



International Civil Aviation Organization

WORKING PAPER

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EX/11

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ASSEMBLY — 40TH SESSION

EXECUTIVE COMMITTEE

Agenda Item 12: Aviation Security — Policy

OUTCOME OF THE SECOND HIGH-LEVEL CONFERENCE ON AVIATION SECURITY (HLCAS/2)

(Presented by the Council of ICAO)

EXECUTIVE SUMMARY

The Second High-level Conference on Aviation Security (HLCAS/2) was convened in ICAO Headquarters on 29 and 30 November 2018. The meeting was attended by 540 participants representing 107 Member States and 22 international/regional organizations and industry associations.

HLCAS/2 issued 21 recommendations and these were reviewed by Council on 20 February 2019, which noted that a number of those recommendations are already being progressed by ICAO while others are being completed in 2019. For those recommendations directed at ICAO – either by the Council and/or Secretariat – these will be done with the help of expert groups, as required, such as the Aviation Security Panel and the Facilitation Panel.

This working paper, and the associated Appendix, report on actions – those completed and those in progress – as a result of the recommendations made by the Conference. Information presented in the Appendix provides a status update as at June 2019 on actions to implement the twenty-one recommendations issued by HLCAS/2 as agreed by the Council during its meeting on 20 February 2019. It should be noted that where no timeframe for a particular recommendation has been specified indicates that the item is being carried out as part of ICAO's ongoing work, and that any assistance to States can be provided upon request.

Action: The Assembly is invited to note the outcomes of HLCAS/2 and endorse the current and future actions to implement the Conference recommendations.

<i>Strategic Objectives:</i>	This working paper relates to the <i>Security and Facilitation</i> Strategic Objective.
<i>Financial implications:</i>	The activities referred to in this paper will be undertaken subject to the resources available in the 2020 - 2022 Regular Programme Budget and/or from extra-budgetary contributions.
<i>References:</i>	<i>Report of the Second High-level Conference on Aviation Security (Doc 10123)</i> <i>A40-WP/25 Implementation of the Global Aviation Security Plan (GASeP)</i> <i>A40/WP/27 Consolidated statement of continuing ICAO policies related to AVSEC</i> <i>A40-WP/28 ICAO Cybersecurity Strategy</i>

APPENDIX

RECOMMENDATIONS ADOPTED BY HLCAS/2	FOLLOW-UP ACTION		JUNE 2019 UPDATE
	COUNCIL	SECRETARIAT	
Agenda Item 1 – Aviation security threat and risk context			
<p>The Conference recommends that:</p> <p>a) States refer to the ICAO <i>Aviation Security Global Risk Context Statement</i> (Doc 10108) as a useful tool to assist stakeholders in developing evidence-based risk assessments and in identifying possible mitigating actions;</p> <p>b) the ICAO Council, taking into consideration the advice from its Aviation Security Panel (AVSECP), expedite the development of strengthened Standards and Recommended Practices (SARPs) in Annex 17 – <i>Security</i> to deal with the insider threat, reflecting the multi-layered approach discussed during the Conference;</p> <p>c) States and industry ensure the effective implementation of regulatory measures aimed at addressing the insider threat, so as not to compromise the global aviation security system, taking into consideration a multi-layered approach;</p>	<p>Items a) to e): Council to endorse, and request the Secretariat to bring relevant recommendations to the attention of States and/or industry, as applicable.</p> <p>Item b): Council will be invited to consider specific proposals by AVSECP/30 aimed at strengthening measures against insider threat via a draft Annex 17 – <i>Security</i> amendment during the 217th Session.</p>	<p>Items a), c), d) and e): Secretariat will provide assistance to States upon request.</p> <p>Item b): Secretariat will facilitate consideration of proposed Annex 17 – <i>Security</i> amendments by AVSECP/30, to be reported to the Council during its 217th Session.</p>	<p>Implementation of actions approved by Council is on track. No other update on items a), c) and e) to be reported at this time.</p> <p>Item b): Council considered draft Amendment 17 to Annex 17 and agreed to circulate the draft to States for consultation.</p>

RECOMMENDATIONS ADOPTED BY HLCAS/2	FOLLOW-UP ACTION		JUNE 2019 UPDATE
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<p>d) States and industry promote an effective security culture among their aviation workforce and raise public awareness to help further address the insider threat; and</p> <p>e) States enter into collaborative arrangements for sharing security information about threats, risks and vulnerabilities in order to enhance the effectiveness of aviation security measures, address security gaps at the national, regional and global level, and avoid unilateral and/or uncoordinated implementation of security measures.</p>			<p>Item d) AVSEC Panel Working Group on Training is finalizing outlines and plans for the development of Security Culture and Insider Risk workshops. Secretariat will support and facilitate the work of the AVSEC Panel Working Group on Training to develop training and awareness materials for use by States.</p>
Agenda Item 2 – Future approaches to managing aviation security risks			
<p>The Conference recommends that:</p> <p>a) ICAO and Member States should continue to develop risk assessments to identify vulnerabilities within their aviation security systems and implement the most effective security measures to mitigate threats;</p>	<p>Items a) to e): Council to endorse, and request the Secretariat to bring relevant recommendations to the attention of States and/or industry, as applicable.</p>	<p>Item a): the Secretariat will continue work on updating the ICAO Risk Context Statement for issuance following AVSECP/30, and report to Council during its 217th Session.</p>	<p>Item a): During its 217th Session, Council considered the Panel’s aviation security risk advice and recommendations, and endorsed the Second Edition of the ICAO Risk Context Statement (Doc 10108) for dissemination.</p>

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<p>b) ICAO, Member States, and industry organizations investing in the development of cybersecurity strategies should continue to develop a comprehensive Cybersecurity Strategy as well as mechanisms to identify and manage risk, including the sharing of appropriate information related to cybersecurity;</p> <p>c) ICAO should commence a feasibility study for the establishment of a Cybersecurity Panel with a clear timeframe, and based on a gap analysis to determine specific topics which may be not covered by existing</p>	<p>Item c): Council will be invited to consider a draft cybersecurity strategy and feasibility study on the formation of a Cybersecurity Panel presented by the Secretariat during the 216th Session.</p>	<p>Items b) and c): working paper C-WP/14846 – <i>Report on ICAO cybersecurity activities, including trust framework</i>, to be presented to Council during the 216th Session, will contain a draft Cybersecurity Strategy and feasibility study on the formation of a Cybersecurity Panel, as requested by Council.</p>	<p>Item b) The Council, during its 217th meeting, approved a comprehensive Cybersecurity Strategy as well as an Assembly Working Paper (A40-WP/28) with an updated Resolution - <i>Addressing Cybersecurity in Civil Aviation (A39-19)</i>. In the spirit of the <i>Convention on International Civil Aviation</i> (Chicago Convention), the global ICAO Cybersecurity Strategy will provide a baseline going forward that is mutually acceptable to all States. It will serve to align international, regional and national cybersecurity frameworks, and promote appropriate information exchange mechanisms that will provide added benefits to cybersecurity risk management.</p> <p>Item c) The Council, based on the inputs of the Committee on Unlawful Interference and the Air Navigation Commission, requested that the work of the Secretariat Study Group on Cybersecurity continue, and</p>

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<p>panels, without delaying the ongoing work of the Secretariat Study Group on Cybersecurity;</p> <p>d) ICAO, Member States, and industry organizations should ensure existing training remains up-to-date with aviation security best practices and technological advancements, and new training should be developed to address emerging threats to aviation security; and</p> <p>e) States and industry take practical steps to develop and implement security culture and security awareness programmes, including high profile campaigns using best practices and tools provided by ICAO and regional organizations, and other States that reflect their unique operating environments,</p>		<p>Items d) and e): the Secretariat will continue to update relevant aviation security training material. The new “Toolkit on Enhancing Security Culture” as developed by the Working Group on Training will be made available globally via ICAO Regional Offices in early 2019</p>	<p>that the Secretariat continue to further refine the study on how to progress with the cybersecurity work programme by conducting a detailed feasibility study for a Cybersecurity Panel option, including a gap analysis between its anticipated work and the work of already existing expert groups and panels.</p> <p>Item d) The ongoing maintenance and development of the ICAO AVSEC training and workshop materials is being undertaken by the Secretariat in coordination with training experts from Member States.</p> <p>Item e) In addition to the development of an ICAO Security Culture Workshop, the AVSEC Panel Working Group on Training is also producing a security awareness campaign package and associated toolkit for use by States from 2020. The “Toolkit</p>

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and implement these programmes for all stakeholders within the aviation environment.			on Enhancing Security Culture” has been translated to all ICAO languages and sent to all Regional Offices for further dissemination to Member States.
Agenda Item 3 – Global Aviation Security Plan (GASeP)			
<p>The Conference recommends that:</p> <p>a) continued efforts are made by States to implement the GASeP and its associated Roadmap towards achieving the aspirational global goal of 80 per cent of audited States achieving the minimum level of 65 per cent EI by 2020, and for ICAO to monitor progress made;</p> <p>b) ICAO map existing capacity-building resources and providers so as to have a comprehensive understanding of available capacities. ICAO shall also map delivered, on-going and planned capacity-building activities, so as to have a comprehensive overview of the situation;</p>	<p>Items a) to d): Council to endorse, and request the Secretariat to bring relevant recommendations to the attention of States and/or industry, as applicable.</p>	<p>Item a): continue to monitor progress of USAP audit results, and provide assistance to States upon request.</p> <p>Item b): mapping of existing capacity-building resources and providers to have a comprehensive understanding of available capacities, along with ICAO’s delivered, current and planned capacity-building activities is an ongoing activity. Secretariat will continue to work</p>	<p>Implementation of actions approved by Council is on track.</p> <p>Items a) As of 31 May 2019, 66% of States audited have achieved the 2020 target of 65% EI or higher. Assistance is provided to States, as required, by the Secretariat (ATB in coordination with Regional Offices and TCB).</p> <p>Item b) The Secretariat is examining options for the efficient and sustainable mapping of capacity-building resources and activities keeping in mind the scope of activities, the sensitivity of security information, and resource constraints faced by</p>

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<p>c) subsequent iterations of the GAsEP promote a longer-term vision of ensuring strengthened security, timely sharing of aviation security information, and increased operational efficiency, in part by drawing upon relevant security-related components of Annex 9 – <i>Facilitation</i>; and</p> <p>d) ICAO, in cooperation with Member States and international organizations, complete a holistic and fundamental review of the objectives and methodology of the USAP, including the indicators used to report audit results, for decision by the 40th Session of the Assembly, aimed at ensuring the USAP plays a full part in the successful implementation of the GAsEP, and in delivering confidence in the international aviation security system.</p>	<p>Item c: Council will be invited to approve a vision on the future evolution of the GAsEP presented by the Secretariat during the 217th Council Session.</p> <p>Item d: Council will be invited to consider recommendations by AVSECP/30, brought to it by the Secretariat Study Group on the USAP related to its holistic and fundamental review, during the 217th Council Session.</p>	<p>with assistance partners to update and maintain the information held on the ISD Assistance List (ISDAL) Group on the Secure Portal.</p> <p>Item c): a draft Working Paper for the 40th Session of the ICAO Assembly, to be presented for approval by the Council during its 217th Session, will provide additional details about a vision on the future evolution of the GAsEP.</p> <p>Item d): work by the Secretariat Study Group on the USAP related to its holistic and fundamental review will first be brought to the attention of AVSECP/30 (May 2019) with recommendations submitted to the Council during its 217th Session.</p>	<p>assistance partners and the Secretariat.</p> <p>Item c): Please refer to A40-WP/25 on the Implementation of the Global Aviation Security Plan (GAsEP).</p> <p>Item d): Please refer to A40-WP/32 on the holistic and fundamental review of the USAP-CMA.</p>

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Agenda Item 4 – Achieving better synergies with other areas			
<p>The Conference recommends that:</p> <p>a) ICAO explore ways in which the relationship between aviation security, safety and facilitation can be strengthened, including the relationship between the Aviation Security Panel (AVSECP) and the Facilitation Panel (FALP);</p> <p>b) ICAO and Member States continue to collaborate with the United Nations agencies involved in counter-terrorism, including the UN Office of Counter-Terrorism (UNOCT) and the UN Counter-Terrorism Executive Directorate (UN CTED), with a view to implementing UN Security Council resolution 2309 (2016); and</p> <p>c) further action be taken by ICAO so that passenger information can be better used to inform, assist, and support aviation security</p>	<p>Items a) to c): Council to endorse, and request the Secretariat to bring relevant recommendations to the attention of States and/or industry, as applicable.</p> <p>Item a) Council will be invited to approve recommendations of AVSECP/30 during its 217th Session.</p> <p>Item c) Council will be invited to consider, through the Air Transport Committee, recommendations on the</p>	<p>Item a): The matter will first be brought to the attention of AVSECP/30 (May 2019) with recommendations submitted to the Council during its 217th Session.</p> <p>Item b): Secretariat continue to cooperate with UNOCT and UN CTED based on recently concluded arrangements with these two entities.</p> <p>Item c): promulgation of ICAO Standard(s) on PNR data in line with UN Security Council resolution 2396 (2017) will be</p>	<p>Item a): Council considered AVSECP/30's recommendations on enhanced synergies between aviation security and other areas e.g. safety to address risks such as: use by remotely-piloted aircraft systems to attack aviation; and the threat posed by chemical agents.</p> <p>Item b): ICAO, as one of the partners of the UNOCT Countering Terrorist Travel Programme, participated in the official launch of this programme. Additionally, ICAO participated in the first assessment mission to one of the 26 States who requested assistance in the development of their capabilities in response to UNSC resolution 2396 (2016),</p> <p>Item c): Work by the Facilitation Panel (FALP) Task Force (PNR-TF) on SARPs related to PNR is ongoing. Outcomes of this work</p>

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	COUNCIL	SECRETARIAT	
objectives, including the promulgation of ICAO Standard(s) regarding the collection, use, processing and protection of Passenger Name Record (PNR) data, in line with UN Security Council resolution 2396 (2017).	promulgation of ICAO Standard(s) on PNR data in line with UN Security Council Resolution 2396 (2017), to be submitted by a working group of the Facilitation Panel.	examined by a working group of the Facilitation Panel, which will report to the Air Transport Committee during its 218th Session.	will be circulated to FALP Members for consideration, and a report will be submitted to the Air Transport Committee at its 218th Session.
Agenda Item 5 – Ensuring sustainability of security measures			
<p>The Conference recommends that:</p> <p>a) the ICAO Council strive to ensure parity between aviation security and aviation safety within ICAO, and provide guidance on the conduct of a feasibility study, taking into account input from States, using a holistic approach, to determine options for establishing an Aviation Security and Facilitation Bureau under a zero nominal growth budget. This feasibility study should consider the extent to which this could contribute to the enhancement of ICAO’s practical aviation security capability and should be completed in sufficient time for the Council to review it and make a decision prior to the 40th Session of the Assembly;</p>	<p>Item a) Council agreed that information should be conveyed to the Assembly to inform that it would undertake a holistic review of the structure of the Organization as well as to inform that the outcome of this process would be presented as part of a consultation process with Member States via the State letter consultation mechanism. Council to provide guidance on a final report relating to this review by a working group during its 219th Session.</p>	.	<p>Item a): During its 217th Session, Council considered a report on the study on the establishment of an Aviation Security and Facilitation Bureau. Following consideration of the study, the Council agreed to establish a working group to examine the overall structure of the Secretariat with a view to determining options for the restructure of the Secretariat, taking into account aspects related to aviation security and facilitation as well as technical cooperation. , It was also understood that this working group would be tasked with developing a roadmap and options pertaining to a possible</p>

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<p>b) ICAO ensure the sustainability of aviation security funding in accordance with applicable Assembly Resolutions, recognizing that increased contributions by States in the next triennium, whether regular budget or voluntary, whether financial or in-kind, will further enhance the Organization's leadership in global aviation security matters;</p>	<p>Item b): Council has considered and approved recommendations on sustainable aviation security funding to the 40th Session of the Assembly when considering C-WP/14829 <i>Draft Budget Proposals</i> for 2020-2021-2022 during its 217th Session.</p>	<p>Item b): budget allocations for 2020-2022 will include a prioritization of the entire aviation security work programme against the availability of resources in the budget scenario that the Council will recommend to the 40th Session of the Assembly.</p>	<p>restructure of the Organization, following which a consultation process would be undertaken with Member States in order to obtain their views. Given the expansive nature of the task, it was understood that a final report from the working group might not be finalized until the 219th Session of the Council in March 2020. It was further agreed that recommendations that would fundamentally change the nature of the existing five-Bureau structure of the Organization would be subject to consideration by the Assembly.</p> <p>Item b): Please refer to A40-WP/34 – <i>Proposed Draft Budget of the Organization for 2020, 2021 and 2022</i>. In addition to the creation, in the current budget, of new dedicated staff positions in Regional Offices, the new budget includes the integration of 5 aviation security and facilitation professional posts currently funded by voluntary contributions.</p> <p>Item c): No other update.</p>

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<p>c) ICAO, States and industry continue to assess the suitability of outcomes-focused approaches, where appropriate, in accordance with the specific regulatory language contained in Annex 17 – <i>Security</i> and the ICAO <i>Aviation Security Manual</i> (Doc 8973); and</p> <p>d) encourage States to enter into collaborative arrangements and implement one-stop security arrangements in order to increase the sustainability of the aviation security system, by avoiding unnecessary duplication of security controls, where consistent with the guidance material in the ICAO <i>Aviation Security Manual</i> (Doc 8973) as amended.</p>		<p>Item c): Outcomes-focused security measures have been and will continue to be considered, where appropriate, in the development of security-related SARPs and guidance.</p> <p>Item d): Assistance to States wishing to enter into one-stop-security (OSS) arrangements with other States may be provided as requested.</p>	<p>Item d): Assistance based on ICAO guidance materials will be provided by the Secretariat upon request.</p>