



WORKING PAPER

SECOND HIGH-LEVEL CONFERENCE ON AVIATION SECURITY (HLCAS/2)

Montréal, 29 to 30 November 2018

Agenda Item 4: Achieving better synergies with other areas

**ENSURING APPROPRIATE HOLISTIC CONSIDERATION OF SECURITY, FACILITATION
AND SAFETY ELEMENTS OF THE AVIATION SECTOR**

(Presented by the Secretariat)

SUMMARY

This working paper focuses on the synergies between security, facilitation, safety, and cooperation with other stakeholders operating in the area of aviation security and counter-terrorism, in order to achieve a coordinated and holistic approach to aviation security matters.

Action by the High-level Conference on Aviation Security is in paragraph 6.

1. INTRODUCTION

1.1 Many areas have an important influence on global aviation security, including safety of air navigation, facilitation and counter-terrorism. A coordinated and holistic approach should be sought for all elements of the aviation sector to benefit from shared knowledge, strengthened efforts and improved aviation security.

2. THE NEED FOR COMPLEMENTARY APPROACHES IN SECURITY AND SAFETY

2.1 Aviation security aims to protect civil aviation against deliberate malicious acts with very wide-ranging motives, such as terrorism, criminal behaviour, political activism or the psychological disturbance of an individual.

2.2 Aviation safety aims to reduce the risk involved in operating aircraft to an acceptable level and to control this risk. It involves prevention of, and protection against, accidents and incidents, whether these are of a technical, environmental or meteorological nature, or the result of unintentional system failure, including human errors.

2.3 While the objective of preservation of life and property is the same, the concepts of security and safety have their own separate logic in relation to causes and solutions. Nonetheless, in their implementation there are commonalities, and sometimes overlaps. Security and safety must therefore be considered together and coordinated for maximum effectiveness, as one measure taken in one discipline may affect the other.

2.4 Situations in which security and safety measures have affected one another have emerged in the past – for example, in relation to measures to prevent unauthorized persons from entering the flight crew compartment. Such situations still arise, for instance in cases where the prohibition of certain articles from the cabin of an aircraft could interfere with dangerous goods requirements. Such cases are certainly likely to arise again in the future, when new measures are implemented or new modes of transport, such as remotely piloted aircraft systems (RPAS), are being developed.

2.5 ICAO is committed to fostering cooperation between security and safety entities to ensure complementary approaches, which may be further deepened at the State level, when measures are developed or implemented.

3. SECURITY-RELATED PROVISIONS OF ANNEX 9 – *FACILITATION*

3.1 While Annex 17 – *Security* contains the Standards and Recommended Practices (SARPs) to prevent and suppress acts of unlawful interference, Annex 9 – *Facilitation* sets out the SARPs pertaining specifically to the facilitation of landside formalities for clearance of aircraft crew, passengers, baggage, cargo and mail, with respect to the requirements of customs, immigration, public health and agriculture authorities.

3.2 A number of these formalities are interlinked with security processes. To promote greater understanding, the security-related provisions of Annex 9 are attached to Annex 17.

3.3 The main interlinked formalities relate to border security. Given that criminals and terrorists use all modes of transport to travel across borders, including commercial aviation, border security and aviation security objectives should complement one another to prevent terrorists and other criminals from carrying out their missions or escaping prosecution.

3.4 The use of Advance Passenger Information (API data) and Passenger Name Records (PNR data) has proven useful in the identification of both known criminals and possible perpetrators through risk assessments. To date, however, the use of these data sets for aviation security purposes has been limited. Further consideration is needed as to how passenger information can be better used to inform, assist and support aviation security objectives, and, if so, which role ICAO could play therein (Priority Action 3.7 of the Global Aviation Security plan refers).

3.5 Commercial aviation may not only be used for transportation purposes but also for criminal activities. It is very likely that some of these activities can be linked to terrorist activities as it is known that crime is used to finance terrorist activities. Furthermore, the detection of certain criminal activities, such as trafficking of illicit goods, may lead to the identification of deficiencies in the aviation security system. It is important to be aware of the links between criminal and terrorist activities and to ensure that all relevant State authorities cooperate closely on this matter.

4. INCREASING SYNERGIES THROUGH INTERNATIONAL COOPERATION

4.1 Within the framework of the United Nations Global Counter-Terrorism Strategy, relevant Security Council resolutions on counter-terrorism, the ICAO Secretariat continues to collaborate with the United Nations agencies to further strengthen and enhance cooperation and information-sharing relating to border management, aviation security, and counter-terrorism. ICAO also provides support to the implementation of the United Nations Global Counter-Terrorism Coordination Compact by participating in various UN Counter-Terrorism Implementation Task Force (CTITF) Working Groups. This

collaboration includes implementation of joint activities, leveraging expertise, optimization of resources, avoiding duplication of efforts, and maximizing deliverables to Member States.

4.2 Together with ICAO, many global organizations are involved in aviation security. The World Customs Organization (WCO) and the Universal Postal Union (UPU) are two such organizations that have written agreements with ICAO (concluded in 2011 and 2015 respectively), and have included aviation security measures in their regulations and guidelines. Continued efforts are being undertaken to enhance cooperation and coordinate the development of security measures, including on pre-loading advance cargo information (PLACI), as well as API and PNR referred to above.

4.3 Similar efforts have been undertaken with industry associations, including the International Air Transport Association (IATA), Airports Council International (ACI) and The International Air Cargo Association (TIACA). The participation of industry and other international organizations in the Aviation Security Panel and its working groups continues to be very valuable as it provides practical insights to aviation security policy makers.

4.4 The seven ICAO regional offices are in close contact with the States in their respective regions. Audit results and input from the regional offices are used by ICAO to establish needs for training and other targeted support, contributing to effective global implementation of Annex 17 SARPs.

4.5 This is further supported through the Global Aviation Security Plan (GASeP), and the Regional Aviation Security Conferences that were held in 2017 and 2018 to align respective national and regional programmes with the GASeP.

4.6 At the same time, similar endeavours are undertaken at the regional and State level, with regional organizations and/or individual States working together to enhance aviation security at the global level. This may be done through funding of specific projects, exchange of experiences and best practices, or the conclusion of bilateral or multilateral agreements.

5. **IMPLEMENTATION OF AVIATION SECURITY-RELATED RESOLUTIONS OF THE UNITED NATIONS**

5.1 In 2016, the United Nations Security Council called, with resolution 2309, for closer collaboration to ensure the safety of global air services and to prevent terrorist attacks.

5.2 In line with this resolution, ICAO continues to ensure that its aviation security measures are continuously reviewed and adapted to meet the ever-evolving global threat picture. Within its mandate, ICAO also enhanced its efforts to establish compliance with international aviation security Standards through effective implementation on the ground, and to assist Member States in this regard.

5.3 ICAO will continue to be involved in international and national initiatives to support UN counter-terrorism efforts. In May 2018, an agreement between ICAO and the UN Counter-Terrorism Executive Directorate (UN-CTED) was signed, leading to enhancement of the agencies' cooperation and information sharing relating to border controls, aviation security and counter-terrorism.

6. ACTION BY THE HIGH-LEVEL CONFERENCE

6.1 The High-level Conference on Aviation Security is invited to:

- a) recognize ICAO's efforts in fostering horizontal coordination on issues that cut across aviation security and safety and encourage States to undertake similar efforts;
- b) encourage further consideration on how passenger information can be better used to inform, assist and support aviation security objectives for States that have the capability to do so;
- c) request that States continue to explore how the fight against criminal activities in the aviation environment can lead to identification of aviation security vulnerabilities; and how such information, where practicable, could be shared among relevant agencies and jurisdictions within a State, as well as between States;
- d) note the role and importance of partnerships and regional initiatives in aviation security and encourage ICAO and States to continue such partnerships; and
- e) recognize ICAO's growing involvement in national and international initiatives to support UN counter-terrorism efforts on aviation security wherever practicable.

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