



ICAO

International Standards
and Recommended Practices

Annex 17 to the Convention on International Civil Aviation

Security

Safeguarding International Civil Aviation
Against Acts of Unlawful Interference

Eleventh Edition, March 2020



This edition supersedes, on 30 July 2020, all previous editions of Annex 17.

For information regarding the applicability of the Standards and Recommended Practices, see Foreword.

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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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TABLE OF CONTENTS

	<i>Page</i>
FOREWORD.....	(vii)
CHAPTER 1. Definitions	1-1
CHAPTER 2. General principles.....	2-1
2.1 Objectives.....	2-1
2.2 Applicability.....	2-1
2.3 Security and facilitation.....	2-1
2.4 International cooperation.....	2-2
2.5 Innovation, research and development	2-2
CHAPTER 3. Organization	3-1
3.1 National organization and appropriate authority	3-1
3.2 Airport operations.....	3-2
3.3 Aircraft operators	3-2
3.4 Quality control and qualifications	3-3
3.5 Air traffic service providers.....	3-4
CHAPTER 4. Preventive security measures.....	4-1
4.1 Objective	4-1
4.2 Measures relating to access control	4-1
4.3 Measures relating to aircraft.....	4-2
4.4 Measures relating to passengers and their cabin baggage	4-2
4.5 Measures relating to hold baggage	4-3
4.6 Measures relating to cargo, mail and other goods	4-3
4.7 Measures relating to special categories of passengers.....	4-4
4.8 Measures relating to the landside	4-5
4.9 Measures relating to cyber threats	4-5
CHAPTER 5. Management of response to acts of unlawful interference.....	5-1
5.1 Prevention.....	5-1
5.2 Response.....	5-1
5.3 Exchange of information and reporting.....	5-2

ATTACHMENT TO ANNEX 17

Extracts from Annex 2 — <i>Rules of the Air</i>	ATT-1
Extracts from Annex 6 — <i>Operation of Aircraft</i> , Part I — <i>International Commercial Air Transport — Aeroplanes</i>	ATT-2
Extracts from Annex 8 — <i>Airworthiness of Aircraft</i>	ATT-4
Extracts from Annex 9 — <i>Facilitation</i>	ATT-6
Extracts from Annex 10 — <i>Aeronautical Telecommunications</i> , Volume IV (<i>Surveillance and Collision Avoidance Systems</i>).....	ATT-12
Extracts from Annex 11 — <i>Air Traffic Services</i>	ATT-13
Extract from Annex 13 — <i>Aircraft Accident and Incident Investigation</i>	ATT-15
Extracts from Annex 14 — <i>Aerodromes, Volume I — Aerodrome Design and Operations</i>	ATT-15
Extracts from Annex 18 — <i>The Safe Transport of Dangerous Goods by Air</i>	ATT-19
Extracts from Doc 9284 — <i>Technical Instructions for the Safe Transport of Dangerous Goods by Air</i>	ATT-20
Extracts from the Procedures for Air Navigation Services — <i>Air Traffic Management</i> (Doc 4444).....	ATT-21
Extracts from the Procedures for Air Navigation Services — <i>Aircraft Operations</i> (Doc 8168), Volume III — <i>Aircraft Operating Procedures</i>	ATT-24

FOREWORD

Historical background

The material included in this Annex was developed by the Council pursuant to the following two resolutions of the Assembly:

Resolution A17-10: Implementation by States of Security Specifications and Practices adopted by this Assembly and further work by ICAO related to such Specifications and Practices

.....

THE ASSEMBLY:

.....

- (3) REQUESTS the Council, with the assistance of the other constituent bodies of the Organization, to develop and incorporate, as appropriate, the material in the Appendices to this Resolution as Standards, Recommended Practices and Procedures in existing or new Annexes or other regulatory documents or guidance material of the Organization.

Resolution A18-10: Additional Technical Measures for the Protection of the Security of International Civil Air Transport

.....

THE ASSEMBLY:

- (1) REQUESTS the Council to ensure, with respect to the technical aspects of air transportation security, that:

- (a) the subject of air transportation security continues to be given adequate attention by the Secretary General, with a priority commensurate with the current threat to the security of air transportation;

.....

Following the work of the Air Navigation Commission, the Air Transport Committee and the Committee on Unlawful Interference, and as a result of the comments received from Contracting States and interested International Organizations, to whom draft material had been circulated, Standards and Recommended Practices on Security were adopted by the Council on 22 March 1974, pursuant to the provisions of Article 37 of the Convention on International Civil Aviation, and designated as Annex 17 to the Convention with the title “Standards and Recommended Practices — *Security* — Safeguarding International Civil Aviation against Acts of Unlawful Interference”.

Table A shows the origin of subsequent amendments together with a list of the principal subjects involved and the dates on which the Annex and the amendments were adopted by the Council, when they became effective and when they became applicable.

Introduction

In order that a comprehensive document may be available to States for implementation of the security measures prescribed by this Annex, an Attachment hereto reproduces extracts from other Annexes, *Technical Instructions for the Safe Transport of Dangerous Goods by Air* (Doc 9284), PANS-ATM and PANS-OPS bearing on the subject of action to be taken by States to prevent unlawful interference with civil aviation, or when such interference has been committed.

Guidance material

The *Aviation Security Manual* (Doc 8973 — Restricted) provides detailed procedures and guidance on aspects of aviation security and is intended to assist States in the implementation of their respective national civil aviation security programmes required by the specifications in the Annexes to the Convention on International Civil Aviation.

Comprehensive aviation security training material to assist States in achieving civil aviation security objectives is contained in the ICAO Training Programme for Aviation Security comprising a series of Aviation Security Training Packages (ASTPs).

Action by Contracting States

Applicability. The provisions of the Standards and Recommended Practices in this document are to be applied by Contracting States.

Notification of differences. The attention of Contracting States is drawn to the obligation imposed by Article 38 of the Convention, by which Contracting States are required to notify the Organization of any differences between their national regulations and practices and the International Standards contained in this Annex and any amendments thereto. Contracting States are invited to keep the Organization currently informed of any differences which may subsequently occur, or of the withdrawal of any difference previously notified. A specific request for notification of differences will be sent to Contracting States immediately after the adoption of each amendment to this Annex.

Contracting States are also invited to extend such notification to any differences from the Recommended Practices contained in this Annex, and any amendment thereto, when the notification of such differences is important for the safety of air navigation.

Attention of States is also drawn to the provisions of Annex 15 related to the publication of differences between their national regulations and practices and the related ICAO Standards and Recommended Practices through the Aeronautical Information Service, in addition to the obligation of States under Article 38 of the Convention.

Promulgation of information. Information relating to the establishment and withdrawal of and changes to facilities, services and procedures affecting aircraft operations provided according to the Standards and Recommended Practices specified in this Annex should be notified and take effect in accordance with Annex 15.

Use of the text of the Annex in national regulations. The Council, on 13 April 1948, adopted a resolution inviting the attention of Contracting States to the desirability of using in their own national regulations, as far as practicable, the precise language of those ICAO Standards that are of a regulatory character and also of indicating departures from the Standards, including any additional national regulations that were important for the safety or regularity of air navigation. Wherever possible, the provisions of this Annex have been written in such a way as would facilitate incorporation, without major textual changes, into national legislation.

General information

An Annex is made up of the following component parts, not all of which, however, are necessarily found in every Annex; they have the status indicated:

1.— *Material comprising the Annex proper:*

- a) *Standards and Recommended Practices* adopted by the Council under the provisions of the Convention. They are defined as follows:

Standard: Any specification for physical characteristics, configuration, matériel, performance, personnel or procedure, the uniform application of which is recognized as necessary for the safety or regularity of international air navigation and to which Contracting States will conform in accordance with the Convention; in the event of impossibility of compliance, notification to the Council is compulsory under Article 38 of the Convention.

Recommended Practice: Any specification for physical characteristics, configuration, matériel, performance, personnel or procedure, the uniform application of which is recognized as desirable in the interests of safety, regularity or efficiency of international air navigation, and to which Contracting States will endeavour to conform in accordance with the Convention.

- b) *Appendices* comprising material grouped separately for convenience but forming part of the Standards and Recommended Practices adopted by the Council.
- c) *Definitions* of terms used in the Standards and Recommended Practices which are not self-explanatory in that they do not have accepted dictionary meanings. A definition does not have an independent status but is an essential part of each Standard and Recommended Practice in which the term is used, since a change in the meaning of the term would affect the specification.

2.— *Material approved by the Council for publication in association with the Standards and Recommended Practices:*

- a) *Forewords* comprising historical and explanatory material based on the action of the Council and including an explanation of the obligations of States with regard to the application of the Standards and Recommended Practices ensuing from the Convention and the Resolution of Adoption.
- b) *Introductions* comprising explanatory material introduced at the beginning of parts, chapters or sections of the Annex to assist in the understanding of the application of the text.
- c) *Notes* included in the text, where appropriate, to give factual information or references bearing on the Standards or Recommended Practices in question, but not constituting part of the Standards or Recommended Practices.
- d) *Attachments* comprising material supplementary to the Standards and Recommended Practices, or included as a guide to their application.

This Annex has been adopted in six languages — English, Arabic, Chinese, French, Russian and Spanish. Each Contracting State is requested to select one of those texts for the purpose of national implementation and for other effects provided for in the Convention, either through direct use or through translation into its own national language, and to notify the Organization accordingly.

The following practice has been adhered to in order to indicate at a glance the status of each statement: *Standards* have been printed in light face roman; *Recommended Practices* have been printed in light face italics, the status being indicated by the prefix **Recommendation**; *Notes* have been printed in light face italics, the status being indicated by the prefix *Note*.

Any reference to a portion of this document which is identified by a number includes all subdivisions of that portion.

Table A. Amendments to Annex 17

<i>Amendment</i>	<i>Source(s)</i>	<i>Subject(s)</i>	<i>Adopted Effective Applicable</i>
1st Edition	Council action in pursuance of Assembly Resolutions A17-10 and A18-10	—	22 March 1974 22 August 1974 27 February 1975
1	Council action in pursuance of Assembly Resolution A21-23	Change in status of 3.1.2 and 5.1.2 to a Standard; compilation and dissemination of information related to an aircraft being subjected to an act of unlawful interference.	31 March 1976 31 July 1976 30 December 1976
2	Proposals of some States and Council action in pursuance of Assembly Resolution A22-17	Transfer of specifications appearing in Chapter 9 of Annex 9 — <i>Facilitation</i> (Seventh Edition) to Annex 17; new provision in Chapter 5 concerning measures to be taken to control transfer and transit passengers and their cabin baggage; and amplification of the note to 5.2.4 (Annex 17, Chapter 5) on measures and procedures to prevent unauthorized access to specified areas on an aerodrome.	15 December 1977 15 April 1978 10 August 1978
3	Proposals of some States and the Secretariat and Council action in pursuance of Assembly Resolution A22-17	Specifications were added on the review of the level of threat by States, the development of training programmes, the isolation of security processed passengers, the inspection of aircraft for concealed weapons or other dangerous devices and the adoption of measures for the safety of passengers and crew of unlawfully diverted aircraft. A number of specifications were amplified and the status of one was changed to a Standard, related to the segregation and special guarding of aircraft liable to attack during stopovers.	13 December 1978 13 April 1979 29 November 1979
4 (2nd Edition)	Proposals of some States and an international organization and Council action in pursuance of Assembly Resolution A22-17	A specification was added on the transportation of persons in custody, and two specifications revised to provide for aircraft which were leased, chartered or interchanged. The status of a specification dealing with the safety of passengers and crew of an aircraft subjected to an act of unlawful interference was changed to a Standard; the provisions of a specification dealing with the prevention of sabotage were amplified and Chapter 1 — Applicability, deleted.	15 June 1981 15 October 1981 26 November 1981
5	Proposals of the Committee on Unlawful Interference and Council action in pursuance of Assembly Resolution A22-17	The note to Chapter 1 — Definitions was deleted. A specification setting out the action required for the transportation of weapons on board aircraft by law enforcement and other duly authorized persons was modified. A specification on the carriage of weapons in all other cases was added and the note to a specification dealing with the safeguarding of unattended aircraft was clarified.	30 November 1984 14 April 1985 21 November 1985
6 (3rd Edition)	Proposals of the Committee on Unlawful Interference with the assistance of an Ad Hoc Group of Experts — Unlawful Interference and Council action in pursuance of Assembly Resolution A22-17	On the instruction of the Council this amendment was undertaken as a matter of urgency by the Committee on Unlawful Interference with the assistance of an Ad Hoc Group of Experts on aviation security which had been appointed on the instruction of the Council. As a consequence 11 new specifications were introduced into the Annex and 19 specifications were adopted as Standards. Special effective and applicable dates for 5.1.4 are shown in the adjacent column. The Council recommended that those States that are able to implement the substance of 5.1.4 do so as soon as it is feasible and practicable before the applicable date.	19 December 1985 19 March 1986 19 May 1986 19 October 1987 19 December 1987

<i>Amendment</i>	<i>Source(s)</i>	<i>Subject(s)</i>	<i>Adopted Effective Applicable</i>
7 (4th Edition)	Proposals of the Committee on Unlawful Interference with the assistance of the Aviation Security Panel and Council action in pursuance of Assembly Resolution A26-7	This amendment includes: a) a reorganization of the chapters of the Annex directed at a rationalization of the sequence of objectives, obligations and necessary actions relating to organization, preventive security measures and management of response; b) the introduction of important new provisions to reflect developments and assist States in confronting new situations which arose from grave acts of unlawful interference against civil aviation, since the last revision of Annex 17 in 1985; and c) the amendment or fine tuning of existing provisions consequential to a) and b), as well as to reflect the experience gained in the implementation of such measures.	22 June 1989 30 October 1989 16 November 1989
8 (5th Edition)	Proposals of the Committee on Unlawful Interference with the assistance of the Aviation Security Panel (AVSECP) and Council action in pursuance of Assembly Resolution A27-7	This amendment includes the introduction of important new provisions in relation to the comprehensive security screening of checked baggage, security control over cargo, courier and express parcels and mail, variations to procedures relating to security programmes, pre-flight checks of international aircraft, and measures relating to the incorporation of security consideration into airport design for the purpose of assisting States in the consistent and uniform implementation of such measures.	11 September 1992 16 December 1992 1 April 1993
9 (6th Edition)	Proposals of the Committee on Unlawful Interference with the assistance of the Aviation Security Panel (AVSECP) and Council action in pursuance of Assembly Resolution A31-4	This amendment includes the introduction of new provisions in relation to the pre-employment checks and capabilities of persons engaged in implementing security controls, baggage accountability and authorization, measures to be applied to catering supplies and operators' stores and supplies, tests for programme effectiveness, and need for notification to the State of known or presumed destination of aircraft under a seized condition.	12 November 1996 31 March 1997 1 August 1997
10 (7th Edition)	Proposals of the Aviation Security Panel (AVSECP) and Council action in pursuance of Assembly Resolution A33-1	This amendment includes the introduction of various definitions and new provisions in relation to the applicability of this Annex to domestic operations, international cooperation relating to threat information, appropriate authority, National Aviation Security Committee, national quality control, access control, passengers and their cabin and hold baggage, in-flight security personnel and protection of the cockpit, code-sharing/collaborative arrangements, Human Factors and management of response to acts of unlawful interference. The status of a number of specifications was changed to Standards.	7 December 2001 15 April 2002 1 July 2002
11 (8th Edition)	Proposals of the Committee on Unlawful Interference with the assistance of the Aviation Security Panel (AVSECP) and Council action in pursuance of Assembly Resolution A35-9	This amendment includes provisions to further clarify the wording of existing Standards and Recommended Practices (SARPs) to facilitate both their common interpretation by Contracting States and their ease of auditing under the ICAO Universal Security Audit Programme (USAP). The amendment addresses the following: applicability of Annex 17; reinforcement of national civil aviation security control programme provisions; in-flight security officers (IFSOs); general aviation and aerial work; one-stop security concept for passengers and baggage; risk assessment concept; security for all-cargo operations; and definitions.	30 November 2005 10 April 2006 1 July 2006

<i>Amendment</i>	<i>Source(s)</i>	<i>Subject(s)</i>	<i>Adopted Effective Applicable</i>
12 (9th Edition)	Proposals of the Committee on Unlawful Interference with the assistance of the Aviation Security Panel (AVSECP) and Council action in pursuance of Assembly Resolution A36-20	This amendment includes provisions to further strengthen Standards and Recommended Practices in order to address new and emerging threats to civil aviation. The amendment includes the following: deployment of security equipment; security of air traffic service providers; training programmes and instructor certification system; random and unpredictable security measures; supply chain security; security for all-cargo operations; cyber threats; and definitions.	17 November 2010 26 March 2011 1 July 2011
13	Proposals of the Committee on Unlawful Interference with the assistance of the Aviation Security Panel (AVSECP), the recommendations of the 2012 High-level Conference on Aviation Security, and Council action in pursuance of Assembly Resolution A37-17.	This amendment includes a revision to access control measures with respect to persons other than passengers. The amendment also introduces a definition of and security requirements for transfer cargo and high-risk cargo, and establishes common baseline measures for cargo carried on passenger and all-cargo aircraft.	13 November 2012 15 March 2013 15 July 2013
14	Proposals of the Committee on Unlawful Interference with the assistance of the Aviation Security Panel (AVSECP), and Council action, in pursuance of Assembly Resolution A38-15.	This amendment includes a definition of unpredictability in relation to the implementation of security controls. It also includes a new Standard on appropriate screening methods for cargo and mail, and new Recommended Practices on international cooperation, landside security, security awareness training, oversight of external security service providers, and critical information and communications technology systems.	26 February 2014 14 July 2014 14 November 2014
15 (10th Edition)	Proposals of the 27th Meeting of the Aviation Security Panel (AVSECP/27) with the assistance of the Working Group on Annex 17 (WGA17).	This amendment includes a definition of behaviour detection in relation to the implementation of security controls. It also includes new/revised provisions on landside security, behaviour detection, innovation in aviation security and Man-Portable Air Defence Systems (MANPADS). In addition, the wording of existing provisions related to the conduct of risk assessments and measures relating to cyber threats have been revised for added clarity and improved readability.	23 November 2016 3 April 2017 3 August 2017
16	Proposals of the 28th Meeting of the Aviation Security Panel (AVSECP/28) with the assistance of the Working Group on Annex 17 (WGA17)	This amendment includes a reference to Aviation Security Training Packages. It also includes new/revised provisions on information sharing, measures relating to passengers and cabin baggage, measures relating to cargo, mail and other goods, and cyber threats.	14 March 2018 16 July 2018 16 November 2018
17 (11th Edition)	Proposals of the Thirtieth Meeting of the Aviation Security Panel (AVSECP/30) with the assistance of the Working Group on Annex 17 (WGA17).	This amendment includes revised definitions; it also includes new and/or revised provisions on: vulnerability assessments; information sharing between States and stakeholders; training programmes and certification systems; access control; staff screening; and other editorial amendments.	25 November 2019 30 March 2020 30 July 2020

CHAPTER 1. DEFINITIONS

Acts of unlawful interference. These are acts or attempted acts such as to jeopardize the safety of civil aviation, including but not limited to:

- unlawful seizure of aircraft,
- destruction of an aircraft in service,
- hostage-taking on board aircraft or on aerodromes,
- forcible intrusion on board an aircraft, at an airport or on the premises of an aeronautical facility,
- introduction on board an aircraft or at an airport of a weapon or hazardous device or material intended for criminal purposes,
- use of an aircraft in service for the purpose of causing death, serious bodily injury, or serious damage to property or the environment,
- communication of false information such as to jeopardize the safety of an aircraft in flight or on the ground, of passengers, crew, ground personnel or the general public, at an airport or on the premises of a civil aviation facility.

Aerial work. An aircraft operation in which an aircraft is used for specialized services such as agriculture, construction, photography, surveying, observation and patrol, search and rescue, aerial advertisement, etc.

Aircraft security check. An inspection of the interior of an aircraft to which passengers may have had access and an inspection of the hold for the purposes of discovering suspicious objects, weapons, explosives or other dangerous devices, articles and substances.

Aircraft security search. A thorough inspection of the interior and exterior of the aircraft for the purpose of discovering suspicious objects, weapons, explosives or other dangerous devices, articles or substances.

Airside. The movement area of an airport, adjacent terrain and buildings or portions thereof, access to which is controlled.

Background check. A check of a person's identity and previous experience, including criminal history and any other security related information relevant for assessing the person's suitability, in accordance with national legislation.

Behaviour detection. Within an aviation security environment, the application of techniques involving the recognition of behavioural characteristics, including but not limited to physiological or gestural signs indicative of anomalous behaviour, to identify persons who may pose a threat to civil aviation.

Cargo. Any property carried on an aircraft other than mail, stores and accompanied or mishandled baggage.

Certification. A formal evaluation and confirmation by or on behalf of the appropriate authority for aviation security that a person possesses the necessary competencies to perform assigned functions to an acceptable level as defined by the appropriate authority.

Commercial air transport operation. An aircraft operation involving the transport of passengers, cargo or mail for remuneration or hire.

Corporate aviation. The non-commercial operation or use of aircraft by a company for the carriage of passengers or goods as an aid to the conduct of company business, flown by a professional pilot employed to fly the aircraft. (Note that corporate aviation is a subset of general aviation.)

Disruptive passenger. A passenger who fails to respect the rules of conduct at an airport or on board an aircraft or to follow the instructions of the airport staff or crew members and thereby disturbs the good order and discipline at an airport or on board the aircraft.

General aviation operation. An aircraft operation other than a commercial air transport operation or an aerial work operation.

High-risk cargo or mail. Cargo or mail which is deemed to pose a threat to civil aviation as a result of specific intelligence; or shows anomalies or signs of tampering which give rise to suspicion.

Human Factors principles. Principles which apply to design, certification, training, operations and maintenance and which seek safe interface between the human and other system components by proper consideration to human performance.

Human performance. Human capabilities and limitations which have an impact on the safety, security and efficiency of aeronautical operations.

In-flight security officer. A person who is authorized by the government of the State of the Operator and the government of the State of Registration to be deployed on an aircraft with the purpose of protecting that aircraft and its occupants against acts of unlawful interference. This excludes persons employed to provide exclusive personal protection for one or more specific people travelling on the aircraft, such as personal bodyguards.

Known consignor. A consignor who originates cargo or mail for its own account and whose procedures meet common security rules and standards sufficient to allow the carriage of cargo or mail on any aircraft.

Regulated agent. An agent, freight forwarder or any other entity who conducts business with an operator and provides security controls that are accepted or required by the appropriate authority in respect of cargo or mail.

Screening. The application of technical or other means which are intended to identify and/or detect weapons, explosives or other dangerous devices, articles or substances which may be used to commit an act of unlawful interference.

Note.— Certain dangerous articles or substances are classified as dangerous goods by Annex 18 and the associated Technical Instructions for the Safe Transport of Dangerous Goods by Air (Doc 9284) and must be transported in accordance with those instructions. In addition, the Aviation Security Manual (Doc 8973 — Restricted) provides a list of prohibited items that must never be carried in the cabin of an aircraft.

Security. Safeguarding civil aviation against acts of unlawful interference. This objective is achieved by a combination of measures and human and material resources.

Security audit. An in-depth compliance examination of all aspects of the implementation of the national civil aviation security programme.

Security control. A means by which the introduction of weapons, explosives or other dangerous devices, articles or substances which may be used to commit an act of unlawful interference can be prevented.

Security inspection. An examination of the implementation of relevant national civil aviation security programme requirements by an airline, airport, or other entity involved in security.

Security restricted area. Those areas of the airside of an airport which are identified as priority risk areas where in addition to access control, other security controls are applied. Such areas will normally include, *inter alia*, all commercial aviation passenger departure areas between the screening checkpoint and the aircraft, the ramp, baggage make-up areas, including those where aircraft are being brought into service and screened baggage and cargo are present, cargo sheds, mail centres, airside catering and aircraft cleaning premises.

Security test. A covert or overt trial of an aviation security measure which simulates an attempt to commit an unlawful act.

Transfer cargo and mail. Cargo and mail departing on an aircraft other than that on which it arrived.

Unidentified baggage. Baggage at an airport, with or without a baggage tag, which is not picked up by or identified with a passenger.

Unpredictability. The implementation of security measures in order to increase their deterrent effect and their efficiency, by applying them at irregular frequencies, different locations and/or with varying means, in accordance with a defined framework.
