



International Civil Aviation Organization

CAR/SAM REGIONAL PLANNING IMPLEMENTATION GROUP (GREPECAS)

**Sixth Meeting of the GREPECAS Aviation Security Committee  
(AVSEC/COMM/6)**

Puerto Vallarta, México, 22-25 July 2008

AVSEC/COMM/6-WP/03

03/07/08

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**Agenda Item 3: Review of Global and Regional AVSEC Developments and Activities**

**REVIEW OF REGIONAL AVSEC DEVELOPMENTS AND ACTIVITIES**

(Presented by the Secretariat)

**SUMMARY**

This working paper presents to the Meeting the recent regional ICAO activities regarding Aviation Security (AVSEC), its relation with other entities, and a reminder of some of the obligations that States have in the CAR/SAM Region.

**References:**

- Annex 17
- Annex 9, Machine Readable Travel Documents
- Security Manual for Safeguarding Civil Aviation against Acts of Unlawful Interference (Doc. 8973)
- Universal Security Audit Programme (USAP)
- The Establishment and Management of a State's Aviation Security Oversight System, Part C of Safety Oversight Manual (Doc. 9734)

**1. Introduction**

1.1 This working paper presents to the Meeting the recent regional ICAO activities regarding Aviation Security (AVSEC), its relation with other entities and a reminder of some of the obligations that States have in the CAR/SAM Region.

**2. Annex 17 and the Security Manual**

2.1 According to the Council actions for accomplishing with the Assembly resolution A35-9, the consolidated declaration of continuing with the ICAO policies related with the Safeguarding Civil Aviation Against Acts of Unlawful Interference, and in compliance with the ICAO Strategic Objective B - *Enhance global civil aviation security*, the new version of the Annex 17 came into effect the 1st July 2006, that contains the Amendment 11, which came up from the proposals from the 16<sup>th</sup> (May 2004) and 17<sup>th</sup> meetings (March/April 2005) from the Aviation Security experts panel (AVSECP).

2.2 This new version of Annex 17 covers, among others, the following: applicability of the Annex 17, reinforcement of the dispositions of the national civil aviation security programs, in-flight security officers (IFSOs), general aviation and aerial work operations, the security concept of one stop only for passengers and baggage, the concept of risk assessment, security for all cargo operations, and definitions. After two years of its publication, the States are in the process of adapting the Annex 17 requirements within their national laws and regulations, and in the implementation process.

2.3 The Security Guidance Material (SGM) section of ICAO has finished the review of the seventh edition of the *Security Manual for Safeguarding Civil Aviation against Acts of Unlawful Interference (Doc. 8973 – Restricted)* which offers a detailed orientation for the States regarding the interpretation and implementation of the Standards and Recommended Practices of Annex 17, and the initial English language version is due to be distributed to the States **by December 2008**. This new version of the manual is divided in five volumes, which include:

- a) Volume I – National Organization and Administration;
- b) Volume II – Training, Selection and Recruitment;
- c) Volume III – Airport Design and Administration;
- d) Volume IV – Preventive Measures; and
- e) Volume V – Crisis Management and response. (This volume is already published).

2.4 In order to complete the aforementioned and in order to assist in a better way to appropriate authorities of the States to conduct an effective oversight of the efficient implementation of AVSEC regulations and procedures within their States, a Part C of document 9734 *Safety Oversight Manual* has been developed, called *The Establishment and Management of a State's Aviation Security Oversight System*, which is already published.

### **3. Restructure of the Aviation Security and Facilitation Branch (S&F) and creation of new entities.**

3.1 As informed in the AVSEC/COMM/5, the Aviation Security and Facilitation Branch (S&F) was restructured in two sections: the Security Guidance material (SGM) and the Coordination, Assistance and Development Section (CAD). As off January 2008, the SGM section remains under the Air Transport Branch (ATB), and the CAD section, previously known as AVSEC section, changed to Planning, Coordination and Implementation Branch (PCI) with two sections: Implementation, Support and Development (ISD) for Safety and one for Security with direct dependency from the General Secretary, having among its responsibilities the following:

- a) the planning, coordination and implementation of the Safety and Aviation Security of ICAO with the States;
- b) the future implications of aviation security;
- c) the management of the Aviation Security Training Program; and
- d) the management of the ICAO/ Transport Canada “Training Awareness Program”.

3.2 The ICAO Council also maintains the program, previously approved, to allow the contracting States to:

- a) solve their deficiencies in aviation security, found during ICAO’s Universal Security Audit Programme (USAP);
- b) establish a solid infrastructure on aviation security according to ICAO Annex 17 and all of ICAO’s guidance material in the Aviation Security field; and
- c) assist them in the solution of the challenges that arise in the aviation security.

3.3 It is important to inform that the ICAO council has also established the Audit Report Revision Branch (ARRB) which analyzes the advance of the implementation of the States corrective action plans and will be the entity that, through the General Secretary, when appropriate, will issue correspondence to the civil aviation authorities requiring their attention over the adherence to their corrective action plans, with the possibility of informing other States about the position of that State respect to the compliance of Standards and Recommended Practices in aviation security.

3.4 Finally, to point out that ICAO PCI Branch in coordination with the RO/AVSEC for the CAR/SAM Regions is in a better position to provide direct assistance to the States, providing advice and in its case, the facilitation for obtaining technical cooperation projects regarding AVSEC.

#### **4. Recruitment of AVSEC professionals**

4.1 Among the ICAO regular program courses and through PCI, during the year 2007, two AVSEC-ICAO Instructors Certification Courses have been held in the AVSEC Aviation Security Training Centre (ASTC) of Trinidad and Tobago and in the Instituto Superior Tecnológico de Aviación Civil of Quito, Ecuador, in English and Spanish language respectively. It is important to clarify that in order not to interfere with State’s sovereignty; these courses don’t certify instructors for the States, that remains the States responsibilities. Participants that approved these courses were certified by ICAO to be used as instructors on behalf ICAO in future training activities hosted by the Organization.

4.2 A similar course will also be held in Trinidad and Tobago in English from 5 to 13 August 2008, and another one in Spanish is planned by the first trimester of 2009.

4.3 Furthermore, PCI in coordination with the Technical Cooperation Bureau (TCB) continues with the process of compiling a list of professionals in aviation security, for these professionals to be recruited as short term experts (STE) to do, on behalf ICAO, security assistance missions to help States to:

- develop a solid infrastructure on aviation security;
- correct the aviation security deficiencies according to the results of the Universal Security Audit Programme (USAP);
- deal with new emerging threats; and
- ensure an efficient surveillance and a continuous improvement on the security systems.

4.4 By the aforementioned, States are invited to contribute con the ICAO AVSEC action plan with the provision, among others, of qualified human resources as short term experts (STE) for training as well as for advising for the improvement of international civil aviation.

## **5. Training Program on ICAO Aviation Security and Second Phase of the ICAO/Transport Canada Awareness Training Programme on Aviation Security in the CAR/SAM Regions**

5.1 ICAO throughout its 16 world Aviation Security Training Centre around the world, and through its three ASCT Centers in Buenos Aires, Argentina; Quito, Ecuador and Trinidad and Tobago for the CAR/SAM Region continues to teach regular courses based in AVSEC Standardized Training Packages (ASTP) like National Inspectors Courses, and ICAO Instructor Certification Courses, among others.

5.2 As a result of the Universal Security Audit Programme (USAP), through the ICAO/Transport Canada “Awareness Training Programme on Aviation Security and to assist States with the compliance of Annex 17, Standards and Recommended Practices on Aviation Security (AVSEC), ICAO has zoned States according to their adjacent geographical situation and starting 2006 has been training to all States in the CAR/SAM Region, several workshops with the methodology to develop the:

- National Civil Aviation Security Programme (NCASP)
- Airport Security Program (ASP)
- National Quality Control Program (NQCP) to improve AVSEC oversight

5.3 The training programme for the present year 2008 includes several workshops oriented to the development of the AVSEC National Screeners Certification Programme that includes the criteria and procedures that States should take into consideration when developing their AVSEC personnel certification. As of 15 July 2008, five workshops have been conducted and four have been cancelled by lack of response of the States and there are still four workshops remaining from July to November 2008.

5.4 ICAO plans to continue the next year training programme with a National Civil Aviation Security Training Programme (NCASP) Workshop and the National on Cargo Security Programme.

5.5 However, it is regrettable to mention that not all States are sending participants to these workshops and regular courses, and in many cases the beneficiary is the participants from airport administrator or air carriers endorsed by the States, and not the right personnel who develops regulations and conducts the AVSEC surveillance on behalf the civil aviation authorities.

## 6. **Organization of American States (OEA), Inter American Committee Against Terrorism (CICTE) and ICAO**

6.1 The Organization of American States (OEA), through the Inter American Committee against Terrorism (CICTE) and ICAO continue with the agreement of fellowship, and CICTE has supported with scholarships for several States for them to participate in different training activities hosted by ICAO. However, due to CICTE internal procedures and restrictions, it has not always possible to obtain fellowships for attendance of all States to the workshops, as it happened with the NQCP Workshops last 2007.

6.2 In addition, within this fellowship agreement between ICAO/CICTE starting this year, training regarding Annex 9 – *Facilitation* has been included through seminars and regional workshops in Machine Readable Travel Documents (MRTD). The first of these events was held in El Salvador 9-11 June 2008, where 44 representatives from eight States participated in this training. (Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, México, Nicaragua, and Panama).

6.3 OACI/CICTE also plan to sponsor another similar seminar for the SAM Region in the last trimester of 2008, and another international event about MRTD next 2009, probably with the sponsorship of the DGAC authorities from Chile.

## 7. **States participation**

7.1 It is important to remind the States the need to complete the following developments and implementation requests:

- a) participation in ICAO's Point of Contact (PoC) for AVSEC/FAL. (State Letter SP 48/1-06/19 dated 24 March 2006 and reminder setter EMX0336 dated 27 March 2008 included as **Appendix A and B** to this working paper).
- b) of recommended guidelines regarding the security controls for the Liquids, Aerosols and Gels (LAGs) inspection for the implementation of the States by 31 March 2007. State Letters Ref: AS 8/11-06/100 – Confidential dated 1 December 2006, and Ref: AS 8/11-07/26 – Confidential dated 30 March 2007, included as **Appendix C and D** to this working paper)
- c) The ICAO annual reports on Acts of Unlawful Interference are based on official and informal reports; therefore, it is important to remind the States to provide the reports on acts of unlawful interference according to the obligation contracted on the Article 11 of the Hague Agreement, Article 13 of the Montreal Agreement , as well as Standard 5.3.1 of Annex 17

**8. Required Action for the Meeting**

8.1 The Meeting is invited to take note on this working paper's content, to take any action considered appropriate to encourage regional cooperation and the timely implementation by the States of the AVSEC requirements.

**DRAFT CONCLUSION 6//X DEVELOPMENTS FOR THE IMPROVEMENT ON AVIATION SECURITY**

That the States enhance strengths to:

- a) contribute to ICAO action plan on aviation security, and provide Short Term Instructors/Experts for instruction as well as assistance;
- b) ensure that personnel from their administrations participate in the instruction activities sponsored by ICAO;
- c) send the information regarding their Points of Contact on Facilitation (FAL) as well as Aviation Security (AVSEC). (In case the information was already sent, please disregard this action);
- d) implement the recommended guidelines for security controls on the inspection of liquids, aerosols and gels; and
- e) comply with the notification to ICAO in case your State has been affected by an attempt or act of unlawful interference.

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Ref.: SP 48/1-06/19

24 March 2006

**Subject:** Aviation Security Point of Contact (PoC)  
Network

**Action required:** To reply by 30 June 2006

Sir/Madam,

1. I have the honour to inform you that pursuant to the views expressed by the G8 Roma-Lyon Crime and Terrorism Group, an ICAO-wide Aviation Security Point of Contact (PoC) Network has been established for the communication of imminent threats to civil air transport operations. The objective of the PoC is to provide a network of international aviation security contacts within each State, who are designated as the appropriate authority to send and receive communications, at any time of the day or night, concerning imminent threat information, security requests of an urgent nature, and/or guidelines to support security requirements in the case of countering an imminent threat. Points of contact need to be available at all times, engaged in the threat assessment process and close to the decision-making process for aviation security procedures.

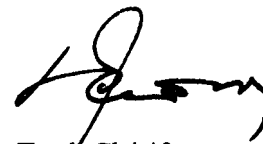
2. Due to the sensitivity of the information to be contained in the Network, strict control must be exercised as failure to do so may compromise efforts and future security implementation endeavours. Consequently, in order to maintain control over this information, participating States should take into account the following:

- a) access to the ICAO Aviation Security PoC Network will be confined to those States that have placed their own contact details in the database and have been issued a password by ICAO;
- b) Aviation Security PoC Network participants will have an obligation to ensure that their contact details are kept up to date;
- c) participating States will be required to ensure physical protection of access to the PoC Network, confining access to those with genuine need for it in order to discharge their duties;

- d) participating States will commit to having internal procedures for ensuring that contacts made via the PoC Network are handled expeditiously, consistent with their urgency; and
- e) participation in the PoC Network will be made conditional on the State agreeing to abide with the above directives.

3. Should you wish to participate in the ICAO Aviation Security PoC Network, please complete the attached form and send it directly to the Chief, Aviation Security and Facilitation Branch, ICAO, fax: + 1 (514) 954-6408, e-mail: [avsec@icao.int](mailto:avsec@icao.int).

Accept, Sir/Madam, the assurances of my highest consideration.



Taïeb Chérif  
Secretary General

**Enclosure:**

Aviation Security Point of Contact  
(PoC) Network Sign-up Form

ATTACHMENT to State letter SP 48/1-06/19

AVIATION SECURITY POINT OF CONTACT (PoC) NETWORK

Sign-up Form

Please complete the following form and ensure that the contact-point is not only knowledgeable but that he or she is available on a 24-hour basis.

- 1. CONTACT, TELEPHONE NUMBER, FAX and E-MAIL (*Example: "Country: Command Centre, Aviation Security Department, City, Country, Telephone: 1 - 555 - 555- 1212, Fax: 1 -555 - 555-1212, E-mail "*)

Contact Person (s) (up to 3 persons)

Name: \_\_\_\_\_

Position/Department: \_\_\_\_\_

Address: \_\_\_\_\_

Tel.: \_\_\_\_\_ Fax: \_\_\_\_\_

E-mail: \_\_\_\_\_

- 2. DESCRIPTION OF POINT OF CONTACT (*Example: "Country: Aviation Security Department is a telecommunications centre that is open 24 hours a day. Its personnel can immediately connect the caller to an appropriate investigator or expert. The Command Centre itself does not have electronic evidence investigators or experts."*)

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- 3. LANGUAGE CAPABILITIES OF CONTACT (*Example: "Country: Command Centre personnel speak English only."*)

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- 4. PLEASE PROVIDE E-MAIL CONTACT FOR DISTRIBUTION OF UPDATES TO CONTACT POINT LIST (*Example: "COUNTRY: Johndoe@xxx.gov and Marydoe@xxx.gov "*)

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Ref.: NR 7, NR 3 – **EMX0336**

27 March 2008

To: Permanent Secretary, Antigua and Barbuda  
J. A. Maduro, Aruba  
Cyril Saunders, Bahamas  
Irvine Best, Barbados  
Anthony Archer, Barbados  
J.A. Contreras, Belize

Robert Shuter, Canada  
Jeff McDonald  
Colmore S. Christian, Dominica  
Benoit Bardouille  
Pierre Dubois, French Antilles  
Philippe Guivarc'h, French Antilles  
Arlene Buckmire-Outram, Grenada  
Jean-Lemerque Pierre, Haiti  
Torrance Lewis, Jamaica  
S.J. Francisco, Netherlands Antilles  
Rosemond James, Eastern Caribbean Civil Aviation Authority  
oecs.dca@candw.ag  
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mincwpu@caribsurf.com; transp@caribsurf.com  
Darrel Montrope, Saint Lucia  
[mont@cantw.lc](mailto:mont@cantw.lc); [llewis@gosl.gov.lc](mailto:llewis@gosl.gov.lc); [eucherry@gosl.gov.lc](mailto:eucherry@gosl.gov.lc)  
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pmosvg@caribsurf.com  
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ttcaa@tsst.net.tt  
Ray Pusey, DfT, United Kingdom  
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Roland Zilz, United Kingdom  
[roland.zilz@caa.co.uk](mailto:roland.zilz@caa.co.uk)  
Cassandra Jordan, United States  
cassandra.jordan@faa.gov

cc: Larry Franklin, Anguilla  
larryf@gov.ai  
Thomas Dunstan, Bermuda  
tdunstan@gov.bm  
Margaret Wilson, British Virgin Islands  
margaret.wilson@caribairsafety.aero  
P. Richard Smith, Cayman Islands  
Richard.smith@caacayman.com  
D. Frederick, CI Airports Authority, Cayman Islands  
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Jeremy.jackson@caacayman.com  
Alric Taylor, Montserrat  
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Thomas Swann, Turks and Caicos  
[civilaviation@gov.tc](mailto:civilaviation@gov.tc); [pforbes.caa@tcwayway.tc](mailto:pforbes.caa@tcwayway.tc)

Subject: **AVSEC and Facilitation Points of Contact**

Your reply by: 28 April 2008

Dear Sir/Madam:

Considering that ICAO Council approved with the highest priority a comprehensive Plan of Action to strengthen aviation security worldwide, and that the plan's success requires an intensive and continuous commitment from Contracting States to ensure the achievement of concrete results within an acceptable time-frame, it is important that coordination to adopt actions or to transmit information concerning Annex17—*Security*, be done in an efficient and timely manner.

.../2

Therefore, it is urgent to count with updated Aviation Security (AVSEC) and Facilitation (FAL) Points of Contact (PoCs) lists in order to fulfil the aforementioned objectives. In this regard, please find enclosed the foregoing PoCs lists. Please review them and send to this Regional Office the updated data on name, address, e-mail and telephone of persons in charge of these fields (AVSEC-FAL) of your Administration, if applicable.

Accept, Sir/Madam, the assurances of my highest consideration.

Original signed by



for  
Loretta Martin  
Regional Director  
ICAO NACC Office

**Enclosure:** as indicated



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Tel.: +1 (514) 954-6130

Ref.: AS 8/11-06/100 Confidential

1 December 2006

**Subject:** Recommended security control guidelines for screening liquids, gels and aerosols

**Action required:** To note and implement not later than 1 March 2007

Sir/Madam,

I have the honour to draw to your attention the fact that the United Kingdom authorities reported on 10 August 2006 they had succeeded in disrupting an alleged terrorist plot against civil aircraft over the North Atlantic. The terrorist attack, judged to be imminent, would have involved the component parts of an Improvised Explosive Device, including a home-made liquid explosive, being taken through the passenger and cabin baggage security checkpoint for assembly airside, probably on the aircraft. The device would have been detonated aboard the aircraft whilst in flight, in an act of suicide.

On 10 August 2006, very tight controls were imposed by the United Kingdom Department of Transport on what passengers were able to take through the central screening point at United Kingdom airports. In the days and weeks which followed, some of these controls were eased, in line with a lessened threat. However, at mid-October there remained in place a ban on all but essential liquids, and a limit on the size of the single cabin bag passengers were allowed to carry through the screening point. Items purchased beyond the screening point were unaffected by the new rules as all goods sold in these areas of United Kingdom airports are subjected to separate security controls.

In response to the new threat, the ICAO Council convened a Special Session on 17 August 2006, at which it recognized the seriousness of the terrorist threat and requested the Aviation Security Panel to study it with the highest priority, and recommend possible action to mitigate such actions in the future.

The Aviation Security Panel, at its eighteenth meeting held in Montreal from 11 to 15 September 2006, considered the events in the United Kingdom and their wider implication for aviation security. The Panel stressed that the events in the United Kingdom had reconfirmed the terrorists' intent and capability to mount a spectacular, mass-fatality attack upon civil aviation. Whilst this particular threat had arisen in the United Kingdom, the *modus operandi* was not "home-grown" by those

AVSEC/COMM/6-WP/03

apprehended, and such an attack could be mounted anywhere in the world, which poses a very serious challenge to global air transport. The use of components of innocuous appearance, including a peroxide-based liquid explosive element, carried through the screening checkpoint by one or more persons for subsequent assembly on board an aircraft, would be very unlikely to have been detected by any of the existing screening technologies and procedures.

The Panel concluded that an urgent reassessment of the existing world-wide aviation security regime had become necessary, and that the new threat needed to be reflected in augmented global security practices and procedures. The Panel underlined that any new arrangements should be effective, practicable and sustainable, and should take into account as far as possible the practices of other States, as well as facilitation issues. In this regard, the Panel identified the actions to be taken in the short-, medium- and longer-term.

The Council, at the ninth meeting of its 179th Session on 22 November 2006, considered the report of the eighteenth meeting of the Aviation Security Panel and agreed that security control guidelines for screening liquids, gels, aerosols, etc., as presented in the attachment to this letter, should be recommended to States for their implementation not later than 1 March 2007.

The Council also advised on enhancing the effectiveness of the security system by removing large electrical items from cabin baggage for separate screening. However, it also cautioned that new measures should not result in the improper placing of dangerous goods in the hold, thereby compromising aircraft safety. It has therefore been proposed that ICAO undertakes further work to revise the overall List of Prohibited Items for the consideration of the Council during its 181st Session.

I would further bring to your attention that work is under way towards the development of technologies and operational procedures for the detection of liquid, gel or aerosol explosives, within the framework of the mandate of the Ad Hoc Group of Specialists on the Detection of Explosives. Work is also being carried out by the Panel Working Group on Training to develop new interim guidance material for screeners and others which will be incorporated into the Security Manual (Doc 8973).

Success for mitigating and eliminating **all** threats to civil aviation can only be achieved through the concerted effort of everyone concerned and a close working relationship between national agencies and aviation security regulators of all Contracting States. To this end, I would like once again to bring to your attention the establishment of the Aviation Security Point of Contact (PoC) Network. The main objective of the PoC is to provide a network of international aviation security contacts within each State who are designated as the appropriate authority to send and receive communications, at any time of the day or night, concerning an imminent security threat. If your State has not yet provided ICAO with the necessary information to participate in the PoC Network (State letter SP 48/1-06/19 refers), I strongly request you that you provide me, as a matter of urgency, with the contact details of persons authorized to send and receive security-related communications on behalf of your State.

Accept, Sir/Madam, the assurances of my highest consideration.



Taïeb Chérif  
Secretary General

**Enclosure:**

Security control guidelines for screening liquids, gels, aerosols, etc. recommended as interim measures by the ICAO Council

**ATTACHMENT** to State letter AS 8/11-06/100 Confidential

**SECURITY CONTROL GUIDELINES FOR SCREENING  
LIQUIDS, GELS, AEROSOLS, ETC. RECOMMENDED  
AS INTERIM MEASURES BY THE ICAO COUNCIL**

The following security control guidelines for screening liquids, gels, aerosols, etc. are recommended to States for implementation not later than 1 March 2007:

- a) All liquids should be required to be carried in containers with a capacity not greater than 100 ml (or the equivalent in other volumetric measurements, e.g. fluid ounces). Liquids carried in containers larger than 100 ml are not to be accepted, even if the container is only part-filled;
- b) Containers should be placed in a transparent re-sealable plastic bag of a maximum capacity not exceeding 1 litre. The containers must fit comfortably within the transparent plastic bag, which should be completely closed;
- c) The plastic bag should be presented for visual examination at the screening point. Only one transparent plastic bag per passenger should be permitted; and
- d) Exemptions should be made for medications, baby milk/foods and special dietary requirements. An appropriate and proportionate means of verifying the nature of such liquids will need to be available.

In addition, States may also wish to consider exemptions in respect of liquids purchased either at airport duty free shops, or on board aircraft, on the condition that the liquid is packed in a sealed plastic bag that is both tamper-evident and displays satisfactory proof of purchase at airport duty free shops, or on board aircraft, on the day(s) of the journey for departing as well as transfer passengers.

To facilitate screening and avoid a cluttered x-ray image, such plastic bags containing liquid containers should be presented apart from other cabin baggage, coats and jackets or laptops for separate x-ray screening.

— END —



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Tel.: +1 (514) 954-8219 ext. 6130

Ref.: AS 8/11-07/26 Confidential

30 March 2007

**Subject:** Recommended security control  
guidelines for screening liquids, gels and  
aerosols

**Action required:** To note and implement  
as soon as possible

Sir/Madam,


I have the honour to refer to State letter AS 8/11-06/100 Confidential, dated 1 December 2006 which contained security control guidelines for screening liquids, gels and aerosols, recommended to States for implementation not later than 1 March 2007. In order to further develop operational aspects of security controls for liquids, gels, and aerosols particularly exemptions to be implemented worldwide for liquids purchased either at airport retailers or on board aircraft and carried by transfer passengers, a Secretariat Study Group on the Carriage and Screening of Liquids, Gels and Aerosols was established.

The Council, at the sixteenth meeting of its 180th Session, on 16 March 2007, considered the recommendations of the Secretariat Study Group. It was agreed that these recommendations, including the specifications for tamper-evident bags, as presented in the Attachment to this letter, be sent to States for their immediate implementation as interim security measures until new detection technology is available.

- 2 -

The Council also agreed that further work by the Study Group is urgently needed to develop guidelines for harmonized procedures for validation of compliance with liquids, gels and aerosols carried by passengers during transfer.

Accept, Sir/Madam, the assurances of my highest consideration.



Taïeb Chérif  
Secretary General

**Enclosure:**

Security Control Guidelines for Screening  
Liquids, Gels and Aerosols recommended  
as interim measures by ICAO

**ATTACHMENT** to State letter AS 8/11-07/26 Confidential

**SECURITY CONTROL GUIDELINES FOR SCREENING LIQUIDS, GELS AND AEROSOLS  
RECOMMENDED AS INTERIM MEASURES BY ICAO**

**1. PROPOSED SECURITY MEASURES FOR THE  
CONTROL OF LIQUIDS, GELS AND AEROSOLS**

1.1 All liquids, gels and aerosols (LAGs)<sup>1</sup> should be handled in accordance with ICAO's recommendations contained in State letter AS 8/11-06/100 dated 1 December 2006:

- a) All LAGs should be carried in containers with a capacity not greater than 100 ml each (or the equivalent in other volumetric measurements, e.g. fluid ounces);
- b) Any LAGs carried in a container larger than 100 ml are not to be accepted, even if the container is only part-filled;
- c) Containers<sup>2</sup> with LAGs should be placed in a transparent re-sealable plastic bag<sup>3</sup> of a maximum capacity not exceeding 1 litre. The containers must fit comfortably within the transparent plastic bag, which should be completely closed;
- d) Each passenger is permitted to carry only one such bag which is to be presented separately for screening;
- e) All conventional security controls and checks, including random hand searches of passengers and cabin bags, are applicable;
- f) Flight crew in uniform and on duty the day(s) of the journey are exempted from these restrictions; and
- g) Exceptions are allowed for medications, baby milk/foods and special dietary or other medical requirements as enumerated in paragraph 2 of this document.

1.2 LAGs, in any volume, purchased at airport retail outlets or on board aircraft during the day(s) of the journey should not be allowed through security screening points unless they:

- a) are carried in a Security Tamper-Evident Bag (STEB); and
- b) have been protected from unlawful interference by a process of supply chain security, including the application of appropriate security measures at manufacturers and warehouses, during the delivery process for both LAGs and STEBs from the warehouse to the airport retail outlets and aircraft outlets, and while in stock/on display at those outlets.

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<sup>1</sup> For the purpose of this document, liquids, gels and aerosols are referred to as LAGs and include but are not limited to: water and other drinks, soups, syrups, jams, stews, sauces and pastes; foods in sauces or containing a high liquid content; creams, lotions, cosmetics and oils; perfumes; sprays; gels including hair and shower gels; contents of pressurized containers, including shaving foam, other foam and deodorants; pastes including toothpaste; liquid-solid mixtures; mascara; lip gloss or lip balm; and any item of similar consistency at room temperature.

<sup>2</sup> Empty containers with a capacity greater than 100 ml are permitted.

<sup>3</sup> Indicative size of the 1 litre re-sealable plastic bag: 20.5 cm x 20.5 cm or 25 cm x 15 cm, or equivalent.

1.3 ICAO's security guidelines, available in the ICAO *Security Manual for Safeguarding Civil Aviation Against Acts of Unlawful Interference* (Doc 8973) may be adopted for the development of specific measures and incorporated, if needed, into the relevant airport and airline security programmes, regulated agent regimes and quality control measures. A set of minimum security principles for manufacturers and retailers of LAGs and STEBs is in paragraph 5 of this document.

1.4 A harmonized validation template will be available on the ICAO AVSECNET<sup>4</sup> secure website for use by States. Ensuring compliance with the security measures applied to LAGs and STEBs within a State is a matter for the State concerned. Recognition of the robustness of LAGs and STEBs security in another State (or States) could be conducted via bilateral, multilateral or other arrangements as appropriate, which could include on-site verification.

## 2. EXEMPTIONS FOR MEDICATIONS AND SPECIAL DIETARY REQUIREMENTS, INCLUDING BABY FOODS

### 2.1 Passengers

2.1.1 Liquids, aerosols and gels of any kind carried in containers with a maximum volume of 100 ml should be placed in the 1 litre bag. However exemptions may be granted for LAGs which cannot be so carried, but which are needed during the journey, either for essential medical purposes or to meet special and essential dietary needs. When required to do so, the passenger or staff member should provide proof of authenticity of the exempted liquid.

2.1.2 This paragraph describes procedures which airports and airlines should follow in order to establish whether LAGs claimed to be essential may be taken by passengers through search points. Persons may be sensitive about medicines they are carrying, and so will need similarly sensitive handling. If, having followed the procedures in this guidance, doubts remain about the provenance of a LAG, the person in question should be told that they cannot take it into the cabin of the aircraft. It follows that, since the LAG was regarded as essential, he or she should also be advised not to fly.

- a) **Journey:** The liquid is to be used during the journey refers to the journey of the person and so should not, per se, be linked to the length of the flight. A passenger may only be taking a one-hour flight, but may be taking medicine greater than 100 ml. If the medicine is being carried in a container of more than 100 ml, whether or not it fits into the litre bag is irrelevant. He or she should be asked why the medicine is needed in this amount, and whether it could not be carried in the aircraft hold. Only if the responses give the necessary assurance should the LAG's carriage in the cabin be permitted.
- b) **Medical purposes:** Liquids required for medical purposes should be interpreted as meaning liquid medicines, both prescribed by a doctor and bought over-the-counter. In determining if medicine with a total volume of over 100 ml is indeed essential to be carried in the cabin, and that the amount being carried is no more than is necessary for the trip, the passenger should be questioned on the nature of the medicine; the reasons why it is claimed as essential; the dosage; and the frequency of dose necessary. However, in principle, derogations for over-the-counter medicines (e.g. nose sprays, cough medicines, contact lens solution) should be more restrictive in the quantity of liquid that is permitted since these are not "life-or-death" medicines. In addition, liquids that are not medicines but are used for medical

<sup>4</sup> <http://icaosec.icao.int/> (registration required, conditions applicable) and template available by June 2007.

purposes are permitted, examples of which include ice (if used to maintain the temperature of, for example, a transplant organ), blood or blood products, and even “normal” liquids if their use is justified on medical grounds (e.g. an autistic traveller that “needs” to have a particular brand of drink).

- c) **Dietary needs:** Liquids as a special dietary need should be interpreted as meaning those foods without which the passenger’s health is threatened. Examples include baby food (provided, of course, that a baby is travelling), or foods such as special diets for lactose-intolerant passengers, or gluten-intolerant passengers. Where the volume of baby food is deemed excessive for the length of the journey, it is not to be allowed through the screening point. Baby products may include: baby milk; sterilised water; baby juice; baby food in liquid, gel or paste form; and wet wipes.
  
- d) **Proof of authenticity:** When requested to do so, the passenger should provide proof of authenticity of the exempted liquids. It should be established that the name on the label of the prescription medication matches the name on his/her boarding pass. Where the medication is non-prescription, a determination on reasonable amounts is required. Reasonable amounts include what is required for length of the flight taking into account possible delays and flight diversions. If doubts are felt about the quantity of liquid being carried by a passenger, or that the liquids are for medical purposes or special dietary needs, then a plausibility check should be performed. The passenger could be invited to sample the items or rub them on their skin to prove they are safe (hydrogen peroxide-based explosives are caustic, and thus could not be safely tasted or rubbed onto the skin). For medicine prescribed by a doctor, the passenger should be able to show that it is for his/her own use, for example by having their name on the label of the medicine or a note from a doctor. When verifying the proof of authenticity, the following should be taken into consideration:
  - 1) A passenger should not be asked to taste their medication if the dosage/usage instruction or advice from their doctor indicates that it would be dangerous to do so;
  - 2) Passenger should not be made to taste any medication, either their own or their child’s, against their wishes;
  - 3) For children’s prescription medication, the accompanying adult passenger should not be asked to taste the medicine, verification should instead be sought through questioning;
  - 4) If a container is marked in grams, it may be assumed that 100g corresponds to 100 ml; and
  - 5) Where a passenger has been asked to rub a small amount of the LAG onto their skin, the passenger’s skin should be monitored for at least two minutes to see if a reaction occurs.

## 2.2 Airport Staff

2.2.1 The personal items of airport staff entering a security restricted area and on board an aircraft (i.e. beverages, perfumes, cosmetics, medications and other similar items) should be subjected to the same restrictions and exemptions as passengers. However, tools of the trade are exempt from LAGs

restrictions. Tools of the trade are defined as articles in a person's possession which are required for the lawful purpose for which he or she is in the sterile area. Tools of the trade may include items such as cleaning products, sealants, degreasers, glues, paints and oils.

### 2.3 Exempt Persons

2.3.1 The State may decide to exempt from LAGs restrictions (e.g. law enforcement officers and emergency personnel responding to a crisis).

## 3. TECHNICAL SPECIFICATIONS FOR STEBS

### 3.1 Material to be used

- transparent (high impact low density polyethylene (LDPE) or equivalent);
- recyclable and environment-friendly products if possible; and
- size and thickness (minimum of 50 microns) to be adjusted to the needs.

### 3.2 On the top face of the STEB

#### 3.2.1 Closure:

- red tamper evident tape (minimum 30 mm tape with 40 mm release liner);
- high tack pressure sensitive self adhesive; and
- integral security device/hidden graphic to show if tampered with.

#### 3.2.2 Border:

- side and bottom weld be no less than 15 mm width in red; and
- printed border of minimum 5 mm with “DO NOT OPEN”, airport name, or any other continuous message or design which may bleed over the edge of the bag.  
(Optional - integral security device/hidden graphic to show if borders are tampered with.)

#### 3.2.3 Message:

- security sign<sup>5</sup> in green in the middle of the security box; and
- box in red at bottom stating “Do not open until final destination – contents may be confiscated if bag is tampered with”.

#### 3.2.4 Confirmation/identification features:

- Receipt space (*or jacket, optional*) inside the bag visible in the top left of the security box.

The receipt should contain the following information:

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<sup>5</sup> Available in different formats, free of charge, upon request to ICAO Aviation Security and Facilitation (S&F) Branch at <http://www.icao.int/atb/sfbranch>

- a) date of purchase (dd/mm/yy or dd/mm/yyyy);
- b) place of purchase (State, airport, airline) using international codes;
- c) flight number(s) and name of passenger, if possible;
- d) number and list of items purchased and placed in the STEB.

3.2.5 Origin of the bag:

- State three-letter code<sup>6</sup> to determine the State of origin where the STEB was provided to the passenger, or airline international code (for duty free sales on board) to determine the origin of the STEB;
- Manufacturer name (in full pending ICAO's registration number); and
- Inventory code and security code or device to protect STEB at retailers and shops.

3.3 **On the back face of the bag**

- Individual airport/retailers/other branding or logos.

4. **OPERATIONAL CONSIDERATIONS FOR THE USE OF THE STEB**

4.1 Ideally, and in order to facilitate the visual inspection, only LAGs purchased at airport shops, and potentially subjected to security screening at a later stage of the journey, should be placed in the STEB. Other items which might not be confiscated should either be placed in another (regular) bag or, if placed inside the STEB, should not compromise the visual inspection performed at security screening points during the journey. No items other than those purchased at the airport shop should be placed in the STEB.

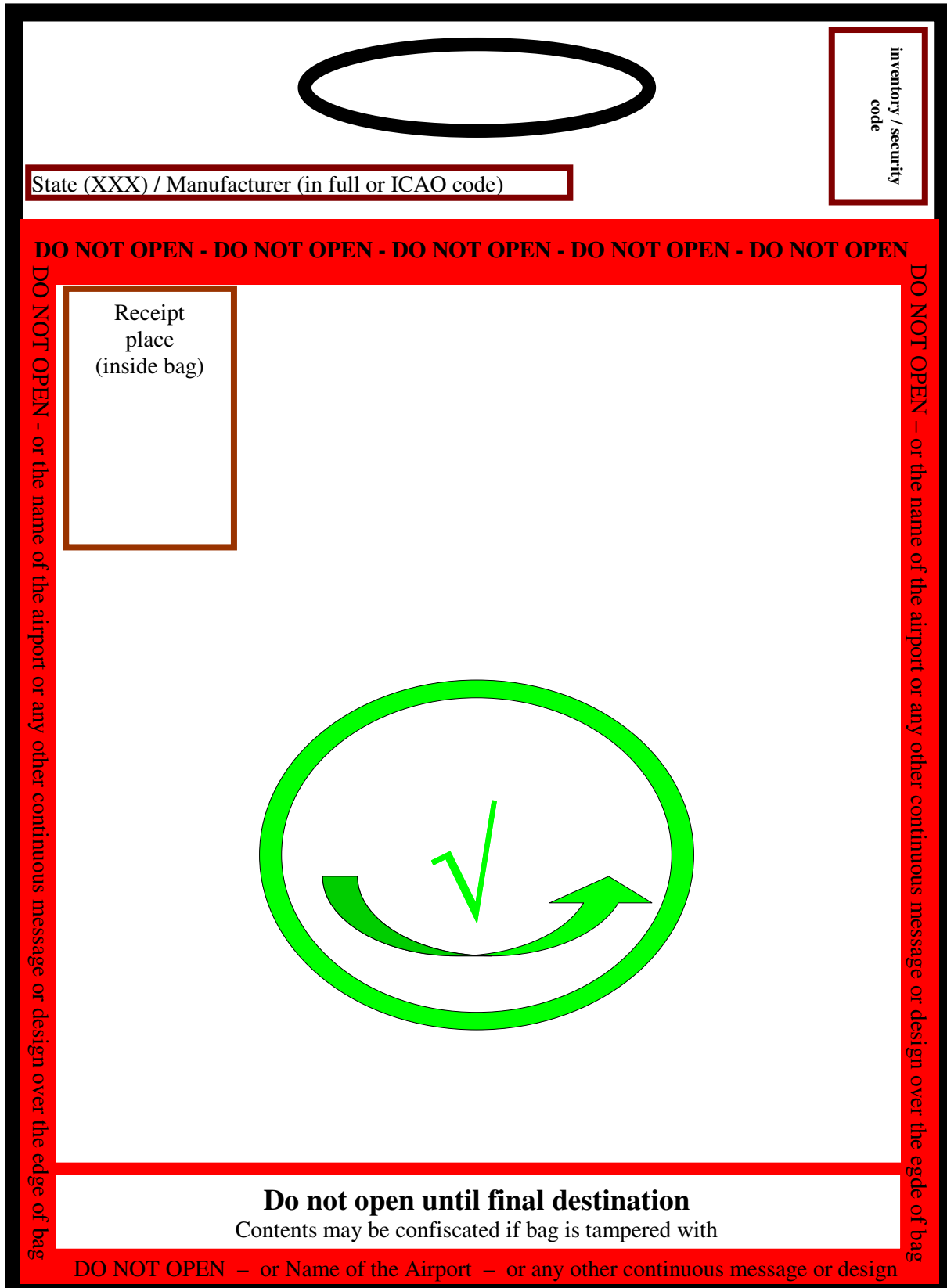
4.2 Receipts should be inside the STEB, face visible from outside, and securely placed in the left top of the security box (either with a jacket inside the bag, or fixed accordingly). If the receipt has moved and is not visible for security screening purposes, the bag will have to be opened and its contents may be confiscated (or placed in a new STEB by security staff at the security screening point).

4.3 State or airline and manufacturer codes are placed by the manufacturers. Inventory and security codes are the responsibility of the retailers. STEBs should be distributed to authentic parties only.

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<sup>6</sup> *Machine Readable Travel Documents*, Part 1 — Machine Readable Passports (Doc 9303)

**Example of design of the ICAO Security Tamper-Evident Bag (STEB)**



## 5. **PROPOSED SECURITY PRINCIPLES FOR RETAIL LIQUID, AEROSOL AND GEL ITEMS FOR AIRPORT RETAILERS AND MANUFACTURERS**

### 5.1 **Security measures during manufacture and warehousing**

5.1.1 In order to ensure the security integrity of LAGs and STEBs, the following security measures are recommended for implementation at the warehouse where retail LAGs and STEBs are consigned:

- a) Access control system, including screening procedures, allowing only authorized personnel into the premises, including verification of staff and visitors' identities (*for airport staff, Standard 4.2.6 of Annex 17, Eighth Edition, is applicable*);
- b) Surveillance systems (i.e. CCTV or equivalent) to monitor activities in the warehouse for preventing intrusion, tampering with and thefts of goods, or interference in processes; and
- c) Access control system upon exit from the warehouse so that nothing could be substituted or used to prepare an act of unlawful interference (*for airport staff, exit control measures could be carried out when exiting the Security Restricted Area*).

### 5.2 **Security measures during shipments**

5.2.1 Only sealed bins/containers and/or trucks should be used for shipments of LAGs or STEBs to airport shops or airline outlets. Any LAGs or STEBs taken out of the warehouse must be accompanied by appropriate documentation and a delivery manifest, which should be retained for possible future audit. Security tamper-evident bags at airport shops or airline outlets should always be protected and under surveillance before being used by authorized staff. Staff at airports with access to LAGs and/or STEBs should be subjected to appropriate background checks and physical search regime.

### 5.3 **Quality control**

5.3.1 All security measures for LAGs and STEBs should normally be incorporated into relevant security programmes (retailer security programme if considered as regulated agent according to Standard 4.6.3 of Annex 17, Eighth Edition, airport security programme and operator security programme for airline outlets). In addition, technical assessments/tests of the security measures on premises should be conducted in order to maintain an adequate level of protection. Retailers are encouraged to discuss such assessments/tests with the Appropriate Security Authority or Airport Authority. If a security breach is detected, security/duty supervisors, and the Appropriate Security Authorities or the police should be immediately alerted so that appropriate actions are taken. Any suspicious parcels should be dealt with under standard operating procedures.

5.3.2 Details on the implementation of the above-mentioned principles are being developed in the ICAO Security Manual, Seventh Edition, Volume IV.