International Civil Aviation Organization

WORKING PAPER

ICAO HIGH-LEVEL CONFERENCE ON AVIATION SECURITY

Montréal, 12 to 14 September 2012

Agenda Item 6: Ensuring the sustainability of aviation security measures – equivalence

AVIATION SECURITY

(Presented by the European Union and its Member States[1] and by the other Member States[2] of the European Civil Aviation Conference)

SUMMARY

This working paper on aviation security considers pertinent issues to Agenda Item 6: Ensuring the sustainability of aviation security measures – equivalence. This item was considered by the Aviation Security Panel at its last meeting in March 2012 which has facilitated and advised upon the way forward.

Action by the High-level Conference on Aviation Security is in paragraph 2.

1.   INTRODUCTION

1.1   Sustainability of aviation security measures can have different meanings. Europe understands sustainable aviation security measures to be those that are efficient, risk-based, and cost-effective and that avoid undermining passenger convenience and duplication of security controls.

Facilitation and cost

1.2   A balance is required between, on the one hand, applying security measures to mitigate identified threats, and on the other hand, the essential task of facilitating operations, passengers' experience and trade. Security should not accumulate layer upon layer of controls and associated costs, but should rather ensure the sustainability of the system from the perspectives of cost, efficiency, and acceptability by passengers and air transport operators, which should be a central consideration when designing security processes.

1.3   Furthermore, it should be noted that for the most part, terrorist attacks and plots over the last decade have set their sights on overcoming security measures implemented at passenger security checkpoints. Security measures put in place to address those threats have sometimes had negative impacts on passenger facilitation and as such the expedience of air travel for passengers. To achieve sustainability in this regard, such negative impacts need to be addressed by the re-thinking of the passenger security process that simultaneously accomplishes security objectives and delivers travel convenience.

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[1] Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, and the United Kingdom.
[2] Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Croatia, Georgia, Iceland, Moldova, Monaco, Montenegro, Norway, San Marino, Serbia, Switzerland, The former Yugoslav Republic of Macedonia, Turkey, and Ukraine.

One Stop Security

1.4   Another means of achieving sustainability is at transfer points where security controls are known to have been performed effectively at the point of origin. In such a scenario, the concept of 'One Stop Security' should be advanced, where ICAO Member States, by virtue of recognising the equivalency of each other's aviation security regimes, can allow incoming passengers, baggage and cargo to transfer onto a connecting flight without being subjected, once again, to the same security controls as at the point of origin. The conclusion of such 'One Stop Security' arrangements remains an issue to be addressed Member State to Member State.

1.5   Presently, Annex 17 only explicitly allows such arrangements to be concluded in respect of certain security controls. In those cases, such arrangements must be supported by the Member State in question establishing a validation process and continuously implementing procedures, in collaboration with the other State to ensure that the application of security controls at the point of origin is accompanied by subsequent protection measures against unauthorised interference up until the aircraft departs from the transfer point. This principle should be clarified as being potentially applicable to all security controls related to the onward carriage of passengers, baggage, cargo and mail.

Mutual recognition

1.6   A further means of achieving sustainability is to advocate the reciprocal acceptance of equivalent security measures across the board, with due regard to the principle of host State responsibility, as envisaged by the Chicago Convention. In that respect, the need for any one State to require extra security measures of another State can be avoided by working together to align international requirements to the global threat environment. This approach should be reflected in Annex 17 — *Security* to the Chicago Convention.

1.7   Furthermore, without prejudice to States' freedom to take measures where this is judged necessary by situations that constitute an immediate threat to civil aviation, there is a need to have a co-ordinated response to security incidents or specific threats. This means taking into account the aviation security measures implemented by any given State which may achieve the same security outcome, and thus be recognised by other States, and working through ICAO to strengthen international Standards and Recommended Practices that can address vulnerabilities in the aviation security system on a global scale. Both these approaches serve to discourage States from undertaking unilateral initiatives by making such initiatives redundant, as well as avoiding the application of duplicate or conflicting security requirements being advanced by individual States.

2.   **ACTION BY THE CONFERENCE**

2.1   The Conference is invited to:

   a)   encourage the conception of aviation security systems that deliver improved travel experience for passengers, greater facilitation of operations, and cost-effectiveness;

   b)   advocate that Annex 17 — *Security* to the Chicago Convention be further conceived to allow mutual recognition of ICAO Member States' aviation security regimes and thus allow for the delivery of 'One Stop Security'; and

   c)   acknowledge the principle of host State responsibility for aviation security and to that end to work together to address threats to international civil aviation by developing Standards and Recommended Practices through ICAO.

— END —