

INTERNATIONAL CIVIL AVIATION ORGANIZATION
MEETING OF CIVIL AVIATION AUTHORITIES
SEVENTH MEETING

(Salvador, Bahia, Brazil, 1-3 July 2002)

Agenda Item 6: AVSEC and future outlook

(Presented by the Secretariat)

Summary

The purpose of this working paper is to inform civil aviation authorities of the South American Region about the work being carried out in the region and the future outlook concerning the protection of civil aviation against acts of unlawful interference, and suggests actions in order to continue working in a coordinated manner.

References:

- Annex 17 to the Convention on International Civil Aviation
- Security Manual for protection of civil aviation against acts of unlawful interference (Doc. 8973/5) (Limited distribution)
- Report of the High-Level Ministerial Conference on Aviation Security
- Reports of the LACAC Security Group
- Report of the Tenth Meeting of GREPECAS (Agenda Item 7)
- Report of the Second Meeting of the Administration and Coordination Group (ACG/2) of the GREPECAS Secretariat

1. Introduction

1.1 The tragic events of 11 September 2001 in the United States of America brought about, among other things, an unfortunate reduction of the international air transportation flow and affected the aeronautical industry in all its fronts. As a result, the aeronautical industry was forced to apply measures to support air transportation, trying to maintain levels that will permit the recovery of users' trust in this mode of transportation in the medium term. The main problems include: traffic reduction, a standstill of aircraft purchases; limited production of parts, etc.; airport recession; increased costs due to the implementation of new security measures; and increased prices of war and terrorism insurance policies.

2. Action taken by ICAO

2.1 At its 33rd Session, the ICAO Assembly promulgated Resolution A33-1: “*Statement on the improper use of civil aircraft as destruction weapons and other acts of terrorism affecting civil aviation*” and Resolution A33-2: “*Revised statement on the ICAO permanent criteria concerning the protection of international civil aviation against acts of unlawful interference*”. Within this general framework, ICAO has been implementing AVSEC measures which include: review of legal instruments; refining of Annex 17 to the Convention on International Civil Aviation “*Security*” – *Protection of international civil aviation against acts of unlawful interference*; review of other Annexes to the Chicago Convention concerning security (Annex 1 – Personnel Licensing, Annex 6 – Aircraft Operation, Annex 8 – Airworthiness, Annex 9 – Facilitation, Annex 11 – Air traffic services, Annex 14- Aerodromes, and Annex 18 – Safe air transportation of dangerous goods); strengthening of the AVSEC mechanism, especially in terms of technical assessments; activation of mechanical reading documents; review of air navigation service procedures; review of ICAO manuals and guidelines and drafting of sets of teaching material on security; and strengthening of training programmes.

2.2 The 33rd Session of the ICAO Assembly already felt the need to establish a universal audit programme to oversee civil aviation security. In order to tackle the problem more quickly, the Aviation Security Panel (AVSECP) held its 12th meeting in the city of Montreal, on 5-9 November 2001, with a view to analysing the problems that had arisen and preparing the high-level Ministerial Conference on aviation security, which was held in Montreal, on 19-20 February 2002. Among the recommendations of this latter meeting, note should be taken of those related to the need for States to renew their efforts to meet multilateral conventions on security and the ICAO standards and recommended practices, and to take additional measures consistent with the threat. Another important element is the reestablishment of trust on air transportation which, in the opinion of the Conference, is a shared responsibility and, therefore, the need exists to reinforce international cooperation by helping developing countries.

2.3 Within the ICAO action plan to strengthen aviation security, the Conference recommended States to adopt immediate action to keep the cockpit door closed, to share information on threats and to make sure that the security measures adopted are objective and non discriminatory. ICAO was charged, as a matter of high priority, with amending the relevant annexes, proceeding with the analysis of new and emerging threats, making a thorough study of the adequacy of international aviation security conventions, adopting measures to face the problem of war risk aeronautical insurance, and implementing an *integrated action plan on aviation security*.

2.4 The Conference also recommended the establishment of an integrated programme of universal, regular, obligatory, systematic and harmonised aviation security audits, which should begin in 2003, based on the programme to be established by the ICAO Council. This audit programme should be sponsored within the framework of the AVSEC mechanism and be compatible with the audit programmes already established at regional and sub-regional level. The integrated audit programme is also expected to tap adequate funding sources and, in principle, to obtain greater voluntary contributions for the AVSEC mechanism, until such time that an adequate allocation of funds in the Regular Programme budget is achieved. It should also be stressed that the Conference recommended that developing countries be provided technical and financial assistance for the adoption of corrective measures to rectify the deficiencies identified during the audits.

2.5 Lastly, the Conference recommended that States undertake to provide adequate resources, be it financial, human or other resources, on a voluntary basis for the time being, through the AVSEC mechanism, in order to cover the aviation security action plan during the 2002-2004 three-year period, as a matter of high priority, and promulgated the Statement shown in the **Attachment** to this paper.

2.6 An issue of utmost importance that has been discussed within ICAO is the one dealing with “aviation war risk insurance”. In this regard, it is worth mentioning that the ICAO Council during the fourth meeting of its 166th Session, approved in principle the recommendation of the special group on aviation war risk insurance, to establish a global aviation war risk insurance scheme, in line with the ICAO Resolution A33-20.

2.7 This global scheme is envisaged to provide third-party aviation war risk insurance coverage for airline operators and other parties involved in civil aviation, through a non-profit insurance entity to be set up, backed by State guarantees. The objectives of the global plan are:

- To allow air transport operations to continue under reasonable conditions;
- To spread the aviation war risk and related risks (including hijacking, sabotage, and other unlawful interference) amongst the parties including all participating States involved; and,
- To provide adequate insurance coverage in the short- and medium- term while allowing the private insurance markets to come back gradually into this market.

2.8 More specifically, this global scheme would be offered at an affordable price, would provide coverage which meets regulatory requirements and, save certain exceptions, would not be cancellable. It would also offer safeguards against potential future disruptions of air transport services and foresees adequate oversight over the insurance entity.

2.9 The participation in the global scheme is voluntary and its effectiveness will be subject to the signature of a participation agreement by a sufficient number of contracting States, the sum of whose ICAO contribution rates should amount to at least 51%, as indicated in Assembly Resolution A33-26: Assessments to the general fund for 2002, 2003 and 2004 (the Assembly Resolution being used as the basis for determining the provision of guarantees to the global scheme). A draft participation agreement is being reviewed within the ICAO Council.

3. **Regional initiatives**

3.1 At regional level, the Presidents attending the XI Ibero-American Summit of Heads of State and Government, held in Lima, Peru, on 23-24 November 2001, *inter alia*, stressed the serious repercussions that the terrorist acts of 11 September had had on the Latin American air industry, and adopted several measures which appear in working paper RAAC/7-WP/2, paragraph 4.

3.2 Likewise, several countries of the region, on their own initiative, adopted different measures to support their airlines and face the significant increases that took place, especially with respect to insurance policy prices for covering both damage to third parties and acts of war and terrorism.

3.3 On the other hand, the Tenth Meeting of GREPECAS held in Las Palmas, Canary Islands, Spain, on 23-27 October 2001, upon noting the increasing emphasis that the States, International Organisations and ICAO are placing on civil aviation security (AVSEC) as a result of the acts of terrorism of 11 September 2001 and, in particular, the resolution adopted by the ICAO Assembly at its 33rd Session and the meeting of the AVSEC Panel held in November 2001, considered it quite likely that an ICAO action plan would emerge and agreed that GREPECAS cooperate and contribute, as applicable, with as many AVSEC activities as possible.

3.4 Along these lines, the GREPECAS Administration Coordination Group formulated Decision

10/67 on the establishment of a civil aviation security (AVSEC) Committee accountable to the AGA/AOP/SG, and agreed that:

- a) the AGA/AOP/SG should establish an AVSEC Committee with the terms of reference listed below and with the firm commitment of CAR/SAM States and international organisations to participate in its composition, and the support of the Secretariat of the ICAO Regional Offices;
 - encourage and monitor the timely implementation by the States of the ICAO SARPs on AVSEC and their active participation in the ICAO AVSEC mechanism;
 - identify the regional requirements for the implementation of the ICAO AVSEC Action Plan to be developed and adopted by the ICAO Council;
 - promote regional cooperation among States, international organisations and the industry, with a view to facilitating the implementation of the ICAO AVSEC Action Plan and the ICAO SARPs on AVSEC;
 - coordinate with the corresponding ICAO AVSEC Regional Unit to be established; and
 - support regional initiatives on AVSEC training.
- b) the AGA/AOP/SG hold the First Meeting of the AVSEC Committee during the Second Meeting of the AGA/AOP/SG or soon after;
- c) The AVSEC Committee define its work programme at its first meeting, for submission to GREPECAS for its approval;
- d) GREPECAS request ICAO Headquarters to provide the necessary support and assistance to the AVSEC Committee, particularly as long as the ICAO Regional Offices have no AVSEC officers; and
- e) GREPECAS modify its Terms of Reference and those of the AGA/AOP/SG to reflect the incorporation of AVSEC matters in their work programmes.

3.5 On the other hand, it should be noted that the Latin American Civil Aviation Commission (LACAC), an organisation composed of the Spanish-speaking States of the SAM Region, considered airport security as a topic of “high priority” in its work programme. Consequently, it established a working group whose main objective is to “draft a regional civil aviation security policy”, and whose terms of reference are as follows:

- a) collect information on the application of ICAO standards, recommended practices and guidelines in the region, preparing a survey to make a diagnosis of the situation;
- b) develop a mechanism for coordinating the development of civil aviation security master plans among the various member States, pursuant to Appendix 1 of Annex 17;
- c) assess training needs, seeking sources of contribution (donor States) to the ICAO mechanism;
- d) assess equipment needs and funding alternatives, taking into account that States lack the necessary means to purchase such equipment;
- e) prepare the necessary guidelines to establish a regional civil aviation security policy.

Note: This *ad hoc* Group is composed of experts on the matter, and both its meetings and its agreements should be kept in reserve because of the topics discussed therein.

3.6 The aforementioned Group has already had four meetings, in which progress has been made mainly in the drafting of a survey to diagnose the regional situation and another one related to training. After the events of 11 September 2001, it was deemed advisable to restructure the objectives of the Group so that it could act with total independence and acquire permanent status. Consequently, as of the next meeting of this Group, which is foreseen to be held in October, in Argentina, its terms of reference and objectives will be reformulated; in any case, it is hoped that a decision on regional policy guidelines on civil aviation security will be made by the next Assembly.

3.7 Taking into account the work being carried out by ICAO and the establishment of the Group within GREPECAS, the aeronautical authorities attending the recent meeting of the LACAC Executive Committee (Cartagena de Indias, Colombia, 15-16 May 2002) agreed to establish a close coordination between the LACAC and the GREPECAS Groups to avoid a duplication of efforts, and to harmonise the terms of reference and activities carried out at the regional level.

4. **Future outlook**

4.1 In terms of civil aviation security, the future outlook involves short- and medium-term actions, and the States should, to the extent possible, take action aimed at maintaining effective control systems but allowing at the same time a balance between facilitation and security. All of this is aimed at recovering the trust of users in air transportation and to pick up the growth levels that existed before the unfortunate events of 11 September 2001.

4.2 Coordination and cooperation should prevail at regional level, considering that the States of the region are not in a financial position to purchase the equipment needed to face current as well as new emerging threats. In this respect, it should be recalled that ICAO has identified some of the latter, namely:

- a) improper use of aircraft as weapons (possibility of large-scale loss of lives and destruction, considering the four hijackings of 11 September 2001 in the United States);
- b) suicidal attacks in the air (as seen during the events of 11 September 2001 and in the attempted sabotage of a flight by a passenger with explosives hidden in his shoe on 22 December 2001);
- c) suicidal attacks on ground (although the risk to life during an attack against aeronautical facilities may not be quantifiable, it can definitely cause serious damage to property and the economic well-being of a State, as clearly seen from the attack to the Sri Lanka airport on 24 July 2001);
- d) electronic attacks using radio transmitters or other means to disturb or alter the condition of ground control, navigation or on-board guidance systems, thus putting at risk the safety of individuals and aircraft;
- e) attacks with computers that block or alter aeronautical communications or interfere with other aviation operations (*e.g.*, aeronautical data banks) which might put at risk the safety of individuals and aircraft;
- f) chemical and biological attacks against the public travelling by air or to disturb air operations and block the use of aeronautical facilities by threatening with conducting such attacks;
- g) improper use of nuclear or other radioactive materials to endanger people, contaminate property and prevent the use of aeronautical facilities.

4.3 Furthermore, it should be recalled that an opinion expressed by the South American delegates during the Conference was that not all States had the same level of threat to security and, therefore, any measure to be implemented should be consistent with the level of threat, and if any State from outside the region were to apply extra-territorial measures, compensatory measures should be sought to cover the expenditures incurred.

4.4 Another extremely important topic on which the States of the region should focus and make all possible efforts refers to “passenger identification” as a preventive measure to avoid acts of unlawful interference that destabilise air transportation. Along these lines, the work to be carried out in the region should tend to foster the creation of a database and passenger identification, if possible, using means such as mechanical reading or biometric identification passports.

4.5 Likewise, joint efforts should be made to determine the regional aviation security policy, so that it may covers all the elements required to solve the problems facing the States of the region regarding civil aviation security. All those involved in airport operations and responsible for control systems should participate in this effort. This policy should also contemplate the standardisation of norms and the exchange and/or joint acquisition of equipment to reduce costs. As for training, the needs of the States should be clearly identified, fostering the use of training experts from the region. It should be recalled that ICAO has established a Regional AVSEC Training Centre at the CATC of the DGCA of Ecuador.

4.6 Considering the initiative of counting with a global mechanism to ensure the air transport against war risk, it would be necessary that States of the SAM Region participate in the ICAO project, indicated in para. 2.9.

5. **Suggested action**

5.1 The meeting is invited to take note of the information provided in this working paper and to adopt the following measures:

- a) harmonise the work being carried out at regional level, establishing close cooperation among the GREPECAS and LACAC activities in order to avoid a duplication of efforts.
- b) that States, within their possibilities, take action to maintain effective control systems but which permit a balance between facilitation and security.
- c) establish coordination and cooperation among the States of the region, taking into account the economic limitations for purchasing equipment, in order to face the new emerging threats.
- d) implement measures consistent with the level of threat of each State, taking into account that not all States are in the same situation.
- e) foster preventive measures aimed at “passenger identification”, creating a regional database, if possible, using means such as mechanical reading or biometric identification passports.
- f) standardise norms at regional level and promote the exchange and/or joint acquisition of equipment.
- g) clearly identify the training needs of States and foster training with experts from the same region.
- h) Encourage the States of the SAM Region to support and actively participate in the “global aviation war risk insurance scheme” fostered by ICAO.

**HIGH-LEVEL, MINISTERIAL CONFERENCE
ON
AVIATION SECURITY**

Montreal, 19 to 20 February 2002

**CONSOLIDATED CONCLUSIONS, RECOMMENDATIONS
AND
DECLARATION**

(Presented by the Chairman of the Conference)

The attached consolidated Conclusions, Recommendations and Declaration have been approved by the Conference.

Agenda Item 1: Industry and consumer impact**CONCLUSIONS**

The Conference has concluded that:

- a) the events of 11 September 2001 have had a major negative impact on world economies and an impact on air transport which is unparalleled in history;
- b) restoration of consumer confidence in air transport and assurance of the long-term health of the air transport industry are both vital, and many States have already initiated a range of measures to this effect; and
- c) the effective application of enhanced uniform security measures, commensurate with the threat, will help to restore confidence in air transport, but these measures will need to be passenger and cargo user-friendly and not overly costly for the industry and its consumers if traffic growth is to be regenerated.

RECOMMENDATIONS

The Conference recommends that:

- a) consistent with Assembly Resolution A33-1, *Declaration on misuse of civil aircraft as weapons of destruction and other terrorist acts involving civil aviation*, States should:
 - 1) intensify their efforts to achieve the full implementation and enforcement of the multilateral conventions on aviation security as well as of the ICAO Standards and Recommended Practices (SARPs) relating to aviation security; and
 - 2) take within their territories appropriate additional security measures which are commensurate with the level of threat and are cost effective; and
- b) since restoration of confidence in air transport is a collective responsibility, States should enhance international cooperation in aviation security and should assist developing countries to the extent possible.

Agenda Item 2: ICAO plan of action for strengthening aviation security**CONCLUSIONS**

The Conference has concluded that:

- a) a strong and viable aviation security (AVSEC) programme is indispensable;
- b) a global uniform approach to the implementation of the international aviation security standards is essential, while leaving room for operational flexibility;
- c) regional and sub-regional approaches can make a significant contribution to ICAO's aviation security activities;
- d) aviation security is a responsibility of Contracting States, and States which outsource aviation security programmes should therefore ensure that adequate governmental control and supervision are in place;
- e) gaps and inadequacies appear to exist in international aviation security instruments with regard to new and emerging threats to civil aviation, but further study is needed in this regard;
- f) a global treatment is desirable for the problem of aviation war risk insurance;
- g) since General Aviation operations are very different from commercial air transport operations, they warrant separate measures within ICAO SARPs and/or guidance material; and
- h) there is a need for a comprehensive ICAO *Aviation Security Plan of Action* for strengthening aviation security, through a reinforced AVSEC mechanism, an ICAO aviation security audit programme, technical cooperation projects, promotion of aviation security quality control functions and appropriate performance indicators.

RECOMMENDATIONS

The Conference recommends that:

- a) States:
 - 1) take immediate action to lock flight deck doors for aircraft operated internationally, while maintaining measures on the ground to provide the highest level of aviation security;

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- 2) actively share threat information in accordance with Standards in Annex 17 and employ suitable threat assessment and risk management methodologies appropriate to their circumstances, based on a template to be developed by ICAO; and
 - 3) ensure that aviation security measures are implemented in an objective and non-discriminatory manner; and
- b) ICAO:
- 1) as a matter of high priority, develop amendments to the appropriate Annexes to require protection of the flight deck door from forcible intrusion;
 - 2) continue its efforts to identify and analyze the new and emerging threats to civil aviation with the purpose of assisting in the development of security measures and to actively collaborate with other associated agencies;
 - 3) carry out a detailed study of the adequacy of the existing aviation security conventions and other aviation security-related documentation with a view to proposing and developing measures to close the existing gaps and remove the inadequacies, including amendment where required, so as to deal effectively with the existing, as well as the new and emerging, threats to international civil aviation;
 - 4) develop and take action to deal with the problem of aviation war risk insurance; and
 - 5) develop and implement a comprehensive *Aviation Security Plan of Action* and any additional actions approved by the Council, including a clear identification of priorities.
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Agenda Item 3: ICAO security audit programme**CONCLUSIONS**

The Conference has concluded that:

- a) in order to further enhance safety and security and to ensure the systematic implementation of the critical elements of a State's aviation security system, there is an urgent need for a comprehensive ICAO programme of aviation security audits;
- b) the programme should audit national level and airport level compliance with Annex 17 and with aviation security related provisions of other Annexes on a regular, mandatory, systematic and harmonized basis;
- c) the ability to determine whether an airport or State is in compliance will require that auditors have a solid aviation security background and be sufficiently trained and certified by ICAO to ensure that auditing is conducted in a consistent and objective manner;
- d) this audit programme should be undertaken under the auspices of ICAO's AVSEC Mechanism;
- e) in the development of the framework for a security audit programme, and to the greatest possible extent, proven and successful concepts used in viable programmes already developed by the European Civil Aviation Conference (ECAC), the United States and other States should be used;
- f) the regional approach has many benefits and is to be considered as supplementary to local initiatives, in particular by promoting regional partnership and the activities of the ICAO Regional AVSEC Training Centres;
- g) the AVSEC Panel should assist in the development of technical requirements and guidance materials needed to administer the audits and assist in the development of an effective quality assurance programme to maintain standards of audit performance; and
- h) since an audit programme could provide only security levels of audited airports at the time of the audit, a permanent mechanism based on quality control and the regular conduct of exercises and inspections could guarantee the continuity and improvement of security levels determined by the audits.

RECOMMENDATIONS

The Conference recommends that:

- a) ICAO establish a comprehensive programme of a universal, regular, mandatory, systematic and harmonized aviation security audits, with implementation beginning in 2003 based on the final work plan established by the Council;
- b) the programme be based on an audit process that uses ICAO trained and certified audit teams which are headed by an ICAO staff member and which consistently apply fair and objective methods to determine compliance with Annex 17 by observing measures at airports and assessing the State's capabilities to sustain those measures;
- c) the audit programme be established under the auspices of ICAO's AVSEC Mechanism;
- d) in developing the audit programme, which should be transparent and autonomous, ICAO should ensure the greatest possible coordination and coherence with audit programmes already established at a regional or sub-regional level, taking into account aviation security situation in these States;
- e) a compliance mechanism be built into the programme, which will delineate between minor and serious areas of improvement, ensure that immediate corrective action is taken for serious deficiencies and provide to developing States the necessary assistance to measurably improve security;
- f) an adequate and stable source of funding be sought for the AVSEC Mechanism through increased voluntary contributions until such time that an allocation of funds can be sought through the Regular Programme Budget, which should be as soon as possible;
- g) all States be notified of a completed audit, that ICAO Headquarters be the repository for full audit reports and that the sharing of audit reports between States take place on a bilateral or multilateral basis;
- h) States commit to provide ICAO with national AVSEC findings based on a harmonized procedure to be developed by ICAO as early as possible;
- i) States, in particular developing countries, be provided with technical and financial assistance under technical cooperation, so that they may take remedial actions to rectify the deficiencies identified during the audit; and
- j) States should utilize the ICAO audits to the maximum extent possible and could always approach ICAO with regard to the audit findings for other States.

Agenda Item 4: Financial and human resources

CONCLUSIONS

The Conference has concluded that:

- a) to execute the ICAO *Aviation Security Plan of Action*, an indicative additional funding requirement is for a minimum of US \$ 15.4 million through voluntary contributions for the current triennium 2002-2003-2004, these figures to be used as a basis for further study by the Council;
- b) for the longer term, a more stable means of funding the ICAO *Aviation Security Plan of Action* would be either through an increase of the assessment to the ICAO General Fund for the following triennia, or by a long-term commitment, on a voluntary basis, of systematic contributions according to an approved suggested level of contribution, to be determined by the Council, by all States;
- c) on the basis of initial analyses of reports of ICAO aviation security technical evaluations, there is a need for ICAO to provide technical cooperation to States, initially with development of documentation for aviation security projects and subsequently with the mobilization of resources for the remedial action proposed;
- d) additional resources are required by ICAO for assistance to States with project development and with resource mobilization;
- e) the ICAO Objectives Implementation Mechanism, as established by the ICAO Assembly in 1995, is well suited to make resources available to States, efficiently and cost effectively, for remedial action related to aviation security;
- f) ICAO's policy and guidance material on cost recovery of security services at airports in *ICAO's Policies on Charges for Airports and Air Navigation Services* (Doc 9082/6) and the *Airport Economics Manual* (Doc 9562) remains valid;
- g) there is a need for development of additional policy and guidance material on cost recovery of security measures with regard to air navigation services complementary to that which already exists with respect to airport security charges; and
- h) there is a need for further improvement of human resources, utilizing the existing training centres and the standardization of instruction materials, where appropriate based on TRAINAIR methodology.

RECOMMENDATIONS

The Conference recommends that:

a) States:

- 1) commit to provide adequate resources, financial, human and/or otherwise in kind, for the time being on a voluntary basis through the AVSEC Mechanism, for the ICAO *Aviation Security Plan of Action* for the triennium 2002-2003-2004 as a matter of priority, and be aware of the continuing needs for subsequent triennia;
- 2) agree to remove the existing ties they individually impose on the expenditures of AVSEC Mechanism contributions in order for ICAO to immediately utilize all funds available in the AVSEC Mechanism Trust Funds;
- 3) use the Technical Co-operation Programme of ICAO as one of the main instruments to obtain assistance in advancing implementation of their obligations under relevant international conventions, SARPs of Annex 17 — *Security* and related provisions of other Annexes, as well as adherence to ICAO guidance material;
- 4) along with other donors, contribute to the ICAO Objectives Implementation Mechanism in order for States to receive aviation security-related technical cooperation, aiming at full compliance with relevant international conventions, SARPs of Annex 17 — *Security* and related provisions of other Annexes, as well as adherence to ICAO guidance material; and
- 5) continue to apply the existing ICAO policy and guidance material on security charges in *ICAO's Policies on Charges for Airports and Air Navigation Services* (Doc 9082/6) and the *Airport Economics Manual* (Doc 9562) respectively; and

b) ICAO:

- 1) establish an ICAO *Aviation Security Follow-up Programme* and seek additional resources, similar to the USOAP Follow-up Programme of the Technical Co-operation Bureau, to enable States to obtain technical cooperation in the preparation of necessary documentation and in resource mobilization for aviation security;
- 2) promote the use of the ICAO Objectives Implementation Mechanism as a means for States to obtain technical cooperation, as required for the rectification of deficiencies identified during aviation security evaluations and audits;

- 3) urgently pursue the development and implementation of an International Financial Facility for Aviation Safety (IFFAS), to encompass not only safety but also security;
- 4) elaborate on its policy and guidance material on cost recovery of security services, notably to include development of policy and guidance material on cost recovery, through charges, of security measures with regard to air navigation services; and
- 5) explore the issue of using security charges as a means of recovering the cost of ICAO assistance when it is provided to States for security development projects.

Agenda Item 5: Conference declaration**DECLARATION**

The High-level, Ministerial Conference on Aviation Security, convened by the International Civil Aviation Organization (ICAO) at its Headquarters in Montreal on 19 and 20 February 2002 and attended by Ministers and other high-level officials representing 154 States and 24 international organizations:

Reaffirming condemnation of the use of civil aircraft as weapons of destruction as well as of other acts of unlawful interference with civil aviation wherever and by whomsoever and for whatever reason they are perpetrated;

Mindful of the need for strengthening measures to prevent all acts of unlawful interference with civil aviation;

Emphasizing the vital role which civil aviation plays in economic development;

Stressing the preeminence of safety and security as underlying fundamentals in civil aviation which need global address;

Reaffirming the responsibility of States for the security and the safety of civil aviation, irrespective of whether the air transport and related services concerned are provided by Government, autonomous or private entities;

Noting the significant improvements in aviation security recently initiated in a large number of States;

Recognizing that a uniform approach in a global system is essential to ensure aviation security throughout the world and that deficiencies in any part of the system constitute a threat to the entire global system;

Affirming that a global aviation security system imposes a collective responsibility on all States;

Noting that the additional resources which will be required to meet enhanced aviation security measures may create an undue financial burden on the already limited resources of developing countries;

DECLARES its commitment to:

- achieve full implementation of the multilateral conventions on aviation security and the ICAO Standards and Recommended Practices (SARPs) and Procedures for Air Navigation Services (PANS) as well as ICAO Assembly Resolutions and Council Decisions relating to aviation security and safety;
- apply within national territories appropriate additional aviation security measures to meet the level of threat;

- foster international cooperation in the field of aviation security and harmonize the implementation of security measures;
- ensure that security measures are implemented in a most cost effective way in order to avoid undue burden on civil aviation;
- ensure to the extent possible that security measures do not disrupt or impede the flow of passengers, freight, mail or aircraft;
- ensure that security measures are implemented in a manner which is objective and non-discriminatory on the basis of gender, race, religion or nationality;
- enhance the quality of human resource functioning within aviation security, including application of sustained education and training; and
- restore public confidence in air travel and revitalize the air transport industry;

ENDORSES the establishment of a comprehensive ICAO *Aviation Security Plan of Action* for strengthening aviation security worldwide, including:

- identification, analysis and development of an effective global response to new and emerging threats, integrating timely measures to be taken in specific fields including airports, aircraft and air traffic control systems;
- strengthening of the security-related provisions in the Annexes to the *Convention on International Civil Aviation*, using expedited procedures where warranted and subject to overall safety considerations, notably in the first instance to provide for protection of the flight deck;
- regular, mandatory, systematic and harmonized aviation security audits to evaluate security in place in all Contracting States at national level and, on a sample basis, at airport level for each State, under the ICAO Aviation Security Mechanism;
- close coordination and coherence with audit programmes at the regional and sub-regional level;
- processing of the results by ICAO in a way which reconciles confidentiality and transparency; and
- a follow-up programme for assistance, with rectification of identified deficiencies;

CALLS ON the Council of ICAO to develop this *Plan of Action* for adoption not later than 14 June 2002 (the closing date of the 166th Session of the Council) and implementation commencing immediately thereafter;

CALLS ON the full and active participation of all ICAO Member States and, where applicable, of relevant international organizations, in implementation of the *Plan of Action* in order to achieve concrete results at the earliest possible date; and

CALLS ON States, international organizations and civil aviation industry to provide, on a voluntary basis, adequate funding and/or assistance in kind for implementation of the *Plan of Action*, both for ICAO activities and to enable all States worldwide to meet the requirements of enhanced security measures on a sustainable basis.

— END —