



**Keynote Address by
ICAO Secretary General Raymond Benjamin
to the 22nd IATA AVSEC World Conference**

Istanbul, Turkey, 5 November 2013

Good morning everyone.

I am honoured to have been invited to deliver this keynote address to you today, notably in light of my long personal commitment to aviation security developments over the course of my career.

ICAO has always been grateful for the opportunity to participate in IATA's AVSEC World events. I would add that the choice of this year's venue is particularly à propos, given Istanbul's historic role as a strategic crossroads between continents.

Considering the significant level of priority our Member States place on security matters, ICAO naturally supports the regular spotlight on critical issues which AVSEC World gatherings provide.

To help you understand our States' current security priorities, as well as to provide some helpful context for your discussions over the coming days, I will briefly highlight the role ICAO plays in the global aviation security system. Later I will elaborate on some associated outcomes from our recent Assembly, and then look ahead to what these will mean for us over the next triennium.

As the UN agency responsible for international civil aviation, ICAO's mission is to foster improved international cooperation on a wide range of air transport challenges. We also seek to leverage our position as the primary 'hub' for worldwide aviation governance by exercising leadership in the identification of our common objectives and by helping to refine the strategic global responses needed to address them.

When it comes to aviation security, ICAO fulfills these responsibilities in many ways. On a day-to-day basis, we work closely with our Member States, other international organizations and industry to establish baseline global aviation security measures. ICAO further monitors State implementation of these measures through our Universal Security Audit Programme, and we are of course very much committed to assisting our Member States as they seek to meet their respective obligations.

Along with this ambitious mandate comes related responsibilities for assuring optimized connectivity levels for passengers, cargo and airlines. We accomplish this through the development and continuous refinement, to cite just one example, of Standards, Recommended Practices and specifications for travel documents and border controls.

Significant and steady progress in strengthening aviation security is being made today because, quite frankly, the consequences of any other course of action would be unacceptable. This is why our Member States reaffirmed at the 38th Assembly that aviation security remains a matter of the *highest* priority.

Another message being consistently reinforced in related ICAO policies is the importance of implementing aviation security measures in a *sustainable* manner. ICAO well understands the need for security to not be overly burdensome for travellers, shippers or industry, and for its systems and procedures to remain affordable to the States who need to invest in and implement them.

But I must stress here that the first and guiding aviation security priority must be to mitigate the risks to civil aviation, no matter what form they may take. It is alongside this priority that we will continue to seek to find a better balance between security measures and facilitation needs.

Considering that demand for air transport services will only keep on growing, we have no choice but to be more efficient in how we secure and process our passengers and cargo.

Fortunately, strengthening security and promoting efficiency are by no means mutually exclusive. The solution is to leverage all available information so that we can identify, quantify and manage our risks. Simply put, when States implement risk-based security, the threat can be countered in a practical, effective and proportionate manner.

One milestone on this road to more sustainable security was ICAO's development of a global Risk Context Statement. The Statement, which is based on a rigorous analysis of aggregated security information, helps Member States assess their threat and risk levels in a realistic manner.

The 38th Assembly very much supported this initiative and has requested that ICAO continue to regularly update this living document. The second edition of the Risk Context Statement was circulated and well-received by our States just last summer and we will certainly be continuing with these efforts.

Another positive development emerging from the 38th Assembly was its endorsement of a set of principles for fostering improved international cooperation in aviation security. These call for States to recognize equivalent security measures and concentrate on outcomes rather than methodology.

The goal here is to provide flexibility to our States so that each can maximize its respective efficiencies. The ICAO Secretariat is now working on a strategy to help implement these principles and I expect to see a plan for strengthening international cooperation in aviation security in place during 2014.

More determined focus on the potential inherent in innovative processes and advanced technologies can also contribute substantially to the sustainability of our aviation security solutions.

It is highly fitting therefore that this 22nd AVSEC World will examine the role of innovation and technology on its second day. ICAO will also be helping to drive greater momentum in this area when we convene a Symposium in Montreal one year from now – dedicated to the strategic application of innovation in aviation security.

In a similar vein, and with emphasis on next-generation passenger and cargo screening systems and processes, ICAO continues to collaborate with national authorities and with industry, including manufacturers, on identifying new solutions. This outreach is essential if we are to provide effective security and improve passenger and shipper satisfaction at the same time.

In recent years, as you are doubtless aware, there has been a great deal of focus on cargo and mail security and ICAO has been moving swiftly to close associated regulatory gaps.

Our 2012 High-level Conference on Aviation Security identified risk areas deemed too critical to be delayed by the normal regulatory approval process – specifically cargo concerns and the risk posed by airport insiders – and these were quickly addressed when we amended ICAO Annex 17 on a fast-track basis.

This recent amendment furthers the implementation of supply chain security measures, with special attention on high-risk cargo. It also provides for common baseline security measures for cargo transported on passenger and all-cargo aircraft.

Additionally, to help States establish secure supply chains and improve their facilitation of cargo and mail at the same time, ICAO has expanded cooperation with relevant international organizations, namely the World Customs Organization (WCO) and the Universal Postal Union. We have also built bridges to industry stakeholders through The International Air Cargo Association (TIACA).

A 2012 conference in Singapore then brought together Customs and aviation security authorities to produce a roadmap for enhancing cargo security and facilitation. It called for a wide range of cooperative measures including the harmonization of related regulatory frameworks, greater sharing of information between all players, the pursuit of common supply chain security outcomes, and many other initiatives supporting our common goals.

We hope to build on the success of the Singapore event next April in Bahrain, where ICAO and the WCO will continue to drive awareness and progress in this area.

It was largely on the basis of these developments that the 38th Assembly then called on States to intensify efforts to secure their air cargo and mail security systems, specifically endorsing the adoption of a total supply chain approach to air cargo and mail security.

Another priority placed on aviation's radar by the 2012 ICAO High-level Conference was cyber security. We are still in the early days of understanding the nature of this threat, the various roles and responsibilities of all aviation partners, and the specific risks to be managed.

I am therefore pleased to announce today that ICAO will coordinate the development of an aviation cyber risk strategy, together with IATA, ACI, CANSO and the ICCAIA. This plan will facilitate the collaborative efforts that will once again be instrumental to our success in this complex field.

In the area of travel documents, the 38th Assembly also agreed on the need to evolve ICAO's Machine Readable Travel Document initiative into what will now be known as our *Traveler Identification Programme*, or *ICAO TRIP* for short, building on the Machine Readable Travel Document Programme that has served us so well until now.

The *ICAO TRIP* will be driving a more holistic approach to traveler identification. It brings together all elements of the identity management process and establishes a comprehensive framework to lead Member States, ICAO and traveler identification partners as we collaboratively seek to improve travel document security to the benefit of both our security and passenger facilitation objectives.

Another facilitation development of particular relevance to security stakeholders, especially with today's emphasis on sharing information, has been the increasing use of Advance Passenger Information (API) and Passenger Name Record (PNR) data exchange systems.

A lack of standardization in this area, however, is currently placing undue burdens on airline operators, amongst others. ICAO, together with IATA and the WCO, has long urged States to align their data exchange systems to help resolve this situation to everyone's benefit.

The 38th Assembly provided additional impetus to these efforts, calling for enhanced API and PNR Standards and Recommended Practices. The adoption of these enhancements – while bearing in mind the requirement to protect passengers' privacy and civil liberties – will certainly be a key priority over the near-term.

In the security audit area, the need for ICAO to monitor States' aviation security systems continues. This is because the audit process drives the resolution of deficiencies.

I was particularly pleased therefore that the 38th Assembly supported a proposal to implement a more flexible, risk-based approach with our Universal Security Audit Programme (USAP). Accordingly, we will be transitioning it to a Continuous Monitoring Approach beginning next year, with full implementation expected by 2015.

This evolution reflects the maturity of the USAP, while recognizing that further improvements in AVSEC systems and oversight capabilities are best achieved by approaches that are tailored to each State's specific needs.

And while the USAP has been tremendously successful, its findings reveal vulnerabilities and consistently point to the need for more focused assistance. ICAO's efforts to assist States in resolving security deficiencies are therefore particularly vital now, and with audit results to guide us, we will be concentrating our outreach on the legal, administrative and operational issues that have been identified.

This process supports the fact that the consistent worldwide implementation of security measures represents our greatest AVSEC challenge today, and ICAO will now be placing significant emphasis on providing and coordinating sound, risk-management-based assistance for those States which demonstrate the political will to correct their shortcomings – but who lack sufficient means to do so on their own.

In closing ladies and gentlemen, I want to assure you that the quest for more sustainable, risk-based security is here to stay. The 38th Assembly made certain of this by endorsing a new strategic objective that calls for the enhancement of both aviation security *and* facilitation, a guiding priority for all of us which I have stressed many times in the course of this brief presentation.

This resolve at the highest level reaffirms the importance of our efforts and gives us a clear global mandate to continue with our work. ICAO's Member States have spoken with one voice, and with your cooperation and support from industry, I am confident we will achieve more effective and efficient aviation security and facilitation measures.

Our ongoing work and its outcomes will be of essential benefit to the near- and longer-term optimization of our global network's overall connectivity and to the full range of its end-users.

Thank you.

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