



WORKING PAPER

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

Montréal, 29 to 30 November 2018

Agenda Item 5: Ensuring sustainability of security measures

EFFECTIVE AND EFFICIENT AVIATION SECURITY MEASURES

(Presented by the Secretariat)

SUMMARY

Aviation security measures must be proactive, yet flexible, and must be able to respond rapidly to new and emerging threats. At the same time, States must ensure that security measures can be sustained over time, providing an acceptable level of security regardless of the threat environment.

Action by the High-level Conference on Aviation Security is in paragraph 4.

1. INTRODUCTION

1.1 A significant challenge in aviation security is to implement and ensure the appropriate level of aviation security measures, while also taking into consideration the acceptability of the measures themselves to passengers, industry, and other stakeholders.

1.2 The costs and value of security for the global economy are quite often difficult to measure. The cost to States, airports, airlines, and stakeholders involved in acts of unlawful interference and security breaches can be very significant, including the loss of human lives. Recent attacks have caused losses in the billions of dollars and resulted in major disruption to airports and airline operations, repair to infrastructure, and other losses. Poor aviation security standards and measures can also have other repercussions, including the loss of public and investor confidence, and long-term effects on tourism, trade and connectivity.

1.3 As such, ICAO and its Member States are focused on identifying threats, addressing and navigating risks and reducing vulnerabilities by making every effort to create a fully integrated and sustainable aviation security system.

2. DISCUSSION

2.1 While the aviation system remains a choice target for terrorist attacks, the growing involvement of individuals as Foreign Terrorist Fighters (FTF) both in armed conflicts and in terrorist activities represents an increasingly dangerous threat to international peace and security. This has resulted in new kinds of actors who continue to evolve their attack methods, while still revisiting tactics previously used. Today's adversary knows no borders, is technologically-aware and is a skilful user of social media. In this context, the sustainability of effective and efficient aviation security measures remains an important issue to which governments have affirmed their coordinated commitment through partnerships and collaboration with other governments, industry and aviation security stakeholders. In

addition, in order to achieve sustainability in aviation security, measures in place must be able to maintain an acceptable level of aviation security while being able to withstand or address changing adversary tactics, techniques and procedures while incorporating technological advancements. The Global Aviation Security Plan (GASeP) and United Nations Security Council resolution (UNSCR) 2309 (2016) are two concrete examples of the international community's continuing commitment to addressing this challenge.

2.2 As defined within the GASeP, 'sustainability' in aviation security utilizes measures that are proportionate and realistic in the long term and duly coordinated with entities from other sectors. ICAO, its Member States and industry envisage that the GASeP will serve as an important document to assist all stakeholders to strengthen international collaboration in aviation security.

2.3 In this regard, the GASeP incorporates the key aspects and themes from UNSCR 2309 (2016) and ICAO Assembly Resolution A39-18 *Consolidated statement of continuing ICAO policies related to aviation security* that are essential to ensuring sustainability of effective and efficient security measures. In particular, these include: the need for effective, risk-based measures to reflect the evolving threat picture; ensuring that measures are effectively implemented on the ground on a sustainable basis; resource and funding allocation and the promotion of a security culture; and establishing effective national oversight of aviation security systems.

3. ICAO ACTIONS THAT CONTRIBUTE TO INCREASED SUSTAINABILITY

Security provisions and guidance material

3.1 ICAO has updated aviation security provisions in Annex 17 — *Security* four times since the first High-level Conference on Aviation Security in 2012 due to the constantly evolving threat to aviation, with the goal of enabling States to implement more effective and efficient baseline measures. These measures include more detailed Standards and guidance on air cargo, landside security, and the use of risk assessments, among others.

3.2 To better assist States in implementing the latest Annex 17 provisions, the Tenth Edition of the ICAO *Aviation Security Manual* (Doc 8973 — Restricted) was published in 2017, providing guidance that promotes sustainable security in civil aviation. The new *Risk Assessment Manual for Civil Aircraft Operations Over or Near Conflict Zones* (Doc 10084), new guidance material on Chemical, Biological and Radiological Incidents, and updated guidance material on Recognition of Equivalence of Security Measures – One Stop Security and Quality Control are also available. Although ICAO deals primarily in multilateral arrangements to establish an international framework, much has been done to encourage States to assist each other on a bilateral basis, and Annex 17 encourages States to have a security clause in their bilateral air transport agreements. To that end, a Model Clause on Aviation Security has been made available.

3.3 In light of the need to share critical information amongst States and industry stakeholders, the ICAO *Aviation Security Global Risk Context Statement* (RCS) (Doc 10108 – Restricted) has been instrumental in providing information on threats and risks facing civil aviation, as well as methodology for States and aviation security stakeholders to conduct risk assessments.

UNSCR 2309 (2016) and cooperation with United Nations and its entities

3.4 UNSCR 2309 (2016) adopted on 22 September 2016 reaffirms the role of ICAO as the United Nations agency responsible for developing international aviation security Standards, monitoring their implementation by States and assisting States in complying with these Standards. The actions taken by ICAO in response to UNSCR 2309 (2016) are important for assuring coherence and sustainability of the aviation security system.

3.5 The ICAO Secretariat continues to collaborate with the United Nations Counter-Terrorism Executive Directorate (CTED) with regard to counter-terrorism activities. In May 2018 the Arrangement on Cooperation was signed by the two organizations to further strengthen and enhance cooperation and information-sharing relating to border management, aviation security, and counter-terrorism, with a view to enhancing the implementation of relevant Security Council resolutions. This arrangement represents a basis for future cooperation, recognizes joint achievements, leverages expertise, optimizes resources, avoids duplication of efforts, and maximizes deliverables to Member States.

3.6 In June 2017, the United Nations Office of Counter-Terrorism (OCT) was established through the adoption of General Assembly resolution 71/291. The ICAO Secretariat continues to work with relevant OCT Counter-Terrorism Implementation Task Force entities to ensure enhanced coordination and strengthen the delivery of counter-terrorism capacity-building assistance.

Universal Security Audit Programme

3.7 ICAO's Universal Security Audit Programme – Continuous Monitoring Approach (USAP-CMA) supports the objective of ensuring that aviation security systems worldwide are effective and sustainable by providing key indicators on the performance of a State's aviation security system. The USAP-CMA assesses the eight Critical Elements of an effective aviation security oversight system, which measures the State's ability to sustain and improve its system, while also determining the effectiveness of its security measures at the time of the audit. Recommendations are made to provide guidance on how the State can improve both its oversight and operational implementation of its aviation security system.

3.8 While a State's effective implementation (EI) of an effective aviation security oversight system (ICAO's historical indicator) provides an overall picture of a State's ability to regulate, adapt policies and guidance, and monitor and correct deficiencies, the effectiveness of its security measures is presented under Critical Element 8, which specifically assesses the operational implementation of the security measures. Additionally, the USAP-CMA generates results by audit area which provide a clear picture of the sustainability of each area.

3.9 Recognizing the need to ensure the USAP-CMA can audit outcomes-focused, risk-based systems, the Secretariat works with the Secretariat Study Group on the USAP-CMA to ensure the protocol questions and related guidance used to assess and document audit results achieve this objective, while ensuring all States are held to the same standards.

Assistance and Capacity-Building

3.10 ICAO, with its limited resources, provides assistance and capacity development to States in need, both through State-specific initiatives to address vulnerabilities identified via the USAP-CMA, as well as through regional training events and mechanisms based upon a needs assessment and stakeholder input. The purpose of these initiatives is to ensure States have developed and maintained robust aviation security programmes to guide the implementation of effective security measures. Additionally, ICAO's aviation security training materials are designed to allow States the ability to link threat assessments to ICAO guidance material and best practices in order to consistently evaluate threats and ensure security measures are appropriate and effective. Furthermore, ICAO partners with other United Nations organizations, international entities, industry partners, and Member States to provide targeted assistance to States in need. These assistance and capacity-building activities, guided by the GASep and in alignment with UNSCR (2309), enable States to develop a strong foundation for sustainable aviation security measures.

Improving technological resources and fostering innovation

3.11 By promoting and applying better technological solutions and innovative techniques, States and stakeholders may enhance security effectiveness while ensuring operational efficiency. Innovation is key to meeting tomorrow's aviation security requirements, and can come in the form of optimizing all elements of current security systems, including technology and process integration, human factors, policy and regulation. Innovation in aviation security has been embraced by ICAO as a common strategy to achieve greater effectiveness, efficiency and sustainability in response to evolving threats to aviation, and led to the first ICAO Symposium on Innovation being convened in 2014 and the annual convening of the ICAO Global Aviation Security Symposium, beginning with AVSEC2017.

3.12 AVSEC2017 brought together a rich blend of perspectives on innovation as a strategic issue of importance for the prevention of unlawful interference in civil aviation. Symposium discussions highlighted that innovation is a collective responsibility, and that there is an essential role for regulators in priming and accommodating innovation, ranging from integration of systems into airports, harmonization of security measures and policies, to the use of data analysis to complement conventional screening methods.

3.13 AVSECPaedia, ICAO's web-based platform, was enhanced to provide a one-stop source of information to Member States and industry on best practices, guidance and new approaches on screening methods, technologies and equipment that have been tested or deployed around the world. The AVSECPaedia facilitates the dissemination of such information and enables States and manufacturers to share security information or practices, particularly relating to screening technology and equipment.

3.14 ICAO is now in the process of developing a Trials and Pilots Repository, which will serve as a central information repository of airport and airline operational pilots and trials with a view to better inform technological investments, alternative screening procedures, staffing models and innovative AVSEC concepts for Member States and stakeholders. Also underway is the development of a Next Generation Requirements sub-page, which will help States and stakeholders to better articulate technical capabilities needed at a global or national level, while promoting and leading industry investments towards sustainable innovative solutions.

4. ACTION BY THE HIGH-LEVEL CONFERENCE

4.1 The High-level Conference on Aviation Security is invited to:

- a) note efforts at the national, regional and international level, to strengthen aviation security in finding new ways of mitigating the security risks to civil aviation, and sharing of relevant information, including on threats to aviation, wherever possible;
- b) encourage States, ICAO and stakeholders to share best practices for achieving sustainability in aviation security through collaboration and appropriate resource allocation;
- c) urge more sustainable funding, through Member States' assessment, voluntary contributions of financial and in-kind resources, to increase the reach and success of ICAO's aviation security enhancement activities.

— END —