



ASSEMBLY — 36TH SESSION

EXECUTIVE COMMITTEE

Agenda Item 12: Progress report on the implementation of the ICAO Unified Strategy Programme (USP)

Agenda Item 15: Aviation Security Programme

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

(Presented by the World Tourism Organization)

EXECUTIVE SUMMARY

Safety and security in aviation and tourism are not only of paramount importance in terms of prevention of human tragedy, they also have wide ramifications for the world economy. Aviation is closely associated with tourism, which generates a higher contribution of Gross Domestic Product, jobs and investment than most other economic activities. This is particularly the case in developing countries where tourism is the principal service sector activity.

The World Tourism Organization (UNWTO) has a mandate to foster responsible, safe, secure and sustainable tourism, with a current focus on poverty alleviation. UNWTO is accordingly concerned with the safety, security and facilitated travel of the tourist throughout his or her journey, including both international and domestic components and all modes of transportation including air transport. UNWTO fosters a culture of travel and tourism safety and security at the highest levels of government and industry in the context of its decisive social and economic importance. The present paper illustrates the close relationship between aviation and tourism on safety, security and facilitation issues and urges closer cooperation on these issues between the aviation and tourism communities.

Action: The Assembly is invited to:

- a) note the views of UNWTO 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 safety and security for developing countries;
- b) agree that aviation safety and security management should be promoted as a fundamental component of national social and economic priorities, planning and operations; and
- c) agree that the issues of priorities and mechanisms for the provision of resources required by developing countries to achieve a satisfactory level of aviation safety and security at both the oversight and the operational levels should form an integral part of the safety and security framework.

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objectives A, B and D.
<i>Financial implications:</i>	Non applicable.
<i>References:</i>	

1. INTRODUCTION

1.1 At the 35th Session of the ICAO Assembly the World Tourism Organization (UNWTO) announced the launch of its *S.A.F.E.* strategy - *Security and Facilitation Enhancement*, which takes a systems approach: to facilitation, safety and security; to air transport and tourism; and to rich and poor countries (A35-WP/107 REVISED). S.A.F.E. has four key components: 1) Establishing Benchmarks; 2) Building Capacity; 3) Assessing Performance and Identifying Remedial Projects; and 4) Building Confidence. The present paper reports to the Executive Committee on the experience with implementation of aviation-related safety and security aspects of this strategy since the 35th Session. Further information will be provided to the Economic Commission under Item 39: Facilitation on issues such the biometric tourist card, ePassports and eVisas.

1.2 UNWTO vigorously supports ICAO's work on aviation safety, security and facilitation, notably including the Unified Strategy to Resolve Safety-Related Deficiencies and the Aviation Security Plan of Action, with their respective audit and rectification programmes, and the Machine-Readable Travel Document programme. UNWTO also fosters the rapid introduction of ePassports as an added security measure, urging governments to move rapidly and cohesively. At the same time, UNWTO sees a need to take greater account of:

- Reflecting tourism requirements in the historically focussed aviation approaches – including eVisas, land border crossings, cruise ships, large hotels, major events and key tourism sites.
- The importance of using common technical languages and interoperable systems in tourism and aviation.
- The pressing case for parallel enhancements in security and facilitation.
- The critical shortfalls in poor countries of technologies, human skills and finance, and the need to rectify this both for total system safety and security, and equitable participation of those countries in tourism benefits.

1.3 There is clearly also a pressing need for further harmonization globally. In particular, security measures can be unnecessarily irritating, with continued confusing inconsistencies (for example currently regarding cabin baggage allowances and contents), and security costs can be unduly expensive and inequitably shared.

1.4 UNWTO has participated actively in a number of aviation safety- and security-related fora over the past three years, including:

- The annual ICAO/World Bank/ATAG Development Forum.
- The ICAO Directors General of Civil Aviation Conference on a Global Strategy for Aviation Safety in March 2006.
- The Flight Safety Foundation/Netherlands Think-Tank Meeting on Implementing the Global Aviation Safety Roadmap in Africa in January 2007.
- The ICAO High-level meeting on a Comprehensive Regional Implementation Plan for Aviation Safety in Africa immediately preceding the present Assembly Session.

1.5 There are certain parallels between the activities of UNWTO in tourism and those of ICAO in civil aviation and there are areas where a close cooperative relationship between the two organizations is crucial. For example, UNWTO considers safety and security risks and dangers in respect

of all areas that make up the tourism product, including transport (both international and, as regards international tourists, at destinations). This has enabled UNWTO to draw to the attention of ICAO certain aviation safety and security deficiencies and to facilitate rectification, notably in one recent case resolving significant “flag of convenience” concerns. Similarly, UNWTO has been working with Microsoft and WISeKey, the internet security company, on expanding the use of traveller identification and authentication technologies, including biometrics. There is a need for ICAO and UNWTO to work closely to ensure interoperability between their respective initiatives and to assist the communities that they represent in benefiting from potential synergy.

2. AVIATION SAFETY AND SECURITY IN CONTEXT

2.1 UNWTO feels that resolution of safety and security concern needs to be addressed in a broad context. In particular, the reality of world economics is such that the resource challenges of many developing countries are likely to continue for some time to come. Poor countries, with massive debt burden, basic health, sanitation, food and education concerns to address, have considerable difficulty in finding the means to improve aviation safety and security oversight. At the same time, tourism can be an economic and social driver to help these countries in meeting these challenges.

2.2 Many developing countries are currently facing a dual challenge. First, with increasing globalization, the small markets which they represent to major carriers are actually or potentially receiving reduced service by these carriers and/or higher fares in comparison with major markets¹. Second, operation by their national carriers to developed countries is sometimes threatened by concerns regarding safety or security. UNWTO has recently been approached by a tourism administration regarding the impact of operating restrictions placed on its airlines by foreign authorities as a result of perceived safety concerns, with substantial negative consequences for the economic and social development of the country.

2.3 Air transport is both a driver and a lifeline for the economies of many developing countries, many of which are tourism based. The first priority must of course be to raise both the oversight and the operational levels of safety and security to acceptable world standards. As recognised in the S.A.F.E. strategy, safety and security of the civil aviation system is a fundamental foundation of tourism policy and practice, but additional efforts need to be made by all national and international parties concerned to provide the necessary support and assistance to ensure a global network which is safe, secure and equitable.

2.4 The ICAO/World Bank/ATAG Development Forum has brought to bear a paradigm shift from the perception that air transport was the privilege of a few to the fact that it is a critically important activity in the economic progress of society. Under the circumstances, challenges and solutions need to be viewed within an environment of greater understanding in the context of investment and mobilization of funds. The Forum has concluded that the key to generating resources for developing countries (notably for infrastructure, including safety and security) inevitably lay in the liberalization of air transport, which in turn would attract foreign investment. In this regard, States should review existing constraints on ownership and control of airlines and burdensome control of air traffic management systems. The 2005 ICAO Secretariat study on the Safety and Security Aspects of Economic Liberalization concluded that,

¹ To respond to this challenge, ICAO, at the instigation of and in collaboration with UNWTO, carried out during the present triennium a *Study of an Essential Service and Tourism Development Route (ESTDR) Scheme*. This important liberalization safeguard takes existing concepts such as Essential Air Services in the United States, Remote Air Services in Australia, and Public Service Obligations in the European Union, and applies them to routes to and from the Least Developed Countries. The joint study showed that the concept was viable and provided guidance as to its implementation.

provided clear lines of responsibility are maintained, economic liberalization should not *per se* compromise safety and security (State letter EC 2/93, AN 11/41-05/83). Based on the findings of the study, ICAO has subsequently taken a number of concrete steps to improve the global safety and security regulatory system.

3. CONCLUSIONS

3.1 While technical aspects of safety and security can and should be precisely isolated and targeted, resolution of safety and security concerns needs also to be addressed in a broader context. Resource sourcing and channelling to resolve safety and security deficiencies appears to remain somewhat *ad hoc* and not necessarily associated with aviation infrastructure and management, or integrated and prioritized in national policy; in pertinent cases where tourism is a national priority, they could be linked to Poverty Reduction Strategy Papers. From the UNWTO perspective, basic considerations should be:

- The close association of aviation with tourism.
- The role of tourism as a social and economic driver.
- The UNWTO S.A.F.E. strategy.
- The resource challenges faced by poor countries.
- The need to elevate the profile and culture of safety management to the highest levels of government, connecting the issue with the benefits of tourism, including application of the Tourism Satellite Account² and potential inclusion of projects in Poverty Reduction Strategy Papers.
- The need to assure secure and ongoing resources from third parties for those States which presently have difficulty in finding the necessary means to achieve a satisfactory level of aviation safety.
- The need to assure retention of trained human resources.
- The role of liberalization of air transport in attracting foreign investment.
- The structural benefits of having autonomous civil aviation authorities, with stress that these should not only enjoy functional independence from government intrusion but also financial autonomy in terms of application of operating revenues to prioritized aviation projects and activities.

² The concept of the TSA was developed by UNWTO to enable countries to assess with credibility how much tourism means to their economies as a whole. The TSA is rooted in the input/output scheme of analysis of national accounts, providing a unifying framework for most tourism economic data. The results permit governments to understand better the true size and value of the industry and therefore make more informed and intelligent decisions regarding tourism policy. The TSA was approved by the United Nations Statistical Commission in 2000 and has been established or is in process of establishment by some 75 countries. In the air transport context, UNWTO is working together with the World Bank to encourage investments in aviation infrastructure, which the Bank now considers to encompass safety and security.

3.2 UNWTO consequently suggests a two-pronged underpinning of the global safety and security framework:

- a) Elevate the profile and culture of safety and security management to the highest levels of government, linking the issue with the economic multiplier impacts of travel and tourism with a view to attaining appropriate priority; and
- b) Assure secure and ongoing resources from third parties for those States which presently have difficulty in finding the necessary means to achieve a satisfactory level of aviation safety – apart from the judicious need for a carrot as well as a stick, safety and security are global issues, citizens of almost every country in the world visit almost every other country and safety and security are in the interest of *all* countries, both rich and poor.

3.3 For its part, UNWTO will continue to pursue its S.A.F.E. strategy, in close collaboration with and reference to ICAO as regards aviation aspects, including assistance as may be required as regards leveraging of resources. The Organization will foster a culture of travel and tourism safety and security at the highest levels of government in the context of their decisive social and economic importance.

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