

Aviation Security Panel (AVSECP)

Fourteenth Meeting

Montreal, September 3 to 6, 2002

Agenda Item 4:

Security Programme Zone for General Aviation Facilities at Airports

(Presented by the International Business Aviation Council)

Summary

Annex 17 does not differentiate between air transport on the one hand and general aviation and aerial work operations on the other. The High Level Ministerial Conference on Aviation Security recognized this problem and recommended that Annex 17 be amended to reflect the differences.

Annex 17 provides for establishment of Security Restricted Areas at airports. Designation of Security Restricted Areas for small aircraft general aviation environments would be very costly and overly restrictive. An alternative level of security protection is needed.

This Working Paper recommends establishment of Security Programme Zones as a supplement to Security Restricted Areas at airports. Such 'Zones' would be established by Airport Authorities when a Security Restricted Area is not warranted based on the nature of the security threat.

Action by the AVSECP is in paragraph 6.

1. Purpose

1.1 This Working Paper proposes a concept for a level of security at an airport that will supplement the SARP definition and requirement for Security Restricted Areas. The proposal is made pursuant to the recommendation of the High Level

Ministers Conference on Aviation Security to develop security provisions specific to general aviation.

2. Background

2.1 Following the tragic events of September 2001, ICAO convened a number of meetings, the purpose being to enhance the protection of international civil aviation from future acts of unlawful interference. The ICAO Assembly, in particular, directed a number of urgent activities, including the convening of the Aviation Security Panel and the constitution of a High Level Ministerial Meeting.

2.2 Papers were presented at these meetings relevant to the problems associated with Annex 17 in respect to general aviation. Both the International Business Aviation Council (IBAC) and the International Aircraft Owners and Pilots Association (IAOPA) presented papers that pointed out the discrepancies and made recommendations to amend Annex 17 to ensure more realistic and effective security measures.

2.3 In response to the interventions of IBAC and IAOPA, the High Level Ministerial Conference concluded that:

“3.1 (g) since General Aviation operations are very different from commercial air transport operations, they warrant separate measures within ICAO SARPS and/or guidance material;”

2.4 Following the Ministerial Conference, the issue of SARPS for general aviation was addressed briefly by AVSECP/13. It was agreed that potential changes to the SARPS would be discussed at AVSECP/14. It was also agreed that a Security Threat Assessment for the general aviation sector would serve as the basis for proposed changes to Annex 17.

2.5 Security Threat Assessments have been completed for:

1. Corporate Aviation, and
2. General Aviation and aerial work.

2.6 The Security Threat Assessment for Corporate Aviation had many conclusions, one of which was:

The concept of a “Security Program Zone” applicable to corporate aviation operations could be introduced to complement the “Security Restricted Area” employed in commercial air transport operations.

2.7 Furthermore, the Security Threat Assessment stated that:

It was recognized that corporate aviation security procedures must ensure that no unscreened passengers are introduced into a Security Restricted Area.

3. Annex 17 Provisions for Security Areas

3.1 Annex 17 defines and provides for the establishment of Security Restricted Areas at an airport (S4.7.1). These areas “....will normally include, *inter alia*, all passenger departure areas between the screening area and the aircraft,etc”.

3.2 Annex 17 specifies applications for a Security Restricted Area as follows:

4.7.1 Each Contracting State shall ensure that security restricted areas are established at each airport serving international civil aviation and that procedures and identification systems are implemented in respect of persons and vehicles.

4.7.2 Each Contracting State shall ensure that appropriate security controls, including background checks on persons other than passengers granted unescorted access to security restricted areas of the airport, are implemented.

There are no specific provisions for a level of security outside these designated areas.

3.3 Some Contracting States refer to these areas as ‘sterile areas’.

4. Limitations Related to the Security Restricted Area

4.1 Annex 17 provisions for Security Restricted Areas were likely intended to be applied to commercial air transport operations. Such provisions would be restrictive, costly and difficult to govern in a general aviation environment, where pilots and passengers require access to their own or private aircraft. Similar difficulties are encountered at small airports, and for commercial operations at remote airports, where full security-screening provisions, normally provided for large aircraft commercial operations, are not warranted.

4.2 The vast number of general aviation airports, and general aviation areas on larger airports, create considerable challenges for security authorities and airport operators, who must decide which areas are to be designated as Security Restricted Areas, with the considerable resource implications associated with managing such areas. There is no alternative to a Security Restricted Area, so all other terminal/FBO facilities and /or airside areas would be, by default, non-designated areas of the airside of an airport (implying that these are not secure).

4.3 Examples of the problem are found at many airports where security authorities and airport operators have either declared general aviation areas as 'not secure' or have designated the complete general aviation airport as a Security Restricted Area. For example, at Le Bourget in Paris, a business aviation airport, security authorities are proposing procedures per a Security Restricted Area. Similar procedures are in place at Chicago, Meigs Field.

4.4 In essence the SARPS provide for all or nothing. On the one hand, the 'all' is too restrictive and resource demanding for general aviation environments, and the 'nothing' does not satisfy either security demands or reality at most of the world's airports. Given that general aviation facilities have, in most cases, good security programmes in place, this can be reflected in the standards, providing an alternative to a Security Restricted Area.

4.5 The solution would be to create a level of security somewhere between the 'all' or 'nothing'.

5. Security Programme Zone

5.1 Good security is important to general aviation. Corporations operating aircraft have always imposed a high level of security as an inherent reason for establishing a flight department. Security programmes are often managed by experienced security professionals. Fixed Base Operators (FBOs) establish security programmes to protect their facilities, their own and visiting aircraft. Flying clubs and training operators routinely provide security to protect their investment and members.

5.2 General Aviation facilities and airside apron areas are managed by private sector organizations that have the ability and staff to effectively manage all aspects of its operation, including security. The areas of larger airports dedicated to general aviation, or complete general aviation airports such as Le Bourget, can be assigned to responsible entities to manage a security programme for their respective facilities and apron area. The security programmes should be established to satisfy the security demands of the location.

5.4 The security programme of a general aviation area should not normally be as restrictive as a Security Restricted Area, but would provide for more security than an undesignated area.

5.5 A Security Programme Zone can be defined as:

Airside zone of an airport into which access is controlled through application of a security programme established by a private entity operator, as assigned by the appropriate airport authority. Such zones

may include, inter alia, Corporate Flight Department facilities, Fixed Base Operations, training establishments and small commercial terminals, as determined by the airport authority.

5.6 Application in Annex 17 is proposed as follows:

Recommendation. – *Each Contracting State should ensure that Security Programme Zones are established at general aviation areas of airports where traffic levels warrant security provisions.*

5.7 Security Restricted Areas should be established around the commercial terminals to protect the traveling public and the vast national and international air transport infrastructure. The definition of a Security Restricted Area should be changed as follows (changes in bold):

*Airside areas of an airport into which access is controlled to ensure security of civil aviation. Such areas will normally include, inter alia, **all commercial** passenger departure areas between the screening checkpoint and the aircraft, the ramp, baggage make-up areas, cargo sheds, mail centers, airside catering and aircraft cleaning premises.*

6. Recommendation

6.1 Changes to Annex 17 are recommended as follows:

- a) Add definition for Security Programme Zone per Paragraph 5.5.
- b) Add Recommendation to Section 4.7 with respect to applicability of Security Programme Zones per Para 5.6.
- c) Change definition for Security Restricted Area per Paragraph 5.7.