



**WORKING PAPER**

**ASSEMBLY — 38TH SESSION**

**EXECUTIVE COMMITTEE**

**Agenda Item 13: Aviation Security – Policy**

**IMPLEMENTATION OF LIQUIDS, AEROSOLS AND GELS SCREENING**

(Presented by Australia, Canada and the United States)

**EXECUTIVE SUMMARY**

Volumetric restrictions placed on liquids, aerosols, and gels (LAGs) implemented following a 2006 terrorist plot are necessary, however, they continue to inconvenience travellers, airlines, and airports, and the retail community. To help reduce or eliminate this inconvenience, Australia, Canada, the United States and the European Union are coordinating efforts to implement technology based screening for LAG items in a multi-phased approach.

The first phase is scheduled to commence by 31 January 2014 and will involve the screening of LAGs over 100ml packed in ICAO Security Tamper-Evident Bags (STEBs) and LAGs above 100ml to be used during the trip for medical purposes or special dietary requirements (eg baby food). The implementation of LAGs screening in Australia, Canada, the United States and the European Union reflects the associated recommendation from the ICAO High-Level Conference on Aviation Security (HLCAS) meeting.

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

- a) note the technology based LAGs screening implementation measures of Australia, Canada, the United States and the European Union;
- b) encourage Member States to implement LAGs screening in their jurisdictions; and
- c) encourage the Council to promote harmonisation internationally and recommend that the Aviation Security Panel consider commencing the development of mutually recognised minimum requirements for the screening of LAG items for use by Member States.

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| <i>Strategic Objectives:</i>   | This working paper relates to Strategic Objective B — <i>Security</i> |
| <i>Financial implications:</i> | No additional resources required.                                     |
| <i>References:</i>             | AVSECP/23-WP/4<br>AVSECP/23-WP/19<br>HLCAS-WP/14                      |

## 1. INTRODUCTION

1.1 Restrictions on LAG items were implemented following the foiled 2006 terror plot to sabotage aircraft on flights between the United Kingdom and North America using liquid-based explosives disguised as common beverages. The ensuing restrictions on carrying LAGs into the cabin of aircraft were put in place to mitigate the threat from liquid explosives. The restrictions were intended to be temporary until they could be replaced by a technological solution. A technological solution now exists and the governments of Australia, Canada, the United States and the European Union are working towards implementing LAGs screening to enable a phased relaxation of restrictions. The first phase of LAGs screening is targeted for commencement by 31 January 2014. The eligible LAG items that will undergo screening in the first phase are LAGs over 100ml packed in ICAO STEBs and LAGs for medical purposes or special dietary requirements (eg baby food). The impacts of each phase will be measured to acknowledge industry concerns about passenger facilitation and convenience.

## 2. LAGS SCREENING IN AUSTRALIA, CANADA, THE UNITED STATES AND THE EUROPEAN UNION

2.1 Australia, Canada, the United States and the European Union are in the process of implementing a multi-phase technology based LAGs screening approach and intend progressively to relax LAGs restrictions at airports in their respective jurisdictions. The LAGs screening technologies to be used will meet standards agreed to amongst Australia, Canada, the United States and the European Union.

2.2 Once LAGs screening commences, eligible LAG items will undergo screening, and if cleared by the screening process, be returned to a passenger for their onwards journey. In the event that a LAG item cannot be cleared by the screening process, a passenger will need to surrender the item to the security screening staff. LAG items that are not eligible for screening or that do not meet LAGs restrictions will not be able to pass through a security checkpoint. Subsequent LAGs screening phases in future years may include the screening of a greater category of LAG items and possibly eliminate the need for the use of 100ml (3.4 ounce) or less containers, sealed 1 litre bags or STEBs.

## 3. POSSIBLE IMPACT OF LAGS SCREENING ON THIRD COUNTRIES

3.1 As LAGs screening is implemented and LAGs restrictions are progressively relaxed in a number of countries, the number of large LAG items carried by passengers within their carry-on baggage is likely to increase. An increase in the amount of LAGs carried by passengers may then pass through a third country. Passengers may expect third countries to put in place similar LAGs screening measures potentially leading to disruption at security checkpoints where LAGs restrictions remain in place. The absence of LAGs screening or non-acceptance of LAGs in a third country may result in passenger confusion and inconvenience.

3.2 While third countries may not initially notice a significant increase in LAGs carriage levels, LAGs screening may reach the stage in future years when screening of all LAGs eliminates the need for restrictions in the country screening them. This could see transit LAGs in a third country that are not in an ICAO STEB or a 1 litre bag as these items may no longer be required in LAGs screening countries. A coordinated approach and clear communication lines by those countries conducting LAGs screening and countries not screening LAGs will be vital to avoid passenger confusion and inconvenience.

#### **4. NEED FOR INTERNATIONAL LAGS ACTION**

4.1 There needs to be broad international consensus on a range of LAGs policy matters for LAGs restrictions to be relaxed following the implementation of LAGs screening technologies. This was recognised at the 23rd ICAO AVSECP when a paper (AVSECP/23-WP/4) that included key principles to advance LAGs screening was accepted by attending Member States.

4.2 The September 2012 ICAO HLCAS considered HLCAS-WP/14 and concluded that there are passenger security and facilitation incentives in gradually lifting LAGs restrictions and mutually recognising minimum requirements for the screening of LAGs. The HLCAS recommended that Member States, in cooperation with ICAO and industry stakeholders, implement LAGs screening technology where possible and continue their collaborative efforts to develop, implement and maintain mutually recognised minimum requirements for LAGs screening in order to treat flights arriving from Member States applying LAGs screening in the same way as flights from states where LAGs restrictions are applied.

4.3 Previous discussions underscored that screening LAGs should begin, while recognising that simultaneous implementation in all countries is not feasible. As such, Member States are encouraged to revisit the principles from previous meetings and work towards moving from a LAGs restriction based regime to a technological solution or towards developing mutually recognised minimum requirements for the screening of LAG items.

4.4 International action on LAGs is also needed to ensure that a traveller is not unduly inconvenienced by travelling through countries with differing LAGs screening or restrictions based regimes in place potentially resulting in LAG items having to be surrendered. A clear and consistent international LAGs message will assist to adequately prepare travellers to travel through countries with differing LAGs regimes.

#### **5. CONCLUSION**

5.1 Multi-phase technology based LAGs screening is to be implemented in Australia, Canada, the United States and the European Union with a view to progressively relax LAGs restrictions commencing by 31 January 2014. International action and direction on LAGs measures is needed to provide for mutually recognised minimum requirements for LAGs screening and clear and consistent messaging to passengers.