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EXECUTIVE COMMITTEE

Agenda Item 13: Aviation Security — Policy

FOSTERING AVIATION SECURITY THROUGH INTERNATIONAL COOPERATION, COORDINATION AND SUPPORT

(Presented by the United Arab Emirates and co-sponsored by Brazil, Jordan,
Nigeria, Qatar, Republic of Korea, Saudi Arabia, Senegal, South Africa and the
United States)

EXECUTIVE SUMMARY

This working paper discusses the need for as well as the importance of international cooperation, coordination and support for assisting States' efforts towards full and effective implementation of ICAO aviation security Standards, which is also the aspirational goal in the *Global Aviation Security Plan* (Second Edition, 2024), while improving governance on aviation security and further enhancing aviation security system globally.

Collaboration and partnership, based on the provisions of international air law instruments and ICAO Annex 17 – *Aviation Security*, together with capacity-building, are essential for enhancing aviation security and mitigating security risks to civil aviation.

Action: The Assembly is invited to:

- note the importance of international cooperation, coordination and support in fostering aviation security as highlighted in this working paper;
- urge States to enhance international aviation security cooperation, coordination and support in accordance with established principles; and
- encourage States to consider voluntary contributions and appropriate resources to assist in the delivery of effective and targeted aviation security capacity-building activities and to further support the ICAO Universal Security Audit Programme – Continuous Monitoring Approach (USAP-CMA) by making available aviation security professionals to serve as long and short-term experts, when needed.

Strategic Goals:	This working paper relates to Strategic Goal <i>Every Flight is Safe and Secure</i> .
Financial implications:	

References:	ICAO Doc 10108, <i>Second Edition ICAO Global Aviation Security Plan (GASeP)</i> ICAO Muscat Ministerial Declaration 2024 ICAO Assembly Resolution A41-18: <i>Consolidated statement on continuing ICAO policies related to aviation security</i> ICAO High-level Conference on Aviation Security (HLCAS), 2012 ICAO High-level Conference on Aviation Security (HLCAS), 2018 ICAO Annex 17 – <i>Aviation Security</i> ICAO Doc 8973, <i>Aviation Security Manual</i>
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1. INTRODUCTION

1.1 In accordance with the cross-boundary nature of civil aviation and threats to civil aviation, States should foster international cooperation, collaboration and support in an effective, robust and sustainable manner. While doing so, States' sovereignty, principles of international cooperation in aviation security and adherence to the ICAO international air law instruments, as well as Standards and Recommended Practices (SARPs) as an international baseline should also be respected.

1.2 The Second Edition of the *Global Aviation Security Plan (GASeP)* from 2024¹ has an Aspirational Goal to achieve and sustain a strong global aviation security system that is underpinned by the full and effective implementation of ICAO aviation security Standards in all Member States. GASeP highlights six Global Priority Areas, of equal importance, on which States, industry and other stakeholders may focus their efforts. One of the six Global Priority Areas is to "Increase cooperation and support".

1.3 Principles of international cooperation in aviation security were endorsed by the High-level Conference in Aviation Security (HLCAS) held in Montréal in 2012². The second High-level Conference on Aviation Security (HLCAS/2) held in Montréal in 2018³ also supported the need for States to enter into collaborative arrangements, such as bilateral and/or multilateral agreements, taking into account the provisions of Annex 17 – *Aviation Security* on international cooperation, in order to help make informed decisions to effectively and efficiently address new and emerging threats, and avoid unilateral and/or uncoordinated implementation of aviation security measures.

1.4 The Muscat Ministerial Declaration⁴ adopted on 11 December 2024 acknowledged the importance of a common UN approach involving cooperation and coordination among all relevant UN bodies and specialized agencies in recognizing the aviation sector as critical infrastructure on which national security, prosperity and development, as well as the global economy, are dependent. The Declaration urges States, ICAO, international and regional organizations, industry and other stakeholders to ensure effective coordination of aviation safety, security, and cybersecurity to benefit from shared knowledge and strengthened efforts as well as strengthening cooperation in the further development of comprehensive aviation security and cybersecurity. The value and importance of ICAO's *No Country Left Behind* initiative that aims to help States through supporting and providing delivery of targeted and effective aviation security and cybersecurity training, assistance and capacity-building to States in need was also reaffirmed.

¹ <https://www.icao.int/Security/Pages/Global-Aviation-Security-Plan.aspx>

² <https://www.icao.int/Meetings/avsecconf/Documents/HLCAS%20-%20Communique%2014%20September%202012.pdf>

³ <https://www.icao.int/Meetings/HLCAS2/Documents/HLCAS2%20Communique.pdf>

⁴ <https://www.icao.int/Meetings/securityweek2024/Pages/Muscat-Declaration.aspx>

1.5 The United Nation Security Council Resolution 2309⁵ and the ICAO General Assembly Resolution A41-18 *Consolidated statement on continuing ICAO policies related to aviation security*⁶ urges all Member States on an individual basis and in cooperation with other Member States to take all possible measures for the prevention of acts of unlawful interference, in particular, those required or recommended in Annex 17 as well as those recommended by the ICAO Council. Additionally, Resolution 18 reaffirms the efforts by ICAO and its Member States to implement the UN Global Counter-Terrorism Strategy to enhance international, regional and national efforts to counter terrorism, including to take practical steps to strengthen Member State capacity to counter terrorist threats and to reinforce the coordination of the counter-terrorism activities undertaken by the UN System. It calls upon all Member States to confirm their resolute support for the established policy of ICAO by applying the most effective security measures as required and recommended in Annex 17 and security related provisions in Annex 9 – *Facilitation*, individually and in cooperation with one another, to prevent acts of unlawful interference and to punish the perpetrators, planners, sponsors, and financiers of conspirators in any such acts.

2. DISCUSSION

2.1 In light of the evolution of threats to international civil aviation, the ICAO Aviation Security Panel (AVSECP) at its 36th Meeting held in April 2025 reiterated its support for the expanded principles of international cooperation in aviation security from what was endorsed by the High-level Conference on Aviation Security (HLCAS) held in Montréal in 2012. The Panel recognized that such cooperation is critical in ensuring that challenges faced by the global aviation security community are addressed efficiently and effectively and respect bilateral and/or multilateral Air Services Agreements. The Panel also agreed to further the principles of international cooperation in development of new and updated Annex 17 provisions and associated guidance material, support the assessment of equivalence of security measures, and inform an outcome-based approach to policy and oversight development activities.

2.2 Considering the Panel's support for the principles of international cooperation in aviation security that encourages industry inclusion in the creation of responses and measures, where possible, and the ICAO Assembly Resolution A41-18, the recent threats to air cargo and mail systems as a whole require a global approach in the development and implementation of security requirements and best practices. These efforts may necessitate continued cooperation with relevant international organizations, such as the International Maritime Organization (IMO), Universal Postal Union (UPU), and the World Customs Organization (WCO).

2.3 Resolution A41-18 also encourages Member States to promote the implementation of aviation security measures in a practical manner to broaden existing cooperation mechanisms among Member States and industry, as appropriate, for exchanging information and early detection of security threats to civil aviation operations, as well as to share expertise, best practices and information relating to preventive security measures, including screening and inspection techniques.

2.4 In A41-18 the Assembly urges Member States to voluntarily contribute financial and in-kind resources to increase the reach and impact of ICAO aviation security enhancement activities in order to assist in the delivery of effective and targeted capacity-building activities in the area of aviation security. Such activities should include training, technical assistance and implementation support and development, technology transfers and the provision of other necessary resources, where it is needed to enable all Member States to achieve an enhanced and effective aviation security regime.

⁵ <http://unscr.com/en/resolutions/2309>

⁶ <https://www.icao.int/Meetings/a41/Pages/resolutions.aspx>

2.5 ICAO promotes the delivery of effective technical assistance and support to Member States by encouraging coordinated, targeted and prioritized international aviation security capacity-building activities.

2.6 In order to support effective and efficient cooperation, ICAO has established communication process for benefit of Member States, international organizations, industry and other stakeholders as sharing of aviation security information is vital for ensuring effective aviation security at the global level. To facilitate the expeditious communication, ICAO has established the ICAO Aviation Security Point of Contact (PoC) Network. The objective of the ICAO PoC Network is to provide details of international aviation security contacts within each State, who are designated as the appropriate authority to send and receive communications. ICAO has also developed the AVSECPaedia, a web-based platform, which provides States with information on emerging best practices and new approaches, including guidance on various screening technologies. Member States have access to useful and detailed technical information. Additionally, the AVSECPaedia platform is a dynamic and collaborative tool that allows States and manufacturers to share their own security information or practices by means of updating their own dedicated page within the platform. Detailed guidance on international cooperation, coordination and support is provided in ICAO Doc 8973, *Aviation Security Manual*.

3. CONCLUSION

3.1 Fostering aviation security through international cooperation, coordination and support, utilising principles of mutual respect and commitment of all parties involved, is paramount in the establishment of sustainable partnerships. In order to enhance international aviation security cooperation, coordination and support in an effective, robust and sustainable manner, States should consider abiding by the established set of principles as well as respecting States' sovereignty and adherence to the ICAO international air law instruments and Annex 17 SARPs as international baseline.

3.2 States should consider voluntary contributions to further support ICAO's aviation security programmes and appropriate resources to assist in ICAO's delivery of effective and targeted aviation security capacity-building activities. Further, States should consider supporting the ICAO USAP-CMA Programme by making available aviation security professionals to serve as long and short-term experts, when needed, as the USAP-CMA serves as an important and valuable tool in assessing the compliance and effective implementation of the Annex 17 Standards and the security provision of Annex 9 – *Facilitation*.

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