



ICAO

ADDRESS BY THE ICAO SECRETARY GENERAL,
MR. RAYMOND BENJAMIN
TO THE UN COUNTER-TERRORISM COMMITTEE (UNCTC) OPEN BRIEFING

(New York, N.Y., 25 April 2014)

*Ambassador Murmokaite,
Chair of the United Nations Counter-Terrorism Committee,*

Distinguished Committee Members,

Deputy Secretary General Eliasson

Mr. Jean-Paul Laborde, Executive Director of CTED,

Mr. Ronald Noble, Secretary General of INTERPOL,

Mr. Yury Fedotov, Executive Director of UNODC,

Attending colleagues,

Ladies and gentlemen,

1. On behalf of the International Civil Aviation Organization, it is a great pleasure for me to be able to provide a comprehensive briefing to the United Nations Security Council's Counter-Terrorism Committee today, on the efforts of ICAO in the field of traveller identification and travel document security.
2. I wish to thank the Chairman for inviting ICAO to today's session, and for providing this opportunity to update the Committee on our related objectives and work programme.
3. As some of you may be aware, ICAO is a United Nations specialized agency which was created in 1944 upon the signing of the *Convention on International Civil Aviation*, also known as the Chicago Convention.
4. ICAO works with the Convention's now 191 Member States, in addition to industry observers and other international organizations, to develop international Standards and Recommended Practices (SARPs) for the global air transport sector. Our Member States must meet these Standards when they develop or amend their national regulations and programmes.

5. There are currently over 10,000 international Standards and Recommended Practices reflected in the 19 Annexes to the Chicago Convention, and it is through these provisions – as well as ICAO’s complementary policy, auditing and capacity-building efforts – that the air transport system today is able to operate over 100,000 daily commercial flights, safely, efficiently and securely, in every world region.
6. Full ICAO Assemblies, held every three years, endorse the work programme and budget of the Organization, as well as the triennial Strategic Objectives we pursue and which are decided by ICAO’s 36 State Governing Council.
7. The 38th Assembly Session, held last October, adopted five Strategic Objectives for ICAO through 2016. These are:
 - Safety*, which is always a fundamental objective;
 - Air Navigation Capacity and Efficiency*, which underscores the significant challenges posed by the projected doubling in size of the air transport system by 2030;
 - Security and Facilitation enhancement*, something we will discuss in much more detail here today;
 - Economic Development of Air Transport*, fostering the development of a sound and economically viable civil aviation system;
 - and lastly *Environmental Protection*, which encompasses our inter-related efforts towards emissions and noise reduction.
8. All of these complementary activities help ICAO to keep air services available and dependable in every world region, which in turn supports improved social and economic development by enhancing connectivity between citizens and businesses. In 2013 alone, our sector carried over 3.1 billion passengers on more than 32 million flights, as well as roughly 50 million tonnes of air cargo representing one-third of the value of all international trade.
9. Moving now into the area which we are here today to focus on, namely ICAO’s objectives, work programme and assistance efforts in support of aviation *Security and Facilitation enhancement*, I would begin by noting that, for nearly 45 of the 70 years that ICAO has been fulfilling its global role at the heart of the air transport sector, the Organization has been developing Standards, Recommended Practices and technical specifications specifically for machine-readable travel documents.

10. Border controls, travel document security and identification management are central to combating terrorism and trans-border crime. The use of false identities and fraudulent travel documents, in addition to systemic weak-points in the identification management frameworks of many States, remain major vulnerabilities which continue to be exploited by criminal and terrorist networks.
11. UN Security Council Resolution 1373 requires all UN Member States to prevent the movement of terrorists or terrorist groups through effective border controls and controls on the issuance of identity papers and travel documents, as well as through measures to prevent counterfeiting, forgery or the fraudulent use of identity papers and travel documents.
12. UN Security Council Resolution 1624 further calls upon all States to cooperate on the strengthening of the security of their international borders, including by combating fraudulent travel documents and, to the extent available, by enhancing screening and passenger security procedures.
13. ICAO actively supports the position that robust border security programmes should form an important component of any comprehensive and integrated national counter-terrorism strategy.
14. Combating terrorism through enhanced border integrity is a challenge of significant complexity. Policy, programme and organizational interdependencies, and numerous and diverse stakeholders, combine to make effective border security a somewhat daunting task for States when implementing UN Resolutions 1373 and 1624.
15. The global aviation sector has grown and thrived over the course of its history in large part because it is an essentially cooperative system. Therefore, where ICAO sees complexities and a diversity of actors, we also see potential advantages to be realized through the establishment of shared targets, and enhanced global collaboration and coordination.
16. This approach stresses the clear need for a holistic framework and objectives for all concerned. ICAO has worked with much determination in recent years to establish this in the form of our new Traveller Identification Programme Strategy.
17. This programme strategy was endorsed by the 38th Session of the ICAO Assembly last Autumn. It builds on ICAO leadership in matters related to the global implementation of Machine Readable Travel Documents (MRTDs), a role we asserted to facilitate air transport efficiency while helping to drive all of our Member States to establish this capability as of 2010.
18. The mandatory introduction of ICAO-compliant machine readable passports was achieved as of 2010; however, we still have our attention in this area focused on a related 24 November 2015 deadline, the date by which all non-machine readable passports that may be still in circulation must finally expire.

19. Building-off these MRTD accomplishments, the Traveller Identification Programme – or TRIP – Strategy establishes an integrated and coordinated approach to the identification-management process leading up to the issuance of travel documents and their inspection at borders.
20. The ICAO TRIP Strategy links five key elements into a coherent framework so that travellers may be uniquely identified by their travel documents with the highest possible degree of certainty, security and efficiency. These five elements are:
 - Evidence of identification.
 - Document issuance and control.
 - Machine-Readable Travel Documents.
 - Inspection systems and tools.
 - And interoperable applications.
21. Recognizing the benefits of effective traveller identification management to both aviation security and the facilitation of 1 billion plus annual passengers through airport border controls, ICAO's mission is to contribute to the capacities of our Member States, and to coordinate where necessary with industry operators, in support of all five of these priorities.
22. An unexpected advantage of this work is the benefits it provides not merely to air transport stakeholders, but to separate border and transport domains. Reliably secure and efficiently processed systems of identity management and travel document security are not only helpful moving people efficiently through airports, but at every point along international borders.
23. ICAO's more recent efforts in support of our TRIP Strategy goals include the global specifications realized for the issuance of ICAO-compliant ePassports. ePassports can contain biometric and other enhanced identification and security features resulting in the most secure and robust travel document ever issued.
24. At present, reports to ICAO indicate that over 120 of our 191 Member States are issuing ePassports, with over 500 million of these documents in global circulation. In order to effectively authenticate ePassports, however, their chips must first be accessible to a State's border control inspection system and, secondly, the authorities operating that system must have secure access to the various certificates and revocation lists used in the authentication of their data.
25. ICAO has also established what is known as a Public Key Directory, or PKD, to assist with these needs. The role played by the PKD is essentially that of a trustworthy broker, whereby it provides a centralized and secure global directory of all State certificates needed to access and validate the data stored on ePassports. Its secondary purpose is to provide a central platform on which the worldwide exchange of certificates can be securely managed.

26. Significant work remains to be done, however, before ePassports can live up to their full security and facilitation potential. Not all ePassports are fully compliant with ICAO specifications, for instance, and not all States participate in the ICAO PKD. This prevents issuing-States and border control authorities from capitalizing on the full security and facilitation benefits that ePassports are able to deliver.
27. To assist States in implementing their ePassport projects, ICAO is presently developing an ePassport Roadmap, a document which will serve as a policy planning and strategy tool guiding global efforts towards the universal implementation of ePassports. Forty-four States are now PKD members, and the number continues to grow; however, this is still less than half of all States claiming to issue ePassports.
28. I would also highlight here that the *Declaration on Aviation Security which was* endorsed by the 37th Session of the ICAO Assembly in 2010 encourages States to report, on a regular basis, all lost and stolen passports to the INTERPOL Lost and Stolen Travel Documents Database.
29. Having a good Roadmap supporting practical and effective policy is vital, but it is also not enough. The implementation of the full TRIP Strategy in practice is really what matters. ICAO recognizes that some of our States struggle under the high expectations now being promoted through this initiative, not to mention the implementation of related but also highly technical Facilitation Standards, Recommended Practices and specifications.
30. This calls for an intensification of coordinated capacity-building and assistance efforts. It also calls for enhanced cooperation between ICAO and INTERPOL, as well as our UN partners such as the Counter-Terrorism Committee Executive Directorate (CTED) and the Counter-Terrorism Implementation Task Force (CTITF).
31. By coordinating with these partners we can all minimize duplication of effort, optimize our complementary programmes, and thereby more efficiently assist States in their fulfilment of the relevant Security Council and General Assembly Resolution obligations.
32. For example, CTED and ICAO work together on various country assessment visits. We also cooperate on identifying and delivering technical assistance, promoting State ratification of international legal instruments on aviation security, and on the development of the Counter-Terrorism Committee's assessment tool and promotion of good practices around the world. ICAO remains committed to this partnership and we appreciate its benefits.
33. ICAO has also received requests for assistance in implementing the TRIP Strategy from several African Economic Communities, such as CEN-SAD, COMESA, ECCAS, and ECOWAS, and specific project proposals have already been brought forward.

34. The pilot assistance project for Phase I is a Canada-funded initiative for strengthening travel document security in 11 States located in the Sahel and neighbouring region. Related activities include workshops and training and technical assessment missions to address capacity gaps.
35. I would like to highlight the Canada-funded project as a shining example of joint efforts linking the needs of States, ICAO expertise and resources provided by the donor community. In this spirit, we are continuing to pursue TRIP Strategy project proposals for additional regions in Africa, Central Asia and the Americas.
36. In conjunction with this work, we have been consolidating the strategic partnership between ICAO, CTED and CTITF for providing assistance to States through donor-funded capacity-building projects.
37. This assistance framework could offer a one-stop-shop for States in need to access the funds and expertise required for effective long-term related capacity building.
38. ICAO's vision is therefore that, in close conjunction with CTED, CTITF, relevant international and regional partners, and Member States, we can align and improve our collective capacity to provide assistance in implementing the ICAO Traveller Identification Programme Strategy.
39. This deepened collaboration would help to ensure that all States eventually realize the full capabilities of the TRIP Strategy to combat terrorism and trans-border crimes globally. With your support and our commitment, I am certain we will achieve it.
40. Thank you.

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