



WORKING PAPER

ASSEMBLY — 39TH SESSION

EXECUTIVE COMMITTEE

Agenda Item 16: Aviation Security — Policy

ESTABLISHMENT OF A GLOBAL AVIATION SECURITY PLAN

(Presented by the Council of ICAO)

EXECUTIVE SUMMARY

The ICAO Comprehensive Aviation Security Strategy (ICASS) will conclude its approved term this year, and discussions relating to a future policy and programming framework to replace the ICASS have focussed on a “global” Plan that is centred on aviation security ambitions which are to be met collectively by the international community.

This paper presents a proposal for the development of a Global Aviation Security Plan (GASeP), which will address the needs of States and regions to assist in guiding all States’ aviation security enhancement efforts, and those of other stakeholders, through a set of internationally agreed goals and targets. The paper proposes that systematic and comprehensive consultations with Member States and industry take place in order to reach consensus on the contours and full content of the GASeP, including the appropriate goals and targets to accurately reflect the needs of States and regions.

Action: The Assembly is invited to:

- a) direct the Council to continue development of the GASeP based on clear and collective aviation security global goals and targets to be supported by concrete and measurable indicators;
- b) instruct the Secretariat to consult with Member States to elaborate and refine the elements of the GASeP on the basis of Appendices A, B and C; and
- c) agree on the proposed roadmap and timeframe, as contained in Appendix D.

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objective C — <i>Security and Facilitation</i> .
<i>Financial implications:</i>	The implementation of the ICASS and GASeP will be undertaken subject to the resources available in the 2017-2019 Regular Programme Budget and/or through voluntary contributions.
<i>References:</i>	A39-WP/20, <i>Implementation of the Universal Security Audit Programme Continuous Monitoring Approach (USAP-CMA)</i> A39-WP/28, <i>Report on the ICAO Technical Assistance Programme in the Safety, Security and Facilitation, and Environment Fields</i> A39-WP/14, <i>ICAO Comprehensive Aviation Security Strategy (ICASS)</i> A38-WP/13, A37-WP/18 and A37-WP/75 <i>Assembly Resolutions in Force</i> (as of 4 October 2013) (Doc 10022)

1. INTRODUCTION

1.1 The ICAO Comprehensive Aviation Security Strategy (ICASS) concludes its approved term at the end of the current triennium, having functioned as the Organization's primary aviation security programme framework for two triennia. In reflecting on the trends, challenges and opportunities to which a future framework should respond, the Council took into account lessons learned from the ICASS, and considers it is time to define a vision and roadmap for transitioning the ICASS to a new forward-looking and holistic Global Aviation Security Plan (GASeP).

1.2 Building on the successes of the Global Aviation Safety Plan (GASP) and the Global Air Navigation Plan (GANP), States and industry will benefit from an aviation security plan that is truly "global". The Plan will provide guidance for priority setting at the international, regional and State levels, creating a framework where States can work together, and with stakeholders, to meet shared objectives, support global solutions to common challenges, and guide efforts to further enhance aviation security. Useful lessons can be drawn from the GASP and GANP, while recognizing that aviation security is fundamentally different from aviation safety and air navigation.

2. REVIEWING THE CURRENT SITUATION

2.1 The policy instruments mentioned hereunder have shaped ICAO's aviation security programme direction, and provided focus for priority setting for the Organization:

- a) Declaration on Aviation Security, adopted through Resolution A37-17, which reaffirmed Member States' commitment to strengthen global aviation security;
- b) ICASS, which emphasizes seven Strategic Focus Areas of the Organization over two triennia (2011-2016) mandated by the 37th Assembly;
- c) Conclusions and recommendations of the 2012 High-level Conference on Aviation Security aimed at strengthening the global aviation security framework, particularly by mitigating the risks to air cargo and mail security and addressing the insider threat; and
- d) Resolutions adopted by the ICAO Assembly on the *Consolidated statement of continuing ICAO policies related to aviation security*.

2.2 Guided by the abovementioned instruments, progress has been made by the Organization in carrying out its aviation security mandate, including to: promote effective security measures worldwide; strengthen the delivery and coordination of assistance, capacity-building and partnership initiatives; enhance capacity to respond to new and emerging threats; and assure the effectiveness in auditing and follow-up activities.

2.3 However, global aviation security enhancement remains a formidable undertaking characterized by a complex and continually shifting landscape with no real prospect of concrete risk management. For instance, greater collaborative efforts by States and industry is required to promote technology and process innovation to meet future and existing aviation security challenges. A more integrated approach to aviation safety and security is needed, as illustrated by issues such as cybersecurity and remotely-piloted aircraft systems; aviation security requires a cross-functional approach that ensures appropriate coordination with facilitation, aviation safety, air navigation and other relevant fields. More real-time sharing of critical information between States and industry, and between aviation security professionals and partners who have a need to know should be encouraged, as highlighted by recent events related to civil aviation operations near conflict zones.

3. KEY CONSIDERATIONS

3.1 The emphasis of a future aviation security framework should shift from an ICAO-centred focus to an approach where shared aspirations and responsibilities by all States are defined, in order to help guide States' efforts in progressive aviation security enhancement. In further developing the GAsEP, the following key considerations are proposed, which takes into account the recommendations made by the Aviation Security Panel (AVSECP/27, March 2016):

- a) the seven Strategic Focus Areas of the ICASS should remain as a solid foundation for addressing current and future aviation security challenges, and should therefore be used to help shape the GAsEP. It is envisaged that the ICASS would transition seamlessly into the GAsEP when the latter is approved, with the Strategic Focus Areas of the ICASS being given renewed emphasis in a more holistic and global framework. Other supporting strategies (for example, ICAO Assistance and Capacity Building Strategy) could also be integrated therein;
- b) the foundational element of the framework should be based on the notion of progressive aviation security enhancement as the core objective, consistent with ICAO's Strategic Objective. For practical purposes, aviation security enhancement is defined as the improvement in the effectiveness and efficiency of aviation security to mitigate the risk of acts and attempted acts of unlawful interference, and to mitigate its consequences; it is the achieving and acquiring of qualitative improvement while managing security costs;
- c) the main components for defining the GAsEP, as illustrated in Appendix A, should be built around six key themes, under which specific goals and targets could be pursued. It also includes four broad areas of "enablers", which contribute towards achieving goals related not only to one key theme but across all themes. While further details of the GAsEP would need to be elaborated and refined, the six key themes of the GAsEP, could be used to help frame the deliberations;
- d) an indicative table of contents outlining a suggested format, as presented in Appendix B;
- e) developing goals and targets with short-term and medium-term timeframes, and combining them with longer-term goals to accomplish major improvements, based on an indicative list presented in Appendix C. While goals and targets for aviation safety and air navigation have been mainstreamed, this is not yet the case for aviation security and requires further discussion. It is premature to propose what the precise goals and targets of the GAsEP might entail;
- f) the selection of performance indicators, so that targets can be monitored by at least one indicator for an agreed target year. Indicators should be relatively simple, easily applicable and cost-effective, so that they can be used by all Member States, as appropriate, taking into account their particular conditions and priorities. A possible indicator could include the level of Effective Implementation assessed by the Universal Security Audit Programme Continuous Monitoring Approach (USAP-CMA); and
- g) the need to undertake broader consultations enabling all Member States, organizations and industry to contribute and "buy in" to the Plan.

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3.2. In view of the above, the Council envisages the GASeP being developed in a structured and coordinated manner by drawing input from Member States, international and regional organizations, and the aviation security community at large. Systematic and comprehensive consultations would be a critical success factor, in order to ensure that the consensus which has characterized progress to date in global civil aviation remains the foundation; and that goals and targets are appropriate for the States and regions concerned.

4. THE WAY FORWARD

4.1 A proposed roadmap and timeline for the final approval and implementation of the GASeP is presented in Appendix D. Moving forward could entail a two-phased approach. In the first phase, from the 39th Assembly until early 2018, ICAO would engage in regular consultations, and promote an open dialogue and encourage contributions from Member States and stakeholders through a series of regional conferences and/or through other forms of regional consultations. It will also involve the convening of a High-level Conference in mid-2018 to achieve global consensus on the GASeP and States' commitment to the goals and targets therein. The second phase is expected to lead to Council approval of the GASeP for implementation in late-2018.

4.2 Noting that the development of the GASeP would require continuous action by the ICAO Secretariat, the Council also noted with appreciation the resources and expertise offered by the Aviation Security Panel to assist in periodically reviewing the proposed Plan, as necessary.

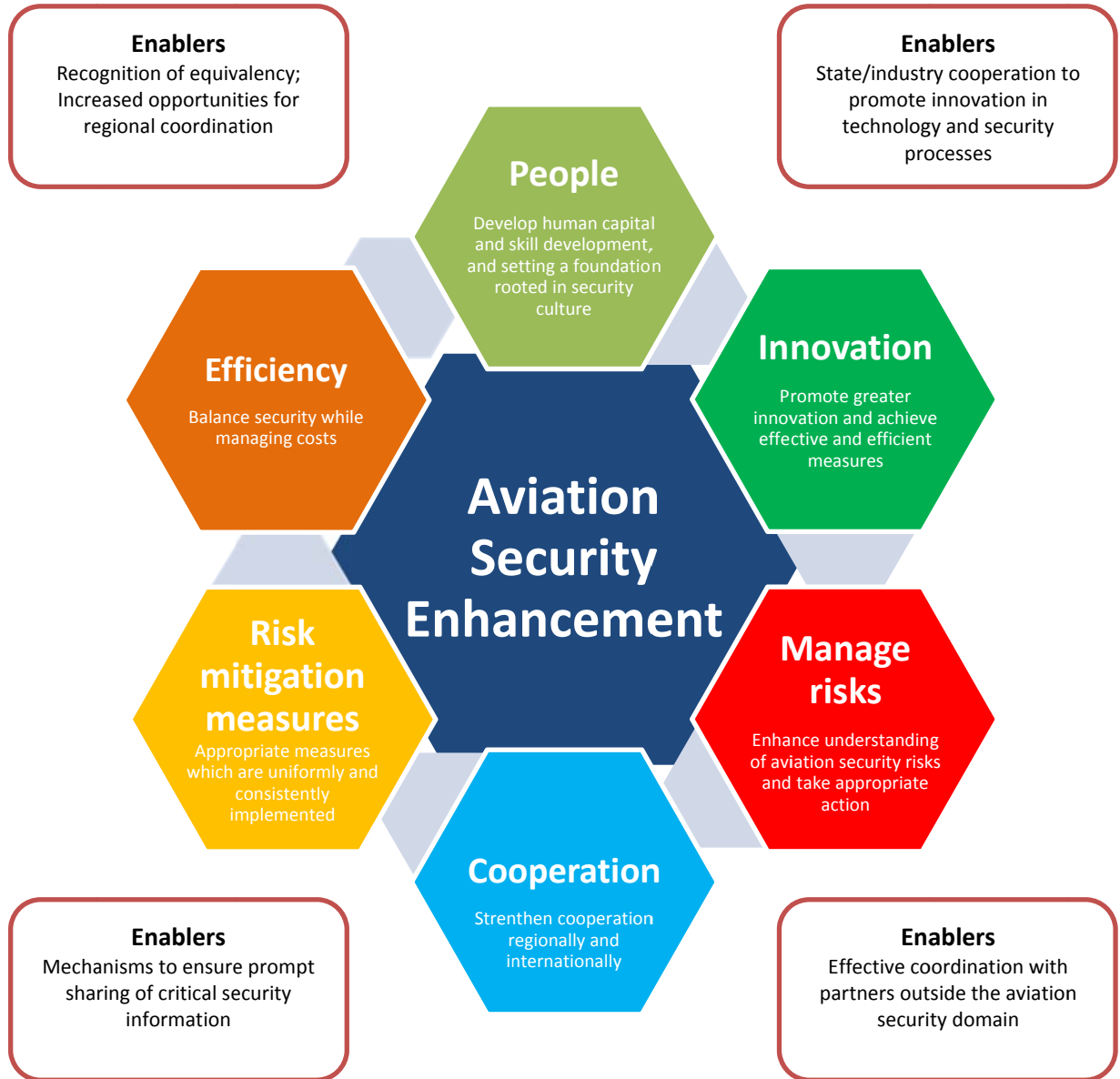
5. TRANSITIONAL ARRANGEMENTS

5.1 It is reasonably envisaged that the ICASS Strategic Focus Areas would be subsumed into the GASeP, to the extent they remain relevant. As proposed in A39-WP/14 on the ICASS, until the GASeP is approved for implementation in 2019, it is proposed that the Organization continue to be guided by the ICASS to ensure that an overarching policy and programming framework in ICAO remain in place.

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APPENDIX A

KEY THEMES



APPENDIX B

INDICATIVE TABLE OF CONTENTS

Executive Summary	
Chapter 1	Introduction
Chapter 2	Taking Stock <ul style="list-style-type: none">• Progress so far in enhancing international civil aviation security• Threat and risk outlook• Air transport system vulnerabilities• Trends in air transport relevant to aviation security
Chapter 3	The need for a Global Aviation Security Plan Key and fundamental principles of aviation security Aviation security partners
Chapter 4	Aviation security priorities
Chapter 5	Goals and targets
Chapter 6	Enablers
Chapter 7	Supporting strategies
Chapter 8	Implementation action plan
Chapter 9	Monitoring and reporting progress
Chapter 10	Governance
Appendices	As appropriate

APPENDIX C

INDICATIVE LIST OF GOALS AND TARGETS

GOAL 1: Improved capacity to address all threats to aviation security

Target 1. By 20xx, States have utilized effective threat and risk assessment methodologies;

Target 2. By 20xx, States have made significant efforts to promote risk-based measures and approaches;

Target 3. By 20xx, States have implemented mechanisms to ensure greater threat information sharing;

GOAL 2: Achieve higher levels of effective implementation of ICAO Annex 17

Target 4. By 20xx, compliance by States and Regions to substantially improve levels of aviation security;

Target 5. By 20xx, mobilize additional financial resources for effective implementation of aviation security;

Target 6. By 20xx, substantial reduction of States with significant security concerns (SSECs);

GOAL 3: Promote development of human resources in aviation security

Target 7. By 20xx, substantial steps taken by States to promote security culture across all organizations;

Target 8. By 20xx, significant efforts by States to promote greater capacities of security professionals;

GOAL 4: Effective and efficient security measures through process and technology innovation

Target 9. By 20xx, States have strengthened technological capacity to address the threat posed by LAGs;

Target 10. By 20xx, substantial efforts made by States to enhance research and to foster innovation;

Target 11. By 20xx, all States have utilized ICAO platforms for sharing screening best practices;

Target 12. By 20xx, greater efforts by States to recognize other States' systems where determined equivalent;

GOAL 5: Enhance implementation through capacity building

Target 13. By 20xx, enhance regional partnerships for implementing effective and targeted capacity-building activities to support regional initiatives and plans; and

GOAL 6: Integrated approach to aviation safety, security and other disciplines

Target 14. By 20xx, more efforts by all States to ensure a cross-functional approach to aviation security.

APPENDIX D

PROPOSED ROADMAP AND TIMEFRAME

Phase	Action	Timeframe
1	Approval of GASeP concept and work plan	Q4 2016
2	Complete first GASeP consultation draft	Q2 2017 (following AVSECP/28)
3	Consult Member States and all stakeholders through a series of regional consultations	Q3 2017 to Q2 2018
4	High-level Conference to secure agreement on the GASeP and commitment to targets	Q2 2018
5	Council approval of the GASeP in full for implementation	Q4 2018 (215th Session)
6	Progress report to 40th Session of the ICAO Assembly	Q4 2019

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