



**WORKING PAPER**

**HIGH-LEVEL CONFERENCE ON AVIATION SECURITY (HLCAS)**

**Montréal, 12 to 14 September 2012**

**Agenda Item 3: Combating the insider threat**

**IMPLEMENTATION OF 100 PER CENT SCREENING  
OF PERSONS OTHER THAN PASSENGERS**

(Presented by the Secretariat)

**SUMMARY**

The insider threat at airports is a matter that has attracted significant policy concern. This paper reports on developments to date, particularly progress made by the Aviation Security Panel to facilitate consensus on the resolution of these concerns through amendments to Annex 17.

**Action:** The High-level Conference on Aviation Security is invited to endorse the conclusion and recommendations in paragraph 3.

**1. INTRODUCTION**

1.1 The potential threat posed by insiders at airports (i.e. persons other than passengers with access to aircraft or sensitive areas and items) has been a long-standing matter of concern to international civil aviation security. Since its first edition, Annex 17 has explicitly recognized this possibility through Standards and Recommended Practices (SARPs) aimed at the control of such access through appropriate security measures. Through various amendments to Annex 17, identification systems, background checks, screening of persons other than passengers, and other measures were progressively introduced to enhance the suite of security measures to mitigate the insider threat. Most recently, in Amendment 12 to Annex 17, which became applicable on 1 July 2011, Standard 4.2.6 states as follows.

*Each Contracting State shall ensure that persons other than passengers, together with items carried, being granted access to security restricted areas are screened; however, if the principle of 100 per cent screening cannot be accomplished, other security controls, including but not limited to proportional screening, randomness and unpredictability, shall be applied in accordance with a risk assessment carried out by the relevant national authorities.*

**2. DISCUSSION**

**2.1 Views of the Aviation Security (AVSEC) Panel**

2.1.1 In light of concerns about ensuring that security measures for worldwide implementation to counter the insider threat must be as robust as possible, the AVSEC Panel has given extensive technical consideration to the further enhancement of Standard 4.2.6. In doing so, the Panel has taken into account

the practices and experiences of States in implementing staff screening and security controls to address the insider threat, operational issues, costs and other considerations.

2.1.2 The Panel, at its Twenty-third Meeting in March 2012, took the view that States should have the flexibility to decide on the exact methodology and measures to meet the intended objectives of Standard 4.2.6, and that ICAO should not prescribe or insist that the measures taken in all States be identical. Specific methods of screening and security controls need not involve one method alone, such as physical screening, and can consist of a basket of measures. This approach would allow States the flexibility to take into consideration their own specific national and other requirements, optimise the use of limited resources, and apply the most effective set of security measures that best suits their circumstances, in order to meet the desired security outcomes.

## 2.2 Decision by the Council

2.2.1 On the basis of the foregoing considerations, the AVSEC Panel recommended the following text for revision of the Standard:

*Each Contracting State shall ensure that persons other than passengers, together with items carried, prior to entry into airport security restricted areas serving international civil aviation operations, are subject to screening and security controls.*

2.2.2 The Council, at the second meeting of its 196th Session, considered the proposed revision to Standard 4.2.6 and unanimously supported the proposed text for inclusion in Amendment 13 to Annex 17, envisaged for adoption in 2014.

## 3. CONCLUSION AND RECOMMENDATIONS

3.1 The High-level Conference on Aviation Security is invited to conclude that significant progress has been made in reaching consensus on a revised Standard 4.2.6 of Annex 17 to comprehensively deal with the issue of the insider threat using a common and consistent global approach.

3.2 The High-level Conference on Aviation Security is invited to recommend that:

- a) Amendment 13 to Annex 17, envisaged for adoption in 2014, include the revised Standard 4.2.6 of Annex 17, as proposed; and
- b) States evaluate their measures to mitigate the insider threat with a view to ensuring compliance with the revised Standard 4.2.6 of Annex 17, as proposed.