International Civil Aviation Organization

WORKING PAPER

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

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Agenda Item 3: Global Aviation Security Plan

ELEVATING AVIATION SECURITY AND FACILITATION WITHIN ICAO

(Presented by The United States, Australia, Brazil, Canada, New Zealand, Qatar, South Africa, United Arab Emirates, and the International Air Transport Association)

SUMMARY

The evolving threat environment in which civil aviation operates demonstrates the need for aviation security and facilitation to be properly prioritized and resourced. This working paper highlights the need for ICAO to re-evaluate the priority of aviation security and facilitation within the organization and to elevate the portfolio accordingly. It is proposed that ICAO conduct a feasibility study on establishing an Aviation Security and Facilitation Bureau under a zero nominal growth budget and to determine what benefits such a Bureau could bring to ICAO and its Member States.

Action by the High-level Conference on Aviation Security is in paragraph 7.

1.   **INTRODUCTION**

1.1   The passage of United Nations Security Council Resolution (UNSCR) 2309 in September 2016 and the outcomes of the 39th Session of the ICAO Assembly in the same year clarified the need for ICAO and its Member States to secure the global aviation system through sustainable and effective measures. The passage of UNSCR 2309 also opened a window of opportunity for ICAO to re-evaluate the priority of aviation security within the organization and to elevate the portfolio accordingly.

2.   **ORGANIZATIONAL STRUCTURE**

2.1   ICAO's organizational structure has led to great success in fostering a healthy and sustainable global safety culture. This success should be emulated and serve as a model for aviation security. By establishing structural parity between aviation security and safety, ICAO can ensure resources allocated to its aviation security mission and lines of business are directed, managed, and applied without competing for priority within a multidisciplinary Bureau.

2.2   The actions taken by ICAO during the current triennium to assist Members States in implementing Annex 17 Standards and Recommended Practices (SARPs) have been noteworthy. These actions have included: the development and adoption of the Global Aviation Security Plan (GASeP); passage of Amendment 16 to Annex 17; appointment of additional aviation security Regional Officers; and the continued use and review of the Universal Security Audit Programme (USAP), Aviation Security

Improvement Plans (ASIPs), and use of the Aviation Security Training Center (ASTC) network. However, greater efficiency, productivity, and accountability regarding ICAO's aviation security resources can be achieved through a restructuring that establishes a Director within a dedicated Security and Facilitation Bureau with a direct reporting line to the Secretary General.

2.3   The pace and evolution of threats to aviation continue to accelerate. However, it was only in 2017 that Standard 4.4.1 was amended to require passenger screening for explosives. The threat and vulnerability associated with explosive devices has been widely accepted since at least 2001. Under a Security and Facilitation Bureau, ICAO would be better equipped to advocate for more timely and proactive security policies that meet the UNSCR 2309 call for "all States to work within ICAO to ensure that its international security standards are reviewed and adapted to effectively address the threat posed by terrorist targeting of civil aviation."

3.   **SHARED EQUITIES, COORDINATION AND ADVOCACY**

3.1   A Director dedicated to security and facilitation could engage on issues with equivalent influence and authority as other Bureau Directors. This would ensure that where there are shared equities between Bureaus (e.g., cybersecurity, remotely piloted aircraft systems, crisis management, and conflict zone/airspace issues), aviation security expertise can be fully leveraged.

3.2   As more autonomy is given to Regional Directors to set their agendas, it is essential to maintain equal Bureau authority at ICAO Headquarters to ensure alignment between regional work plans and ICAO's global strategies. Moreover, a Bureau Director can ensure that security is incorporated into ICAO regional events, such as Directors General meetings, and that security policies, guidance and communications are handled uniformly across all regions.

3.3   A dedicated Director of Aviation Security and Facilitation would also elevate the level of advocacy for aviation security matters. One example where Director-level leadership would be beneficial is unfulfilled Assembly Resolutions. Such resolutions date back as far as the 35th Assembly when Council was requested to ensure the long-term financial sustainability of the USAP by integrating its activities into the Regular Program Budget as quickly as possible. Similar Assembly Resolutions urging the Council to support the long-term sustainability of the Aviation Security Action Plan (now the GASeP) by continuing to incorporate funding requirements into the Regular Budget by the end of 2013 also remain unfulfilled.

4.   **FISCAL RESPONSIBILITY**

4.1   In a time of a zero nominal budget growth, it is not expected or desired that ICAO seeks additional funding to achieve structural parity between aviation safety and security. Rather, it is suggested that ICAO reassesses its current budget allocations to determine where existing organizational practices and programs are no longer serving the priorities of Member States and can be reduced or concluded so that funding can be redirected to support new priorities. The United Nations Security Council has made clear that aviation security is a global priority and action by ICAO to adapt its budget accordingly will provide an example for Member States to emulate in responding to emerging threats. In this regard, a new priority for the Secretariat should be to carry out a feasibility study on the creation of an Aviation Security and Facilitation Bureau under a zero nominal growth budget.

4.2   Creation of an Aviation Security and Facilitation Bureau will afford a higher degree of accountability over ICAO's spending practices on security programs and activities. This would provide additional assurances to Member States that resources allocated for aviation security-specific priorities such as USAP audits, ASIPs, and the development of new training and guidance materials are not used for other purposes.

5.   SETTING AN ORGANIZATIONAL GLOBAL BASELINE FOR AVIATION SECURITY

5.1   By prioritizing aviation security and facilitation through restructuring the organization, ICAO will set an important example and precedent for Member States to emulate. Many Member States confront this same prioritization issue within their respective governments as security is often a subordinate element of safety agencies. ICAO's efforts to raise security to the level of safety and manage these priorities equally will provide a model for future governance and encourage Member States in establishing aviation security organizations that are of equal importance to their aviation safety counterparts.

5.2   There will be challenges to overcome when carrying out such a restructuring to include: realigning funding without negatively affecting other essential priorities; redefining leadership roles and responsibilities within the new and existing bureaus; and ensuring this structural change provides efficiencies. However, ICAO should not be dissuaded by these challenges or the reality that the desired end state may not be achievable in a single action. Division of an existing Bureau with multidisciplinary responsibilities into two specialized Bureaus would create more focused portfolios and enable ICAO to meet its strategic objectives.

6.   CONCLUSION

6.1   The evolving threat environment in which civil aviation operates demonstrates the need for aviation security and facilitation to be properly prioritized and resourced. This was clearly outlined in UNSCR 2309. ICAO's success in meeting its mission to develop global aviation security policies and Standards depends on appropriately positioning security within the organization.

7.   ACTION BY THE HIGH-LEVEL CONFERENCE

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

a)   Recognize the benefits of establishing parity between aviation security and safety within the ICAO organizational structure;

b)   Request the ICAO Council to direct the Secretariat to carry out a feasibility study and examine any existing proposals to determine options for establishing an Aviation Security and Facilitation Bureau under a zero nominal growth budget. This would require consideration of how financial resources might be redirected;

c)   Request the Secretariat seek input from Member States as part of that feasibility study;

d)   Request the feasibility study be completed with sufficient time for the Council to review it and make a decision prior to the 40th Assembly; and

e) Request that, should the ICAO Council determine the establishment of an Aviation Security and Facilitation Bureau would be in the best interests of ICAO and its Member States, a Resolution is drafted for consideration by the 40th Assembly.

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