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

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Agenda Item 2: Future Approaches to Managing Aviation Security Risks

**PROMOTING AWARENESS ON AVIATION SECURITY
TO OTHER AGENCIES AND ORGANISATIONS**

(Presented by Argentina, Australia, Belgium, Brazil, Canada, Egypt, Ethiopia, France, Italy, Japan, Jordan, New Zealand, Nigeria, Portugal, Qatar, Russian Federation, Senegal, Singapore, South Africa, Spain, Switzerland, United Arab Emirates, United Kingdom, United States, Airports Council International and International Air Transport Association)

SUMMARY

This working paper discusses the need for and importance of promoting awareness of aviation security to other agencies and organisations, especially those that have a role and/or operations in the civil aviation eco-system.

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

1. INTRODUCTION

1.1 Aviation security (AVSEC) has become more complex and challenging over the past two decades. The use of aircraft as weapons of mass destruction as witnessed in the terror attacks of 11 September 2001; attacks against civil aircraft in flight using improvised explosive devices (IEDs); terrorist attacks on airport landside areas, such as in Glasgow (2007), Moscow (2011), Los Angeles (2013), Brussels (2016) and Istanbul (2016), and other attacks against civil aviation operations, are clear examples. In dealing with these attacks; and considering the steps taken to prevent or avoid having such attacks occur again, the transport and civil aviation authorities of States and the International Civil Aviation Organization (ICAO) have been developing new Standards and Recommended Practices (SARPs); guidance materials; aviation security training packages; use of technology, and new security measures including those implemented at many international airports. The new ICAO Global Aviation Security Plan (GASeP) also has two Priority Outcomes related to the promotion of security awareness, further underscoring its importance¹.

¹ The two Priority Outcomes in the ICAO GASeP are (a) Enhance risk awareness and response and (b) Develop security culture and human capability. The GASeP also has a number of Priority Actions in support of these suggestions, such as PA 2.1 2.B – Develop awareness programmes that effectively promote a positive security culture; PA 2.1 2.C – Continuous promotion of security awareness campaigns, and PA 2.1 2.H – Share best practices.

2. CO-ORDINATION WITH NON-AVSEC AGENCIES

2.1 To develop robust and practical AVSEC policies and ensure effective implementation of AVSEC measures, including to comply with the SARPs of Annex 17 – Security to the Convention on International Civil Aviation, it is inevitable that the relevant AVSEC agencies in all States will need to work closely and co-ordinate with agencies whose primary responsibility may not be aviation security, but which have roles and responsibilities in the implementation of measures and policies under the State’s National Civil Aviation Security Programme (NCASP), the Airport Security Programme (ASP), and those authorized to have unescorted access to airside areas, i.e. “non-AVSEC agencies”. These would include personnel from both other regulators and industry stakeholders operating in civil aviation facilities within the State. Some examples include:

2.1.1 Working with local law enforcement, national intelligence and other relevant State agencies on the security of airport landside areas;

2.1.2 Working with air navigation services providers on the security of air traffic control facilities;

2.1.3 Working with Customs authorities on the security of air cargo shipments;

2.1.4 Working with Immigration authorities on relevant security issues concerning the movement of aircrew and passengers to and from commercial civil aircraft at international airports;

2.1.5 Working with State and airport fire services on the management on security and emergency incidents at international airports;

2.1.6 Working with airlines, ground handling agents, catering companies, aircraft interior cleaning companies, airport fuel companies, airport retail outlets, ground transport companies, cargo agents, etc, on airport facilitation and security procedures, including security incident reporting; and

2.1.7 Working with all airport organisations to swiftly react to and mitigate, minimise casualties, evacuate passengers, aircrew, airport workers and members of the public, in the event of an airport security incident.

2.2 Chapter 3 of Annex 17 – Security has the following SARPs which underscore the need for co-ordination amongst various agencies and organisations for the effective implementation of AVSEC policies and measures:

3.1.5 Each Contracting State shall require the appropriate authority to define and allocate tasks and coordinate activities between the departments, agencies and other organizations of the State, airport and aircraft operators, air traffic service providers and other entities concerned with or responsible for the implementation of various aspects of the national civil aviation security programme.

3.1.6 Each Contracting State shall establish a national aviation security committee or similar arrangements for the purpose of coordinating security activities between the departments, agencies and other organizations of the State, airport and aircraft operators, air traffic service providers and other entities concerned with or responsible for the implementation of various aspects of the national civil aviation security programme.

3.1.11 Recommendation.— Each Contracting State should ensure that personnel of all entities involved with or responsible for the implementation of various aspects of the national civil aviation security programme and those authorized to have unescorted access to airside areas receive periodic security awareness training.

2.3 Additional SARPs that are relevant to the need for co-ordination amongst various agencies and organisations for the effective implementation of AVSEC policies and measures can also be found in Annex 17 to the Convention on International Civil Aviation. The SARPs demonstrate the importance of co-ordination amongst stakeholders which would include the sharing of relevant information.

3. **PROMOTING AWARENESS ON AVIATION SECURITY AMONGST NON-AVSEC AGENCIES**

3.1 In view of the growing complexity of AVSEC challenges faced by all States and stakeholders, it is critical that all levels of personnel from non-AVSEC agencies possess at least a baseline appreciation and understanding of the importance of AVSEC and the implications of preventing and effectively dealing with acts of unlawful interference. These will also be relevant in the event of a security incident at the airport or involving civil aviation operations, where personnel from non-AVSEC agencies will be required to assist the relevant authorities to respond to and mitigate the incident. Personnel from non-AVSEC agencies can also play a key role in providing policy input for mitigating actions. Such personnel can be the “eyes” and “ears” in the airport, aircraft or any civil aviation facility, by being aware and consciously keeping a lookout for suspicious anomalies in their working environment which could lead to acts of unlawful interference. Given that AVSEC threats and challenges continue to evolve, periodic refresher sessions, updates and awareness training would be useful and necessary for all AVSEC and non-AVSEC personnel concerned, including to improve the security incident reporting awareness and helping to promote a positive security culture.

3.2 In this regard, ensuring that all personnel from non-AVSEC agencies undergo security awareness training is critical and needed. For those responsible for contributing to AVSEC policies, they will be able to understand the challenges and complexities of civil aviation operations, and with periodic AVSEC awareness training, would be able to give practical and objective input towards AVSEC policies at the national, local and airport levels. In addition, it is also necessary that personnel who are allowed unescorted access into airside areas be given periodic AVSEC awareness training. A majority of such personnel would come from non-AVSEC agencies. However, with periodic AVSEC awareness training, they can help the AVSEC authorities raise the level of security vigilance, mitigation and response in the airport or aviation facility. This will help raise the level of security for civil aviation operations, including helping to address the concern of the insider threat in airport airside areas.

3.3 It is therefore recommended that the States and industry consider the usefulness of developing more and up-to-date aviation security training awareness programmes. Such programmes can also be specially tailored for personnel from non-AVSEC agencies who are involved with or responsible for the implementation of various aspects of the NCASP and ASP, and whose personnel are authorized to have unescorted access to airside areas. Publicity campaigns using material visible to and aimed at all staff in the airport, regardless of the agency they work for, should also be encouraged. These efforts can also be included in the States Nation Aviation Security Training Program in line with Standard 3.1.6 of Annex 17.

3.4 States and industry organisations are also encouraged to share best practices and useful experiences in the development and conduct of such security awareness training for all entities within their civil aviation eco-system. Such security awareness training programmes and efforts will certainly help regulators and stakeholders in the civil aviation eco-system to achieve a more robust and effective security outcome, especially in view of difficult and challenging threats such as the insider threat.

3.5 The promotion of awareness on aviation security is also one of the key components of the ICAO's Global Aviation Security Plan (GASeP), which was approved by the ICAO Council in 2017. As such, all States and stakeholders should give close and necessary attention to its usefulness and importance in enhancing global aviation security.

4. **ACTION BY THE HIGH-LEVEL CONFERENCE**

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

- a) Consider the importance of promoting awareness on aviation security for agencies, including from the top management and across agencies, whose primary responsibility is not AVSEC but who are involved with or responsible for the implementation of various aspects of the NCASP and ASP, and whose personnel are authorised to have unescorted access to airside areas; and
- b) Encourage States and industry organisations to share best practices and useful experiences in the development and conduct of such awareness on aviation security training for all entities within their civil aviation eco-system.

APPENDIX

STANDARDS AND RECOMMENDED PRACTICES UNDER ANNEX 17 TO THE CONVENTION ON INTERNATIONAL CIVIL AVIATION WITH EMPHASIS ON COORDINATION AMONGST AGENCIES AND ORGANISATIONS ON IMPLEMENTING AVIATION SECURITY SARPS

Chapter 3 - ORGANIZATION

3.1.45 Each Contracting State shall require the appropriate authority to define and allocate tasks and coordinate activities between the departments, agencies and other organizations of the State, airport and aircraft operators, air traffic service providers and other entities concerned with or responsible for the implementation of various aspects of the national civil aviation security programme.

3.1.6 Each Contracting State shall establish a national aviation security committee or similar arrangements for the purpose of coordinating security activities between the departments, agencies and other organizations of the State, airport and aircraft operators, air traffic service providers and other entities concerned with or responsible for the implementation of various aspects of the national civil aviation security programme.

3.1.11 **Recommendation.**— *Each Contracting State should ensure that personnel of all entities involved with or responsible for the implementation of various aspects of the national civil aviation security programme and those authorized to have unescorted access to airside areas receive periodic security awareness training.*

Chapter 4 – PREVENTIVE SECURITY MEASURES

4.2.2 Each Contracting State shall ensure that security restricted areas are established at each airport serving civil aviation designated by the State based upon a security risk assessment carried out by the relevant national authorities.

4.3.6 Each Contracting State, in accordance with the risk assessment carried out by its relevant national or local authorities, shall ensure that appropriate measures on the ground or operational procedures are established to mitigate possible attacks against aircraft using Man-Portable Air Defence Systems (MANPADS) and other weapons representing a similar threat to aircraft at or near an airport.

4.7.4 Each Contracting State shall ensure that the carriage of weapons on board aircraft, by law enforcement officers and other authorized persons, acting in the performance of their duties, requires special authorization in accordance with the laws of the States involved.

4.8.2 Each Contracting State shall ensure that security measures are established for landside areas to mitigate the risk of and to prevent possible acts of unlawful interference in accordance with risk assessments carried out by the relevant authorities or entities.

4.8.3 Each Contracting State shall ensure coordination of landside security measures in accordance with Standards 3.1.6, 3.2.2 and 3.2.3 between relevant departments, agencies, other organizations of the State, and other entities, and identify appropriate responsibilities for landside security in its national civil aviation security programme.

4.9.1 Each Contracting State shall ensure that operators or entities as defined in the national civil aviation security programme or other relevant national documentation identify their critical information and communications technology systems and data used for civil aviation purposes and, in accordance with a risk assessment, develop and implement, as appropriate, measures to protect them from unlawful interference.

4.9.2 Recommendation.—*Each Contracting State should ensure that the measures implemented protect, as appropriate, the confidentiality, integrity and availability of the identified critical systems and/or data. The measures should include, inter alia, security by design, supply chain security, network separation, and the protection and/or limitation of any remote access capabilities, as appropriate and in accordance with the risk assessment carried out by its relevant national authorities.*

Examples of guidance material in ICAO Document 8973 – Aviation Security Manual which mentions the need for intra-government coordination

Chapter 2 – General Principles

2.1.4 To achieve a standardized level of aviation security, the security policy should be based on appropriate legal provisions implemented by the many entities involved in an aviation security structure, which normally includes:

- a) aircraft operators;
- b) airport operators;
- c) providers of air navigation services;
- d) police authority and other law enforcement authorities;
- e) providers of security services; and
- f) intelligence organizations.

Chapter 5 – Organization and Oversight

5.2.4.1 One of the key responsibilities of the appropriate authority is to define and allocate tasks and coordinate activities between the various departments, agencies and other entities concerned with implementing various aspects of the NCASP. Functions that should be addressed by other departments and agencies in support of the appropriate authority and the NCASP include legal affairs, through the justice department, foreign or external affairs, law enforcement, postal services, border control, customs and immigration, national armed forces and intelligence activity.

5.3.1.3 The following recommendations concern the composition of an NCASC:

- a) ministries or agencies represented on the committee should include, but are not necessarily limited to, the appropriate authority, security forces and services, the authority responsible for police functions, immigration, customs and other border control, air traffic service providers, postal services and external relations. On those occasions when an NCASC discusses matters related to preventive measures and procedures and other associated actions, the chairperson should be a senior official of the State's department or agency responsible for aviation, while a senior official of the State's department or agency responsible for planning and actions should act as chairperson during discussions of contingency plans and associated actions in response to an occurrence;

Chapter 6 – National Civil Aviation Security Programme

6.1.1.7 National regulations should clearly identify those organizations or entities responsible for the various prescribed security functions. Because of the inevitable division of responsibility for aviation security, an effective security programme reflects the clearly defined, unambiguous responsibilities assigned to each organization or entity. Among such organizations are the appropriate authority, airport authorities and tenants, aircraft operators, law enforcement authorities, national armed forces, border control authorities, and air traffic service providers. Specific responsibilities should cover, for example, the obligation of aircraft and airport operators to develop and obtain approval for security programmes and security training programmes

6.1.3.1 Measures to respond to acts of unlawful interference should also be defined in an NCASP. Specific responsibilities and/or duties should be allocated to government departments, law enforcement agencies, national armed forces, air traffic service providers, aircraft operators, airport management and tenants, and should include preparing contingency plans, issuing staff instructions, installing communications systems, and undertaking training in how to respond to an act of unlawful interference.

Chapter 10 – Airport organization and programmes

10.4.1.1 Various law enforcement authorities, including immigration officers and national, local and airport police, should have responsibilities with respect to:

- a) prevention and detection of crimes at civil aviation facilities;
- b) surveillance and patrol of all or some airport terminal areas and perimeters;
- c) surveillance and screening of arriving and departing passengers, and their baggage, who may pose a threat to civil aviation;
- d) emergency and contingency planning with the appropriate aviation and airport security authorities;
- e) command and control of the response to a major security incident or emergency at an airport such as hostage negotiation and rapid armed intervention;
- f) disposal of an explosive device;
- g) reporting on incidents of criminal conduct, confiscation of restricted articles, threats such as attempted unauthorized access to security restricted areas, etc.; and
- h) initial and recurrent training of appropriate police personnel in pertinent aviation security practices and procedures.

10.4.1.2 Law enforcement personnel assigned to aviation duties should be prepared to work closely with the appropriate authority and airport management, in accordance with the applicable regulations, the NCASP and ASP.

10.4.2.1 In accordance with the NCASP, national armed forces should be responsible for the following security related tasks:

- a) bomb detection and disposal services, armed intervention, patrol and other police functions at a civil airport facility, and the training of specialists;
- b) access control and other related functions at a civil airport facility if the armed forces are a joint tenant of the facility or if there is an adjacent military area;
- c) aviation security threat assessment and the dissemination of threat information; and
- d) contingency planning, in collaboration with the appropriate authority and airport management, in order to be prepared to assume command and control in a major security incident or emergency.

10.4.3.2 Border control duties with regard to aviation security issues should be clearly established in the NCASP, and ASPs, and the pertinent portions of these programmes should be provided to border control officials to ensure the effective implementation of the security measures described therein.

10.4.3.3 Border control officials assigned to airport duties should receive appropriate security awareness training as outlined in the NCASP, and should also be aware of the significance of certain types of information which may come to their notice during the execution of their duties.

10.4.3.4 Such officials are also expected to exchange security-related information with the appropriate authority, airport security officer and chief security officer.

Chapter 17 – Crisis Management and response to acts of unlawful interference

17.1.8 A single entity, designated by the State, should be assigned primary responsibility and authority to determine

the course of action to be taken when an aircraft subjected to unlawful interference is in flight or on the ground. This entity should coordinate all actions with the appropriate authority, the airport authority, the affected aircraft

operator, the State of the Operator and the State of Registry of the affected aircraft, and any other entities, on or off the airport property, as may be deemed appropriate.

17.1.9 If different government entities are assigned responsibility for managing acts of unlawful interference taking place in flight or on the ground, clear and precise procedures should be established prior to an occurrence, to avoid confusion as to when responsibility passes from one entity to another during an act of unlawful interference.

— END —