutions with shipping lines extending beyond their traditional scope of operations to encompass other components in the supply chain. Also present in the new globalised landscape are non-State actors such as industry associations and special interest groups which are taking a more active role on international affairs.
- .2 Heightened Maritime Security Concerns. At the same time there are concerns that new security measures should not unduly affect the efficiency of shipping and port operations.

- .3 The continued quality shipping campaign to eliminate sub-standard shipping.
- .4 Heightened environmental consciousness.
- .5 The growth of the cruise industry and increasing number of passengers at sea. The growing cruise industry and advent of larger passenger ships with capacities of up to 5000 passengers, have raised concerns over the safety of large number of passengers at sea. These include whether current Search-and-Rescue (SAR) arrangements are able to cope with the number of passengers and crew at sea. The tragic attacks of 11 September have also brought the vulnerabilities of cruise ships and ports to terrorist attacks to the fore.
- .6 The importance of capacity building in plugging the implementation gaps and in ensuring the universal implementation of IMO instruments.
- .7 The predominance of the Human Element in Safer Shipping.
- .8 The important role of Technology as a Major Driving Force for Change in the Maritime Transport Sector. Technological breakthroughs and innovations in the maritime sector will create new opportunities and possibilities for the Imo to achieve its mission objectives. In addition, IT applications and e-commerce have become part-and-parcel of global industry, including the maritime transport sector. They have a huge impact on shipping and port operations.

ANNEX 2

STRATEGIC DIRECTIONS

- 1 Enhancing Security of the Sea-going Maritime Transport Network
- 2 Promoting a Quality and Safety Culture in the Shipping Community
- 3 Enhancing Environmental Consciousness in the Shipping Community
- 4 Stepping Up Measures to Ensure the Safety of Passengers at Sea
- 5 Enhancing the capacity of developing countries to implement IMO instruments and standards
- 6 Implementing a “People First” Culture in the IMO
- 7 Harnessing and Promoting the Use of New Technology in the Maritime Sector
- 8 Fostering implementation of existing IMO instruments
- 9 Improving the Organization’s methods of work to achieve its mission*

* to include:

Effective interaction with partners and the public;

Excellence in management;

Continuous improvement in efficiency and effectiveness of its operations by self learning process

ANNEX 3

Example 1

STRATEGIC DIRECTION:

The enhancement of security in the sea-going maritime transport network

OBJECTIVES:

to reduce the number of security incidents

to introduce, and ensure implementation of, effective security measures

GOALS:

elimination of security incidents

elimination of non-compliance with agreed security measures

PERFORMANCE INDICATORS:

number of security incidents per year

port State control statistics

ACTION PLAN:

Council to instruct the Committees of the Organization to propose appropriate work programme items or the achievement of the objectives and fulfilment of the goals

Example 2

STRATEGIC DIRECTION:

Enhancing the capacity of developing countries to implement IMO instruments and standards

OBJECTIVES:

Key objective: Maritime capacity building, as a major contributor towards ensuring safer shipping and cleaner oceans (operative paragraph 2 of Resolution A.901(21))

Develop and effectively implement an ITCP that reflects the needs of developing countries in ensuring compliance with and enforcement of IMO standards

Establish an equitable mechanism to ensure the sustainable financing of the ITCP based on the ability of Member States to provide financial support

Develop innovative measures to deliver technical assistance making greater use in particular of information technology

Promote partnerships with the UN System, the private sector and international and regional organizations (IGO's and NGO's) **to reap synergy about overlap and duplication of efforts**

Support technical co-operation among developing countries and the transfer of technology between Member States

Encourage the timely and effective use of technical assistance received by developing countries from the Organization

GOALS:

To ensure identification of technical assistance requirements through needs assessment exercises, self-assessments, etc

ITCP maintained at a level sufficient to meet the needs of developing countries and to have a measurable impact on their ability to implement IMO rules and standards

To establish a sustainable IT supported programme of distance learning and the provision of technical and legal advice

To obtain measurable support (in cash or in kind) from the maritime industry and partner organizations

To increase the number of developing countries providing technical assistance to other developing countries

To monitor the ability of developing countries to absorb technical assistance provided by the Organization and its partners through regular interaction with the Secretariat

PERFORMANCE INDICATORS:

Increased number of developing countries ratifying IMO Conventions

Existence of national legislation implementing IMO instruments

Public sector departments capable of ensuring the effective exercise of flag, port and coastal State jurisdiction

Existence of effective maritime administrations, with trained personnel to develop and manage national programmes for maritime safety administration, marine environment protection, development of maritime legislation, facilitation of maritime traffic, technical port operations, maritime and port security, training of seafarers and shore-based personnel

Effective use by developing countries of IMO-prepared model legislation and codes and model training courses

ACTION PLAN:

The TCC to periodically review and update the above objectives and goals

The TCC to make specific recommendations to Council for the long term financing of the ITCP by the IMO Member States

Example 3

STRATEGIC DIRECTION:

Promoting a Quality and Safety Culture in the Shipping Community

OBJECTIVES:

Ships

To promote the design, construction, equipment, operation and maintenance of safe, secure and environmentally-friendly ships

People

To stimulate the awareness that a quality and safety culture does not only rely on good technology and good regulatory practices but also on well-trained personnel on board and ashore

To stimulate awareness that a quality and safety culture does not depend only on the regulatory framework but also on well-trained personnel on board and ashore

To monitor and review the effectiveness of the STCW Convention

Administrations

To promote the effectiveness and consistent implementation of a quality and safety culture by administrations

To promote transparency and openness in access to data

GOALS:

Ships

To establish and maintain the appropriate balance between safety and commercial considerations in the design, construction, equipment, operation and maintenance of safe, secure and environmentally-friendly ships

Eliminate rules or regulations that do not promote the design, construction, equipment, operation and maintenance of safe, secure and environmentally-friendly ships

To achieve a satisfactory initial design and construction of a ship for its planned economic life

People

To further stimulate the safety culture through effective training in safety management systems

To encourage all stakeholders to be aware of the need for a quality and safety culture

Administrations

To further examine ways to ensure an effective maritime administration, with the appropriate quality and safety culture, in all member states.

The identification of data sources and appropriate methods of analysis, to enable the establishment of trends in maritime safety and in the implementation of the safety culture to allow the Organization to take appropriate corrective actions when needed.

To collect and collate necessary data

PERFORMANCE INDICATORS:

Ships

Quality ship awards

Decision on rules and regulations on design and construction of a ship which is satisfactory for its economic life

[Application of safety management systems to non-Convention ships]

Insurance statistics

People

Timely reports of independent evaluations

Number of inquiries and requests for clarification of international provisions

Administrations

Casualty statistics

Detention statistics

Frequency of inspections

Number of rules eliminated, consolidated or revised

Number of complaints by crew of unsatisfactory safety conditions on board

Outcome of confidential reporting systems

Number of failures to meet implementation deadlines

Action plan:

To be developed

ANNEX 4**DRAFT MISSION STATEMENT**

The International Maritime Organization is the international forum for co-operation among Governments with the mission to promote safe, secure and sustainable shipping [and the protection of the marine environment] by:

Developing international technical, operational and training standards related to safe operations of ships and encourage the removal of discriminatory action and unnecessary restrictions by Governments affecting shipping engaged in international trade;

Identifying trends and developments, which may adversely affect the safety of ships, those on board and the marine environment, and develop proactive and precautionary measures to avoid and mitigate such effects;

Encouraging and facilitating the general adoption of the highest practicable standards.

Promoting the development of a safety culture and environment conscience

Promoting compliance with its instruments and secure their effective and consistent implementation;

Promoting maritime capacity building to contribute to sustainable development through the framework of its Integrated Technical Cooperation Programme;

Encouraging the widest possible participation by its Member Governments in respect of its governance, and the widest possible participation of geographical and sectoral stakeholders in its policy and rule-making process; and

Responding on a timely basis to major challenges in merchant shipping and developing a programme of proactive work based on the evolving trends and developments.