World Customs Organization
Organisation Mondiale des Douanes

INTERNATIONAL CIVIL AVIATION ORGANIZATION
A United Nations Specialized Agency

Air Cargo and Passenger Security and Facilitation

- Cooperation between the WCO and ICAO

Third Comprehensive Regional Implementation Plan for Aviation Security and facilitation in Africa (AFI SECFAL Plan)
Steering Committee Meeting

1 July 2016, Malabo Namibia

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Air Cargo as a Target?

- Highly diverse nature of cargo shipments
- Often intermodal and complex routing
- Presence of multiple actors in the supply chain
- Significant growth
- Increasing awareness of the vulnerabilities of the air cargo supply chain
- Remote locations of some cargo operations
- "Insider threat"

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Changing role of Customs

- Traditional approach: primary concerns of Customs are fiscal matters and revenue collection

- New tasks and new challenges due to increasing concerns for safety and security
  - Protection of citizens and their interests whilst facilitating legitimate trade
  - Efficient detection and mitigation of risks associated with cargo and passengers
  - **Increasing role in security in coordination with partner agencies and other stakeholders**

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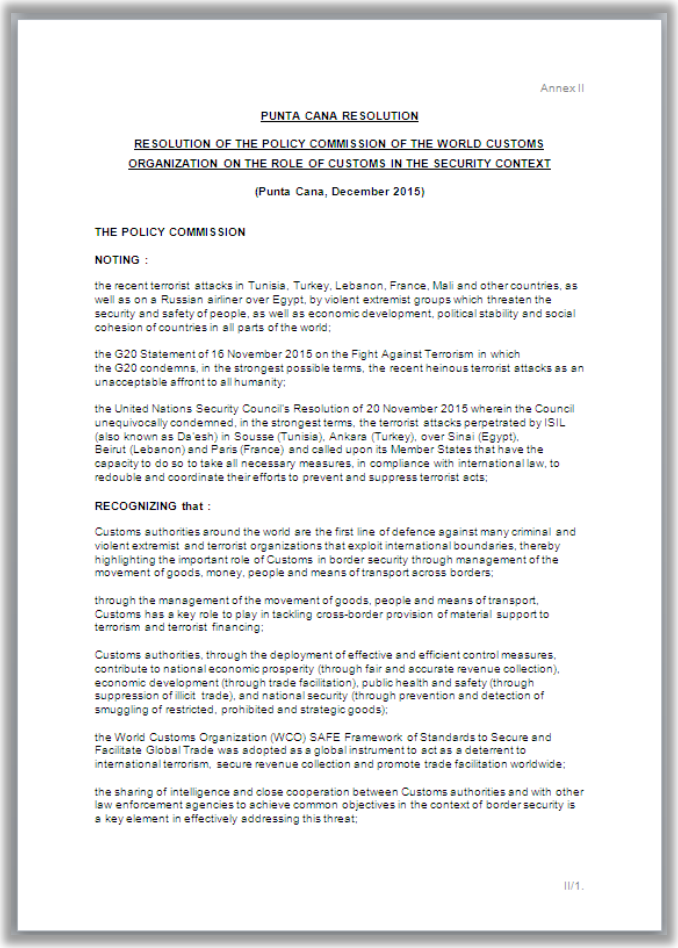
Punta Cana Resolution (Dec-2015)

- In December 2015, the WCO's Policy Commission, its highest body, issued a very significant resolution with respect to the security role of Customs.

- *'**I welcome this Resolution on behalf of the global Customs community** and pledge to continue **to advocate for increased cooperation at the national and international level** between Customs and other border and law enforcement agencies to ensure that Customs Administrations worldwide may function at an optimum level, leveraging all the resources at their disposal, **in the fight against terrorism.**'*

Mr. Kunio Mikuriya

WCO General Secretary



Annex II

PUNTA CANA RESOLUTION

RESOLUTION OF THE POLICY COMMISSION OF THE WORLD CUSTOMS ORGANIZATION ON THE ROLE OF CUSTOMS IN THE SECURITY CONTEXT

(Punta Cana, December 2015)

THE POLICY COMMISSION

NOTING :

the recent terrorist attacks in Tunisia, Turkey, Lebanon, France, Mali and other countries, as well as on a Russian airliner over Egypt, by violent extremist groups which threaten the security and safety of people, as well as economic development, political stability and social cohesion of countries in all parts of the world;

the G20 Statement of 16 November 2015 on the Fight Against Terrorism in which the G20 condemns, in the strongest possible terms, the recent heinous terrorist attacks as an unacceptable affront to all humanity;

the United Nations Security Council's Resolution of 20 November 2015 wherein the Council unequivocally condemned, in the strongest terms, the terrorist attacks perpetrated by ISIL (also known as Da'esh) in Sousse (Tunisia), Ankara (Turkey), over Sinai (Egypt), Beirut (Lebanon) and Paris (France) and called upon its Member States that have the capacity to do so to take all necessary measures, in compliance with international law, to redouble and coordinate their efforts to prevent and suppress terrorist acts;

RECOGNIZING that :

Customs authorities around the world are the first line of defence against many criminal and violent extremist and terrorist organizations that exploit international boundaries, thereby highlighting the important role of Customs in border security through management of the movement of goods, money, people and means of transport across borders;

through the management of the movement of goods, people and means of transport, Customs has a key role to play in tackling cross-border provision of material support to terrorism and terrorist financing;

Customs authorities, through the deployment of effective and efficient control measures, contribute to national economic prosperity (through fair and accurate revenue collection), economic development (through trade facilitation), public health and safety (through suppression of illicit trade), and national security (through prevention and detection of smuggling of restricted, prohibited and strategic goods);

the World Customs Organization (WCO) SAFE Framework of Standards to Secure and Facilitate Global Trade was adopted as a global instrument to act as a deterrent to international terrorism, secure revenue collection and promote trade facilitation worldwide;

the sharing of intelligence and close cooperation between Customs authorities and with other law enforcement agencies to achieve common objectives in the context of border security is a key element in effectively addressing this threat;

II/1.

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Key WCO Instruments & Tools

-Facilitating and control of Cargo and Passengers

- Revised Kyoto Convention
- SAFE Framework of Standards to Secure and Facilitate Global Trade
- API/PNR Guidelines and messaging standards
- Risk Management based on advance electronic information
- Coordinated Border Management
- Single Window
- Cargo Targeting System (CTS)

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Air Cargo Security

- **October 2010 - Yemen incident**
- **December 2010 WCO Policy Commission Communiqué**
- **February 2011 – Technical Experts Group on Air Cargo Security (TEGACS) (WCO, ICAO, IATA, UPU)**
- **Fundamental principles –**
  - Recognise the securing of supply chain is not the responsibility of any single agency.
  - Threats are evolving and therefore there is a greater need to work together.
  - clear distinction between role of Customs and Civil Aviation Regulators
  - Promote synergies between instruments, tools and programmes.

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WCO TEGACS on Air Cargo Security

- Close co-operation amongst Customs, Civil Aviation and other stakeholders
- International/Intergovernmental cooperation
- Customs Role in Air Cargo Security
- Current key work streams:
  - Examining commonalities and differences between aviation and Customs approaches and find complementarities
  - Harmonized approach on Advance Cargo Information for joint risk analysis
  - Harmonization of security programmes in Customs and Aviation Security (AEO – RA/KC)
  - Definition of 'high risk cargo'
  - Roles & responsibilities of all the stakeholders in the supply chain
  - Evaluate pilots
  - Avoid any unnecessary burden on trade.

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SAFE Framework of Standards 2015

What's New

Pillar 3 – Customs-to-Other Government Agencies and Inter-Government-Government Agencies

Provision for 'Pre-loading Advance Cargo Information (PLACI)' for air cargo

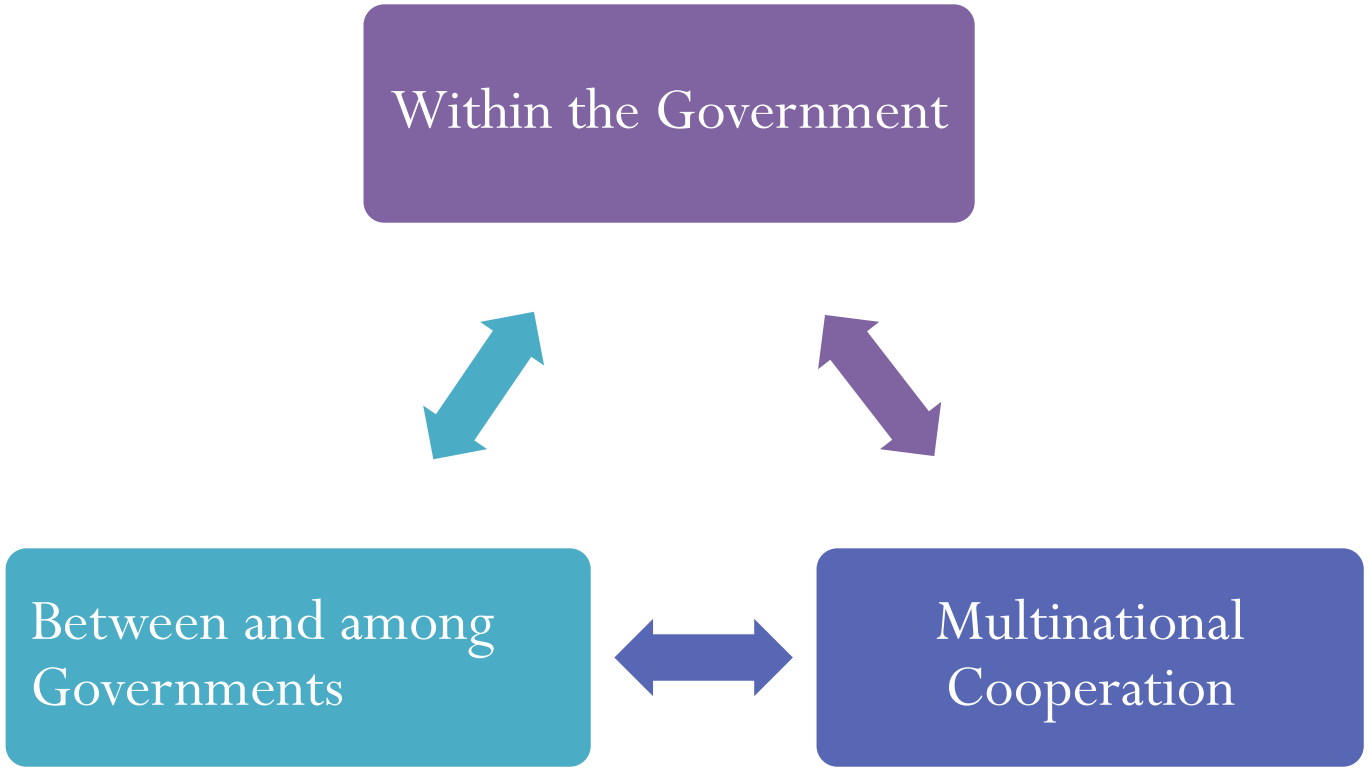
Updated objectives and provisions related to risk management

Definitions of 'Risk Management' and 'Container'

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Pillar 3: Customs-to-Other-Government and Inter-Government Agencies

- **To foster closer cooperation with other government agencies**



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Provision for 'Pre-loading Advance Cargo Information (**PLACI**)'

Purpose	• air cargo (including mail) security risk analysis
Data	• 7+1 data elements
Timeline	• as soon as the information becomes available but no later than prior to loading onto the aircraft

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Three Pilots on Pre-loading ACI

- ✓ **Air Cargo Advance Screening (ACAS) - US,**
- ✓ **Pre-loading Consignment Information for Secure Entry (PRECISE) – EU, and**
- ✓ **Pre-load Air Cargo Targeting (PACT) - Canada**

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WCO – ICAO Cooperation

- ✓ **Joint Action Plan**
- ✓ **Joint Working Group on Advance Cargo Information**
- ✓ **Joint Training and Capacity Building**
- ✓ **Joint Pilot on harmonization of security programmes (AEO/RA-KC)**
- ✓ **Joint Publication – *"Moving Air Cargo Globally"***
- ✓ **API/PNR Contact Committee**
- ✓ **Expansion of present cooperation to Safety & Economics**
- ✓ **Joint ICAO - WCO Conferences – Singapore (2012) and Bahrain (2014)**

- 3rd Joint Conference in Kuala Lumpur Malaysia (26-28 July 2016)

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Joint WCO-ICAO Working Group on ACI (JWGACI)

- to discuss and recommend modalities for sharing and use of advance cargo information (ACI) in carrying out security risk analysis
- Phase I report – key recommendations:
  - where PLACI is adopted, there should be a harmonised global approach with avoidance of duplication.
  - the AVSEC panel and TEGACS endorse the concept of PLACI as an additional layer in the management of air cargo security risk and the continuing work of the JWGACI into Phase 2.
  - during Phase 2, the JWGACI develop a model for the use of PLACI, for States which wish to adopt such a system.
- Phase II Interim Report finalised and identified several challenges and issues for future work.

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API/PNR

- WCO-ICAO-IATA Contact Committee

- WCO Recommendation on the use of API and PNR
- API Guidelines
- PNR Guidelines : Document 9944
- API EDIFACT PAXLST Message Implementation Guidance
- PNR Message Implementation Guide (EDIFACT and XML)
- Business Requirement Document
- UN Security Council Resolution 2178 (September 2014)
- G7 Action Plan on Countering Terrorism and Violent Extremism (May 2016)

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WCO Container Targeting System (CTS)

- WCO CTS project commenced in 2012.
- Risk assessment and targeting tool developed by and owned by the WCO.
- CTS currently operates with maritime containers.
- It enables risk assessment and targeting of import, export, transit and transshipment cargo across all Customs risks, by enabling user countries to:
  - Gather manifest/bill of lading data/airway bill.
  - Store gathered data in a database.
  - Perform automated and manual profiling, risk assessment and targeting of manifest data.
  - Identify high-risk cargo in an efficient, effective and timely manner and facilitate low risk cargo.
  - Focus Customs resources on highest risks.

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WCO CTS – Air Development

- **Air cargo module under development.**
  - Commenced April 2015.
  - Assistance from IATA, GEA and their Members.
  - Adaptation of WCO CTS – Containers.
  - Universal user interface for cross-mode risk assessment and targeting.
  - Standard recommended data model supported in multiple formats including IATA Cargo XML and generic XML.
  - Estimated completion June 2016.

- **Pilots**
  - Scheduled to begin in the second half of 2016.
  - 2 pilot countries.
  - Participation of airline/express companies.
  - Duration – up to 6 months.

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WTO Agreement on Trade Facilitation

- TFA applicable to all modes including post
- Provisions specifically relevant to air cargo and mail -
  - **Publication and availability of information (Art 1)**
  - **Pre-arrival processing (Art 7.1)**
  - **Separation of Release from Final Determination of Customs Duties, Taxes, Fees and Charges (Art 7.3)**
  - **Risk Management (Art 7.4)**
  - **Authorized operator scheme (Art 7.7)**
  - **Expedited shipments (Art 7.8)**
  - **Single window (Art 10.4)**
  - **Border agency cooperation (Article 8)**
- Involvement of Civil Aviation Authorities and other stakeholders in National Trade Facilitation Committees set up under article 23.2 of the TFA

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Thank you

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