



INTERNATIONAL CIVIL AVIATION ORGANIZATION

A35-WP/107
EX/39, EC/18
24/08/04
English only

ASSEMBLY – 35TH SESSION

EXECUTIVE COMMITTEE AND ECONOMIC COMMISSION

Agenda Item 14: Aviation security
Agenda Item 29: Facilitation

S.A.F.E. – THE WORLD TOURISM ORGANIZATION STRATEGY ON SECURITY AND FACILITATION ENHANCEMENT

(Presented by the World Tourism Organization)

SUMMARY

The Assembly is invited to:

Note the views of the World Tourism Organization (WTO-OMT) on the need to integrate facilitation with security, to reduce irritation for travellers, to control security costs and to provide assistance in relieving the cost burdens of security for developing countries;

Note the work of WTO-OMT in the field of safety, security and facilitation for tourists, and the cohesive evolution of this work into the S.A.F.E. strategy; and

Agree that ICAO should explore with WTO-OMT increased cooperation in the field of security and facilitation, as indicated in this paper.

Action by the Assembly is in paragraph 25.

INTRODUCTION

1. Tourism¹ has become prominently subject to acts of terrorism, with substantial negative economic impact as well as devastating social effects. The ongoing threat of terrorism is a growing feature of the tourism landscape worldwide, while other criminal acts and delinquencies involving tourists continue. At the same time, despite temporary setbacks, the long-term expansion of the tourism sector is well recognized with a particular focus on emerging and less developed markets. The challenge is to create intensified global security systems and to do so in a way which facilitates tourism flows, respects

¹ Business/leisure travel and related origin/destination services for travelers.

the dignity of tourists and ensures that all countries, particularly the poorest, can actively participate in these systems in terms of skilled human capacity, technology and finance.

2. There is a strong synergy between aviation and tourism. There is a close correlation between global patterns and trends in the number of international tourists (recorded by WTO-OMT) and the number of international passengers (recorded by ICAO), although in the last decade growth in tourist arrivals has exceeded that in passengers carried. Many air routes have been initiated and are sustained by the demand for business tourism and growing leisure markets. Conversely other air routes, notably those with charter and low cost carrier operations, have created new tourism streams. For poor countries, the availability of good low cost air service is an essential pre-requisite for tourism export growth².

3. As a result of this synergy, travel and tourism now represents a major economic sector globally. Tourism generates directly and indirectly a higher contribution of GDP, jobs and investment than most other economic activities. This is particularly the case in developing and emerging countries where tourism is the principal service sector activity and a notably effective catalyst for gender equality, employment for young people, rural regeneration, cultural preservation and nature conservation.

4. Significant breaches of security in aviation and tourism therefore are not only of direct concern in terms of human tragedy; they have wider ramifications for the world economy and particularly for the economies of many developing countries.

5. The vast majority of acts of unlawful interference with civil aviation affect tourists as passengers. Furthermore air travellers are frequently the direct target of terrorist acts in tourist facilities and sites beyond the airport periphery. At the same time, the expedited flow of passengers across borders and through airports is a critical issue, of mutual aviation and tourism concern. WTO-OMT is therefore generally supportive of ICAO's Security and Facilitation Programmes. In this regard, while fully endorsing the Declaration emanating from ICAO's High Level, Ministerial Conference on Aviation Security in February 2002, WTO-OMT would like to draw particular attention to the following key elements:

- Ensure that security measures are implemented in a most cost-effective way in order to avoid undue burden on civil aviation
- Ensure to the extent possible that security measures do not disrupt or impede the flow of passengers, freight, mail or aircraft
- Ensure that security measures are implemented in a manner which is objective and non-discriminatory on the base of gender, race, religion or nationality
- Restore public confidence in air travel and revitalize the air transport industry.

6. WTO-OMT would like to see a much closer relationship between security and facilitation in national and regional air transport and tourism strategies. WTO-OMT also believes that a closer collaboration between the Organization and ICAO on these matters could help to improve security measures, to enhance facilitation and to keep costs under control, particularly for the world's poorest countries. The reality is that, despite the solemn declarations and good intentions, costs are mounting for tourism providers and tourists themselves; facilitation is deteriorating; and poor countries are in danger of falling further behind in the one economic sector which gives them the most hope to get out of the poverty trap.

² For this reason WTO-OMT proposed to the last World Air Transport Conference the concept of "Essential Tourism Development Routes" (ETDR) as a mechanism to provide support for the air services to and from poor countries to boost their tourism exports. This is currently being studied by ICAO and WTO-OMT.

CONTROLLING COSTS AND IRRITATION

7. On the issue of costs, WTO-OMT is of the view that security is ultimately a government responsibility and that security costs should not place an undue burden on tourism. These views mirror the approach of ICAO to air transport. The adoption by the ICAO Council in June 2004 of an addition to *ICAO's Policies on Charges for Airports and Air Navigation Services* (ICAO Doc 9082) to the effect that "Civil aviation should not be charged for any costs that would be incurred for more general security functions performed by States such as general policing, intelligence gathering and national security" is a positive step forward; WTO-OMT is also supportive of the existing guidance material on security charges in *ICAO's Policies* (paragraph 29 of Doc 9082) and appreciates that ICAO will continue work on cost allocation and cost recovery of aviation security measures as a high priority (A35-WP/10, EC/2). Additional costs for tourists will have a dampening effect on tourist traffic and, in many markets where tourism is highly price elastic, could actually reduce total revenue and accompanying tax generation from tourism.

8. WTO-OMT is particularly concerned regarding the cost burden of new security measures on developing countries. Poor countries, with massive debt burden, basic health, sanitation, food and education costs to cover, should not have to take on the additional burdens of security costs to achieve international system standards which they would not normally be seeking. There are two aspects of this: first the costs for installation, staff training, operation and maintenance of security devices; and second the costs of preparing and processing machine readable, and subsequently biometric-enhanced, travel documents.

9. As regards security devices, there is a need to ensure that minimum high standards of security are maintained, but that the mechanism used is appropriate to the environment, including the level of traffic and the relative cost of human resources. There is also the fact that technology and training usually require the use of foreign currency which is in short supply. At the same time, there could be economies of scale and improved security and facilitation for tourists if the same mechanism is applied in tourist facilities and sites *per se* as at airports.

10. As regards travel documentation, in May 2003 ICAO's Air Transport Committee adopted a "blueprint" for the globally interoperable deployment of biometric technology in passports and other travel documents, for the purposes of machine-assisted documentation, which could be a significant step forward in achieving an appropriate balance between expedited passenger flow and current security needs. In pursuance of this "blueprint", in April 2004 ICAO's Facilitation Division recommended adoption of new Standards and Recommended Practices including a Standard that all States begin issuing only machine readable passports by April 2010 and a Recommended Practice that States incorporate biometric data in machine readable passports, visas and other official travel documents. In June 2004 IATA took a parallel decision to require the issuing of only electronic tickets for air transport by the end of 2007.

11. WTO-OMT is generally supportive of this process and feels that, as with security devices, some States may find value in having the related concept of interoperability in machine readability and biometric technology extended to encompass cruise ships (where biometrics are already being used in connection with reboarding from transit stops) as well as to tourist facilities and sites in their territories. This would ease the burden on the administrator as well as simplify the visit by the tourist. In this regard, there is virtually no information as to the practicability and cost of application of biometric technology to machine readable travel documentation in individual States, particularly developing countries with low tourist flows and limited resources (whose airlines will also incur costs in shifting to 100 per cent electronic ticketing).

12. WTO-OMT feels that, to assist widespread implementation and “ensure that security measures are implemented in a most cost-effective way”, it would be most helpful for both tourism and aviation administrations if some indicative guidance and cost figures on biometric enhancement of machine readable travel documents could be disseminated. With such information in hand, steps could be taken to provide resources and develop capacity in poorer States in tandem with upgrading the presently proposed ICAO Recommended Practice on incorporation of biometric data to a Standard, thereby promoting the concept of a minimum level of security worldwide.

13. In the absence of consistent worldwide implementation, there is danger of creation of multi-tier and discriminatory border processing depending not necessarily on the perceived risk associated with a traveler (the objective of upgrading an existing Recommended Practice to a Standard as proposed by the ICAO Facilitation Division) but on whether or not passports are machine readable, whether or not passports are biometric-enabled, and whether or not a visa is required.

14. At one end of the scale, foreigners not requiring visas and holding machine readable and biometric-enhanced travel documents would receive “fast-track” processing; at the other end, foreigners requiring visas and not holding enhanced travel documents would not only face the currently-increasing bother and delay in obtaining a visa from a consulate or embassy in the originating (or often other) country but also substantial border processing irritation and delay on arrival in the destination country. Furthermore, machine readability and biometric enhancement will not facilitate border crossings into countries where the capability to read and analyse the data concerned is not in place.

15. There are two final aspects on the question of visas and related travel control measures that often get underplayed - the ease of obtaining visas for legitimate travelers and the impact of Travel Advisories. These factors can affect the quality of the tourist experience, they can serve as an impediment to the growth of tourist (and aviation) traffic, and they can be particularly adverse for poor countries. As indicated in more detail below, WTO-OMT believes that intensified security and particularly the use of technology must be applied so as to enhance facilitation (such as by Advance Passenger Information and electronic visas) and to encourage travel to safe and secure destinations. This means facilitated visa issuance (or preferably removal of the visa requirement) and targeted, accurate and constantly reviewed Travel Advisories (which Internet distribution can assist). Again, developing countries need support here.

S.A.F.E.

16. WTO-OMT believes that from the perspectives of both the tourist and the component institutions of industry and government, there is a need for greater emphasis on integrating security and facilitation for travellers across, between and beyond national borders. Facilitation should be integral to both the design and the operation of security devices and procedures. With this in mind, the Organization, encapsulating and building on long and extensive experience in the field of tourism safety, security and facilitation, has recently launched a strategy with the acronym *S.A.F.E.*- *Security and Facilitation Enhancement*.

17. WTO-OMT maintains a *Safety and Security Network and Task Force for Tourism* to assist countries, tourism destinations, industry tourism staff and consumers in dealing with safety and security problems in tourism activities. Drawing inspiration from several earlier declarations on tourism dating back to 1980, the General Assembly of the Organization in 1991 adopted *Recommended Measures for Tourism Safety* and invited States to apply them in accordance with the procedures prescribed in the legislation and regulations in their own countries. To avoid artificial delineation and ensure an integrated approach, the *Recommended Measures for Tourism Safety* in practice encompass security and facilitation as well as strictly-defined safety matters (such as fire prevention, food safety, sanitary and health

requirements, and environmental safeguards). Subsequent to 1991 the Organization has produced several related guidance documents, including a manual on *Tourist Safety and Security* and, in 2003, *Crisis Guidelines for the Tourism Industry*. The Organization is currently developing a model for *Safe Tourist Destinations in the Context of Facilitation* and some *Recommendations for Responsible Travel Advisories*. As regards Travel Advisories, WTO-OMT would like to record its appreciation of the cooperation at ICAO's Facilitation Division in April 2004 which led to a Recommendation (B/2) which the ICAO Council in June 2004 decided to invite ICAO Contracting States to note.

18. Following the events of 11 September 2001 and increasing concerns regarding potential terrorist acts and the associated need for enhanced security accompanied by appropriate facilitation, the above documents are being reformulated into Benchmarks against which a longer term and ongoing strategy of facilitated security may be implemented worldwide. This S.A.F.E. strategy is illustrated in the **Appendix** to this working paper. There are four key components of the strategy:

1. **Establishing Benchmarks** with the aim of ensuring the cohesion, currency and dissemination of WTO-OMT safety/security/facilitation parameters and guidance.
2. **Building Capacity**. With a goal of enabling best safety/security/facilitation practice worldwide, WTO-OMT will: a) develop dedicated educational/training modules aimed at achievement of the Benchmarks by States and industry; and b) in partnership with other institutions, develop and obtain funding for projects and equipment to enable States and industry to achieve the Benchmarks.
3. **Assessing Performance and Identifying Remedial Projects**. With a goal of ensuring that best facilitated safety/security/facilitation practice is in place worldwide, WTO-OMT is assembling a group of experts to carry out audits in States against the Benchmarks, focusing on the Least Developed Countries.
4. **Building Confidence**. An important and integral component of S.A.F.E is an ongoing promotional campaign and use of the WTO-OMT website (www.world-tourism.org) with the aim of enhancing confidence of the public, tourism entities and investors in facilitated security of tourist destinations.

19. Certain parallels may be seen between the activities of WTO-OMT in tourism and those of ICAO in civil aviation. In particular, ICAO has institutionalised "benchmarks" in the form of the Standards and Recommended Practices (SARPs) in Annex 9 - *Facilitation* and Annex 17 - *Security* to the Chicago Convention as well as guidance on *Machine Readable Travel Documents*. In the case of (parts of) Annex 17, ICAO carries out audits through its Universal Security Audit Programme and seeks remedial action on deficiencies identified.

20. WTO-OMT is currently in the process of organizing three seminars on security and facilitation to take place within the next year, for tourism Ministers and senior officials, for the Americas, Europe/Middle East/Africa and Asia/Pacific respectively; these seminars will possibly be followed by a worldwide conference. These events will discuss the rapidly evolving challenges and responses, best practice and implementation, integration of the most and least advanced systems (with emphasis on agreed processes, capacity building, technology transfer and financing), broad directions for improvement, and implementation milestones. Particular emphasis will be placed on G-8 and UN security initiatives, ICAO and other transport-related initiatives, and the WTO-OMT S.A.F.E. initiative. ICAO will naturally be invited to participate.

INTER-AGENCY COORDINATION

21. Ensuring seamless and high quality security requires extensive cooperation amongst different arms of government and industry, at the national level and amongst the international agencies concerned. As far as tourism is concerned, WTO-OMT, as a Specialized Agency of the United Nations, coordinates its activities primarily with other UN organizations, under the umbrella of the UN Counter-Terrorism Committee (UNCTC), and with other intergovernmental agencies, as indicated in the box on Inter-Agency Coordination at the foot of the Appendix.

22. Two primary links on technical matters are those with ICAO and with the International Maritime Organization (IMO). In the case of ICAO, there are three nodes of particular interest:

1. the possible “extension” of aviation security standards to application in tourist facilities and sites;
2. the facilitation of the security process at airports; and
3. the facilitation of the provision and processing of travel documents.

23. In this context, WTO-OMT believes there may be opportunities for cooperation and synergy between the two Specialized Agencies in such areas as:

- promotion of understanding and implementation of ICAO SARPs;
- facilitation/audit of entry measures (for example: visa requirement, method of procurement, cost, waiting time; provisions regarding Advance Passenger Information, including privacy issues)
- audits of facilitation at airports; these would include assessment of implementation of ICAO SARPs (for which ICAO itself does not presently carry out audits *per se*), with appropriate focus on the recommended goals of 45 minutes clearance for all arriving passengers and 60 minutes for completion of required formalities for all departing passengers, as well as the broader perspective of promoting a pleasant airport experience by the traveller; WTO-OMT already has experience in this area (including, for example, an in-depth assessment on the levels of security and safety at Ngurah Raj airport in Bali in February 2003 at the request of the Government of Indonesia)
- development and reciprocity in training documentation, courses and seminars; and solicitation of resources for capacity building.

24. WTO-OMT also cooperates closely with Non-Governmental Organizations and the private sector. In the aviation field, the global bodies with which WTO-OMT will cooperate on security and facilitation matters include: IATA; the Simplifying Passenger Programme (SPT, led by IATA on which ICAO is already on the Board); the Air Transport Action Group (ATAG); Airports Council International (ACI); the International Federation of Tour Operators (IFTO); the International Student Travel Confederation (ISTC); the Universal Federation of Travel Agents' Associations (UFTAA); and the World Travel and Tourism Council (WTTC).

ACTION BY THE ASSEMBLY

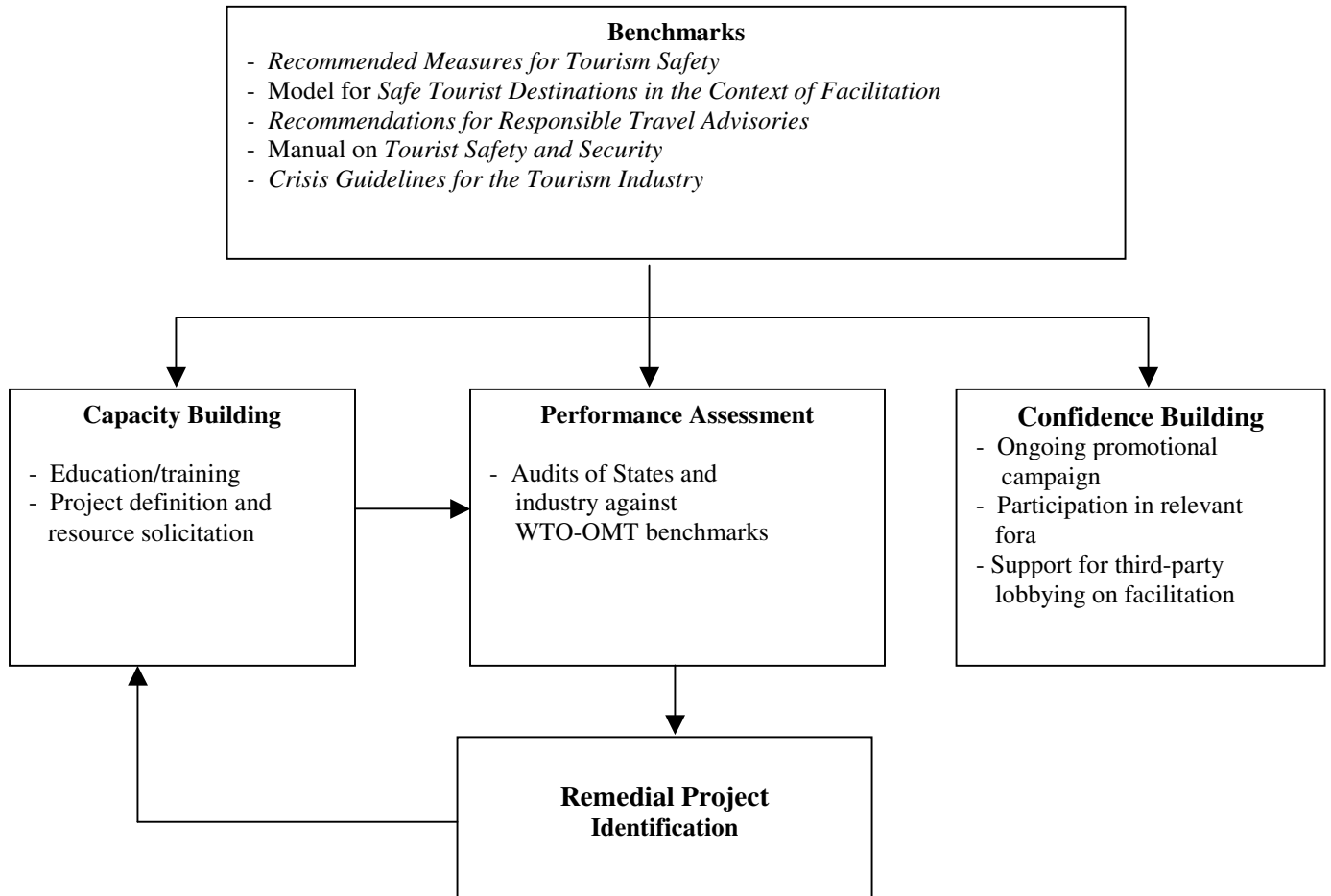
25. The Assembly is invited to:

- a) note the work of WTO-OMT in the field of safety, security and facilitation for tourists, and the cohesive evolution of this work into the S.A.F.E. strategy;

- b) note the views of WTO-OMT on the need to integrate facilitation with security and to provide assistance in relieving the cost burdens of security for developing countries in particular; and
- c) agree that ICAO should explore with WTO-OMT increased cooperation in the field of security and facilitation, along the lines indicated in paragraphs 22 and 23 above.

APPENDIX

S.A.F.E. - SECURITY AND FACILITATION ENHANCEMENT



Inter-Agency Coordination

<i>Agency</i>	<i>Purpose of Coordination</i>
UNCTC	Provision of tourism perspective; setting tourism in context; privacy issues
ICAO	Promotion of facilitated travel document and airport security; understanding of ICAO Standards and Recommended Practices (SARPs) and consideration of their application to tourist facilities and sites
ICPO-Interpol	Coordination/dissemination of security alerts
IMO	Promotion of facilitated seaport security, consultation on cruise ships
UN, UNECE, OTIF	Implementation of Conventions on Road Traffic and on International Carriage by Rail
UNCTAD	Minimization of negative impact on poverty alleviation
UNESCO	Promotion of facilitated security in cultural and natural heritage sites
WCO	Promotion of customs clearance facilitation, common approach to narcotics control
WHO	Management of Travel Advisories; crisis management; implementation of International Health Regulations
World Bank, ITC, UNDP, G-8, etc	Solicitation/provision of resources for capacity building
WTO-OMC	Assurance of non-discrimination in security provisions; application of GATS Articles XIV, XIVbis; commitments regarding consumption abroad