



**WORKING PAPER**

**ASSEMBLY — 38TH SESSION**

**EXECUTIVE COMMITTEE**

**Agenda Item 15: Aviation Security –Implementation Support**

**CAPACITY-BUILDING STRATEGY SPECIFIC TO AIR CARGO SECURITY**

(Presented by Australia, Canada, Jordan, Lebanon, Singapore, South Africa, United Kingdom, United States, Airports Council International, Global Express Association, International Air Transport Association, and the International Air Cargo Association)

**EXECUTIVE SUMMARY**

In September 2012, the ICAO High-level Conference on Aviation Security endorsed the development of a capacity-building strategy specific to air cargo and mail security that is aligned with the ICAO Aviation Security Assistance and Capacity Building Strategy. Since this meeting, a framework of best practices in air cargo and mail supply chain security has been developed and is in the process of being integrated into the ICAO's guidance material on air cargo security. The framework could form a useful foundation for capacity-building efforts for enhancing implementation of air cargo security Standards and Recommended Practices (SARPs).

The AVSEC Panel will continue to collaborate with the ICAO Secretariat to develop and review guidance material to assist States in implementing air cargo and mail security SARPs, as well as training materials that could be usefully based on the framework of best practices. These materials will be integrated into the coordinated work of the ICAO under the Aviation Security Assistance and Capacity Building Strategy to avoid redundancies.

**Action:** The Assembly is invited to:

- a) support the continued work of the ICAO to develop and review guidance materials and training materials based on the framework of best practices in air cargo and mail supply chain security, that are consistent with the Principles on air cargo and mail security and the ICAO Aviation Security Assistance and Capacity Building Strategy, while allowing States flexibility where needed to accommodate their specific circumstances; and
- b) consider information contained in this paper for the update of Assembly Resolution A37-17 (*Consolidated statement*).

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objectives B – <i>Security</i> .
<i>Financial implications:</i>	Not applicable.
<i>References:</i>	A37-WP/17 A38-WP/12 A38-WP/20 <i>Aviation Security Assistance and Capacity Building Strategy</i>

## 1. INTRODUCTION

1.1. The ICAO High-level Conference on Aviation Security (HLCAS), held from 12 to 14 September 2012 in Montréal, endorsed the development of an international capacity-building strategy specific to air cargo and mail security, that should be aligned with the ICAO Aviation Security Assistance and Capacity Building Strategy, and also adopted and endorsed a set of principles on air cargo and mail security, to serve as a cornerstone for ICAO and all stakeholders in taking action to secure the air cargo and mail supply chain. Since then, the Aviation Security Panel (AVSEC Panel), through its Working Group on Air Cargo Security (WGACS) and Working Group on Guidance Material (WGGM), has continued its efforts in this direction, including developing new guidance material to accompany the new air cargo security-related Standards and Recommended Practices (SARPs) that came into effect in July 2013, and considering a framework of best practices in air cargo security to assist States in developing, implementing, and enhancing effective supply chain security processes and programmes. This framework of best practices, which includes six pillars of a secure supply chain and which is consistent with the Principles on air cargo and mail security, could form the foundation of capacity-building assistance related to air cargo security. The AVSEC Panel will continue to work with the ICAO Secretariat to update the Aviation Security Training Package on Cargo which will then be integrated into the work of the ICAO in line with the Aviation Security Assistance and Capacity Building Strategy.

## 2. BACKGROUND

2.1. The October 2010 attacks, successive terrorist plots and media reports of terrorists' efforts to develop new IEDs demonstrate that commercial aviation continues to be a focus of terrorist groups. Given the highly integrated nature of the commercial aviation industry, global air cargo security continues to be an area of risk.

2.2. Since the secure transport of air cargo is a critical component of barrier-free and facilitated trade, efforts to strengthen air cargo and mail security measures globally must be conducted as a priority in a coordinated way.

2.3. The ICAO has adopted new measures to address security gaps in air cargo, including enhanced SARPs and relevant guidance material.

2.4. The HLCAS endorsed a working paper on an air cargo security capacity-building in Montreal in September 2012 and recommended, inter alia, that 'an international capacity-building strategy specific to air cargo and mail security be developed to aid Member States that require assistance in implementing international air cargo and mail security standards. Such a strategy should be aligned with the ICAO Assistance and Capacity Building Strategy for Aviation Security, and based, as far as possible, on results drawn from the ICAO Universal Security Audit Programme (USAP) audits' (Refer A38-WP/12).

2.5. Since the HLCAS, the AVSEC Panel has worked to develop the capacity-building strategy and elements of such a strategy. In addition, Member States and aviation industry stakeholders agreed to lend resources (training materials, subject matter experts or training officers) to the ICAO Secretariat, to aid in the continued development of training materials as outlined by the strategy presented at the 37th ICAO Assembly (Refer A37-WP/17). Air cargo security was specifically noted as requiring immediate development within this strategy.

### 3. AIR CARGO-SPECIFIC CAPACITY-BUILDING

3.1. The Aviation Security Assistance and Capacity Building Strategy is built on the following themes:

- a) more cohesive and well-coordinated ICAO-wide approach;
- b) A disciplined focus on States with the greatest needs;
- c) Updated assistance offerings to respond to evolving aviation security needs and circumstances;
- d) Stronger engagement of partners and regional mechanisms; and
- e) New accountability mechanisms focussed on sustainable results.

3.2. The AVSEC Panel continues to support this approach to capacity development. Logically, air cargo-specific capacity-building elements should be integrated into the third theme, updated assistance offerings, of the existing Capacity Building Strategy.

3.3. The AVSEC Panel WGACS has developed a framework of best practices in air cargo and mail supply chain security, that provides a high-level overview of the principal actors involved in, and the six critical pillars of, a secure supply chain together with a quick reference guide of practical options to be implemented within each pillar. The framework provides sufficient flexibility for States to accommodate their respective circumstances, including costs, operational environment, and threat and risk environment. The six pillars are: Facility Security; Personnel Security; Training; Cargo Screening; Chain of Custody; and Oversight and Compliance. This framework of best practices, which is considered a useful and informative tool for ICAO Member States to consult in developing their secure supply chain programmes, is in the process of being integrated with the ICAO's guidance material on air cargo and mail security in Amendment 1 to the 8th edition of the Aviation Security Manual (Doc 8973).

3.4. The AVSEC Panel WGACS and the ICAO Secretariat have also agreed that the AVSEC Panel WGACS will act as a clearing house for information and documentation between Member States and Observers, and the ICAO Secretariat. These materials can be used by the Secretariat to further develop the Aviation Security Training Package on Cargo that will be made available through the ICAO Aviation Security Training Centres (Refer A38-WP/20). The WGACS will also act as a repository for information on bilateral capacity-building initiatives to be shared with the relevant parties, including the ICAO Secretariat, to avoid duplication.

3.5. Collaborating with the ICAO Secretariat will allow air cargo-specific capacity-building to be delivered through existing ICAO channels. This approach will also ensure that assistance offerings will be regularly updated, and allow for a coordinated, ICAO-wide approach that focuses on those States that are most in need of assistance in developing their air cargo security programmes, while avoiding duplication of efforts. Cooperation between the ICAO Secretariat, Member States, and aviation industry stakeholders will create efficiencies in delivering air cargo-specific assistance consistent with the framework of best practices in air cargo and mail security, as well as the Principles on air cargo and mail security, in a way that allows States to take into account their own specific circumstances.