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Doc 10118

Global Aviation Security Plan

First Edition, 2017



Approved by and published under the authority of the Secretary General

INTERNATIONAL CIVIL AVIATION ORGANIZATION



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AMENDMENTS

Amendments are announced in the supplements to the *Products and Services Catalogue*; the Catalogue and its supplements are available on the ICAO website at www.icao.int. The space below is provided to keep a record of such amendments.

RECORD OF AMENDMENTS AND CORRIGENDA

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EXECUTIVE SUMMARY

In September 2016, delegates to the 39th Session of the ICAO Assembly agreed that there was a need for the accelerated development of a Global Aviation Security Plan (GASeP) as a future aviation security policy and programming framework. The GASeP, which replaces the ICAO Comprehensive Aviation Security Strategy (ICASS), addresses the needs of States and industry in guiding all aviation security enhancement efforts through a set of internationally agreed priority actions, tasks and targets.

The GASeP provides the foundation for States, industry, stakeholders and ICAO to work together with the common goal of enhancing aviation security worldwide and achieving five key priority outcomes, namely: a) enhance risk awareness and response; b) develop security culture and human capability; c) improve technological resources and foster innovation; d) improve oversight and quality assurance; and e) increase cooperation and support.

The Plan calls for action at the global, regional and national levels, as well by industry and all other stakeholders, in raising the level of implementation of Annex 17 — *Security*; intensified efforts are also required for ICAO to enhance its capacity to support States in this regard.

Central to the Plan is a Roadmap that outlines 94 tasks, accompanying 32 actions under five key priority outcomes, which set out objectives until the 40th Session of the ICAO Assembly in 2019. A set of indicators and target dates also accompanies each individual task. This Roadmap is a “living” document and shall be periodically reviewed and adjusted as necessary, taking into account new and emerging aviation security threats.

Chapter 1

INTRODUCTION

1.1 BACKGROUND

1.1.1 The air transport industry plays a significant role in the global economy. Secure air transport service enhances connectivity in trade and tourism, and strengthens political and cultural links amongst States. Annual international air passenger traffic is expected to reach six billion by 2030 from about 3.3 billion today, while air cargo transported is expected to increase to 125 million tonnes from 50 million. With air traffic projected to increase significantly in the future, there is a need for a planning framework at international, regional and national levels to manage growth in a safe, secure and efficient manner. Aviation promotes global economic growth, and is a critical enabler for economic progress and development in many States. Security incidents have an obvious impact on the travelling public, especially when incidents result in injury and loss of life, but also by affecting confidence in air travel and by disruption to travel and trade. By ensuring the security of the aviation system, States help establish public confidence in their aviation system and provide a strong foundation for trade and tourism globally.

1.1.2 The current threat and risk environment demands that aviation security remain among the highest of priorities for States and the global international community. This was highlighted by United Nations Security Council Resolution 2309 (2016) – *Threats to international peace and security caused by terrorist acts: Aviation security* adopted in September 2016 (UNSCR 2309), which calls upon ICAO, States and stakeholders to comply with their treaty obligations and international responsibilities as they relate to aviation security, and by ICAO Assembly Resolution A39-18 (Consolidated statement of continuing ICAO policies related to aviation security), in accordance with international law.

1.2 PURPOSE

1.2.1 The GASeP incorporates the key aspects and themes from UNSCR 2309 (2016) and ICAO Assembly Resolution A39-18, in particular: the need for effective, risk-based measures that are assessed regularly to reflect the evolving threat picture; ensuring that measures are effectively implemented on the ground on a sustainable basis; resource allocation and the promotion of a culture of security; and establishing effective national oversight of aviation security systems.

1.2.2 The global nature of aviation means that States are dependent on the effectiveness of each other's aviation security systems to provide a common secure aviation environment. Despite enhancements to the security system, terrorists continue to view civil aviation as an attractive target and continue to exploit real or perceived vulnerabilities in the international civil aviation system, with the aim of causing substantial loss of life, economic damage and disruption to connectivity and trade between States.

1.2.3 The GASeP provides guidance for priority-setting at the international, regional and State levels, creates a framework within which ICAO, States and stakeholders can work together to meet shared objectives, supports ICAO's *No Country Left Behind* initiative to address common challenges, and guides efforts to jointly further enhance aviation security.

1.2.4 Target-based planning complements international conventions and resolutions, as well as the framework of Annexes and guidance material by establishing security priorities with tangible and measurable outcomes.

1.3 RISK CONTEXT

1.3.1 ICAO uses information from the following sources to assess the risk facing international civil aviation: ICAO Acts of Unlawful Interference Database; risk assessments carried out by the Aviation Security Panel's Working Group on Threat and Risk (refer to the ICAO Aviation Security Global Risk Context Statement); and analysis of audit findings by the Universal Security Audit Programme (USAP). These same sources, also used in identifying priorities in the GAsEP, indicate that air transport is challenged by a number of security risks, as evidenced by the following:

- a) sixty-nine acts of unlawful interference were recorded between 2011 and 2016. Twenty-one out of 69 incidents had fatalities (a total of 884 deaths). Facility attacks represented the highest number with 24 incidents (or 32 per cent), followed by unlawful seizure with 18 incidents (or 26 per cent), sabotage with 15 incidents (or 22 per cent) and other acts with 12 incidents (or 17 per cent);
- b) as the weapon of choice in attempts to attack civil aviation and airport infrastructure, improvised explosive devices (or IEDs) and person-borne IEDs continue to pose a significant threat. Screening regimes play a critical role to deter and detect threat items in the aviation security system but can be undermined by ineffective implementation in practice;
- c) attacks on the landside areas of airports have highlighted a growing threat to locations where members of the public and passengers circulate with minimal restrictions and congregate at predictable times. ICAO assesses landside threats to be credible and real; and
- d) USAP data confirms that critical improvements are urgently needed in the implementation of Annex 17, to address the following gaps: inadequate access control measures to security restricted areas (SRAs); deficiencies in the implementation of airport personnel identification and vehicle pass systems; lack of airport-level human and technical resources for aviation security; and ineffective screening and security controls of non-passengers granted access to the SRA.

1.3.2 The above challenges establish a need for more aviation security awareness, deploying more appropriate resources, stronger political will, improved security culture, and increased quality control and oversight, amongst others.

1.3.3 As terrorists find innovative ways to target the system, States must continue to address the risks identified above, while also attending to complex issues such as cybersecurity, remotely piloted aircraft systems (RPAS), and risks arising from conflict zones.

1.4 BENEFITS OF THE GAsEP

1.4.1 Without question, enhancing aviation security globally will bring financial and other economic benefits. The economic and financial cost to States, airports, airlines, and stakeholders of terror attacks and security breaches can be very significant, and the loss of human lives cannot be measured. On the financial and economic side, some recent attacks have caused losses as high as US \$4.47 billion as a result of close to two-weeks' suspension of airport and airline operations, repair to infrastructure, and other losses suffered from terror attacks.¹ The terror attacks of 11 September 2001, where terrorists hijacked four civil aircraft to commit the attacks, led to total estimated losses of

1. Source: Damien Sharkov, *Newsweek*, 23 March 2016.

around US \$2 trillion.² Other repercussions may also be suffered as a result of poor aviation security standards and measures, including the loss of public and investor confidence, and effects on tourism, trade and connectivity.

1.4.2 The GASeP therefore aims to foster amongst ICAO, States, industry, and stakeholders a greater commitment to enhancing global aviation security. With all stakeholders fulfilling their responsibilities set out in the Roadmap, the sustained level of secure and safe civil aviation operations will prevent stakeholders from suffering human, economic, financial and other losses. A strengthened global aviation system will provide an environment conducive to global economic growth and development that will benefit all States.

2. Source: www.iags.org/costof911.html.