ASAMBLEA — 38º PERÍODO DE SESIONES

COMITÉ EJECUTIVO

Cuestión 13:   **Seguridad de la aviación — Política**

PROPUESTA DE HOJA DE RUTA PARA FORTALECER LA SEGURIDAD MUNDIAL DE LA CARGA AÉREA

(Nota presentada por Alemania, Arabia Saudita, Australia, Bélgica, Canadá, China, Estados Unidos, Federación de Rusia, Japón, Jordania, Líbano, Nueva Zelandia, Reino Unido, Senegal, Singapur, Sudáfrica, Suiza, Consejo Internacional de Aeropuertos, Asociación Global Express, Asociación del Transporte Aéreo Internacional, Asociación Internacional de Carga Aérea, Unión Postal Universal y Organización Mundial de Aduanas)

RESUMEN

Para apoyar la función de la OACI en el mejoramiento de la seguridad de la carga aérea, el Grupo de trabajo sobre seguridad de la carga aérea (WGACS) del Grupo de expertos sobre seguridad de la aviación ha elaborado una hoja de ruta que articula actividades fundamentales emprendidas por partes interesadas internacionales y contribuciones hacia el fortalecimiento de la seguridad mundial de la carga aérea frente a las amenazas de interferencia ilícita.[1] Las iniciativas se identifican dentro de amplias áreas de acción con referencia a las estrategias primordiales pertinentes articuladas en la Estrategia global de la OACI sobre seguridad de la aviación (ICASS) (véase A38-WP/13).

Decisión de la Asamblea: Se invita a la Asamblea a que respalde la hoja de ruta para fortalecer la seguridad mundial de la carga aérea como marco general de las actividades en marcha y convenga en que se actualice continuamente para reflejar las más recientes novedades.

Objetivos estratégicos:	La presente nota de estudio se relaciona con el Objetivo estratégico B — *Seguridad de la aviación.*
Repercusiones financieras:	No se requieren recursos adicionales.
Referencias:	A38-WP/12 – Resultados de la Conferencia de alto nivel sobre seguridad de la aviación A38-WP/13 – La Declaración sobre seguridad de la aviación y la estrategia global de la OACI sobre seguridad de la aviación (ICASS)

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[1]   Esta nota de estudio y la hoja de ruta adjunta se aplican tanto a la seguridad de la carga aérea como a la seguridad del correo. Para fines de brevedad, las referencias se hacen generalmente a la carga aérea con alguna referencia específica al correo. Debería entenderse que las referencias a la carga aérea abarcan el correo.

1.   **INTRODUCCIÓN**

1.1   El complot del 29 de octubre de 2010 para introducir artefactos explosivos improvisados (IED) en la cadena de suministros de la carga aérea ilustró las vulnerabilidades del sistema mundial de seguridad de la carga aérea, que fueron explotadas por terroristas. El complot puso de manifiesto la necesidad de contar con medidas de colaboración de los Estados miembros para fortalecer las actuales medidas de seguridad de la carga aérea de forma que sean coordinadas y rigurosamente aplicadas internacionalmente, así como coherentes y prácticas, sin afectar negativamente al comercio internacional.

1.2   Desde 2010, los Estados miembros y las partes interesadas de la aviación han trabajado en forma diligente para formar una visión contemporánea de la amenaza contra la seguridad de la carga aérea y las formas más eficaces de fortalecer los controles de seguridad para mitigar dicha amenaza. El grupo de trabajo sobre seguridad de la carga aérea (WGACS) del Grupo de expertos sobre la seguridad de la aviación se constituyó en abril de 2011 y está integrado por representantes de Estados miembros, organizaciones como la Organización Mundial de Aduanas y la Unión Postal Universal y órganos de la industria como la Asociación del Transporte Aéreo Internacional y la Asociación Global Express.

1.3   Con más de cinco reuniones desde junio de 2011, el Grupo de expertos sobre seguridad de la aviación ha trabajado a través del WGACS, así como con su grupo de trabajo sobre el Anexo 17 y su grupo de trabajo sobre textos de orientación, con interesados clave en esfuerzos de colaboración tendientes a mejorar la seguridad de la carga aérea, incluyendo el fortalecimiento de normas y métodos recomendados (SARPS) básicos sobre seguridad.

1.4   La Conferencia de alto nivel sobre seguridad de la aviación, de la OACI, celebrada del 12 al 14 de septiembre de 2012 en Montreal, adoptó y respaldó un conjunto de principios sobre seguridad de la carga aérea y del correo, para constituir una piedra fundamental para la adopción de medidas por parte de la OACI y de todos los interesados a efectos de asegurar la cadena de suministros de la carga aérea y del correo. Con posterioridad, el 15 de julio de 2013, entró en vigor la Enmienda 13 de las *Normas y métodos recomendados internacionales — Seguridad de la aviación —* Protección de la aviación civil internacional contra actos de interferencia ilícita (Anexo 17 al *Convenio sobre Aviación Civil Internacional*), que incluyó principalmente SARPS relativos a la seguridad de la carga aérea, enmienda acompañada del correspondiente nuevo texto de orientación en la Enmienda 1 de la octava edición del *Manual de seguridad de la aviación* (Documento 8973/8).

1.5   El fortalecimiento del marco de seguridad mundial de la carga aérea es una tarea de múltiples facetas que debería considerar no solamente las normas reglamentarias, los métodos recomendados y la orientación convencionales sino también herramientas mejoradas como los desarrollos tecnológicos y la información. Los Estados miembros, observadores e interesados clave, tanto a título individual como en colaboración, continúan avanzando en una considerable labor para mejorar los resultados en materia de seguridad de la carga aérea a través de una diversa gama de actividades. Estas comprenden la afinación de normas y documentos de orientación, la impartición de instrucción, ofertas y participación para la creación de capacidad, la búsqueda de oportunidades para alinear y armonizar requisitos y la elaboración de tecnología, herramientas y técnicas avanzadas de evaluación de riesgos.

1.6   Si bien la labor inicial ya ha producido buenos resultados es importante que los interesados permanezcan comprometidos en el procedimiento de continuar fortaleciendo los arreglos de seguridad de la carga aérea. Luego de la introducción de enmiendas de normas y procesos, la concentración principal en los meses venideros debería darse en la aplicación coordinada de esas medidas.

2. **HOJA DE RUTA**

2.1   Para reunir toda esta labor y en apoyo de la dirección política de la Conferencia de alto nivel sobre seguridad de la aviación de la OACI en cuanto al mejoramiento de la seguridad de la carga aérea (véase A38-WP/12), el WGACS ha elaborado la Hoja de ruta ("Roadmap") para fortalecer la seguridad mundial de la carga aérea, que figura en el Apéndice A (en inglés únicamente).

2.2   En la hoja de ruta se articulan actividades clave emprendidas por partes interesadas internacionales así como contribuciones al fortalecimiento de la seguridad mundial de la carga aérea frente a las amenazas de interferencia ilícita. Las iniciativas se identifican dentro de amplias zonas de acción a que se hace referencia en las estrategias primordiales de la Estrategia global de la OACI sobre seguridad de la aviación (ICASS) (véase A38-WP/13). La hoja de ruta también se ajusta a los principios sobre seguridad de la carga aérea y del correo.

2.3   La finalidad de la hoja de ruta es:

   a) articular con claridad el enfoque multifacético que se está aplicando a través de un complejo sistema con múltiples participantes;

   b) identificar relaciones, sinergias y oportunidades para la colaboración internacional;

   c) promover un entendimiento de las funciones y responsabilidades, a menudo interconectadas, que todas las partes interesadas desempeñan; y

   d) fomentar el impulso continuo del proceso identificando la condición de las actividades y alentando la planificación para el futuro.

2.4   La hoja de ruta es un documento "viviente" que será examinado y actualizado periódicamente para reflejar los progresos en la materia.

2.5   Se invita a la Asamblea a respaldar la Hoja de ruta para fortalecer la seguridad mundial de la carga aérea como marco general de las actividades en marcha y convenir en que se actualice continuamente para reflejar las novedades más recientes.

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APPENDIX

ROADMAP TO STRENGTHEN GLOBAL AIR CARGO SECURITY

The Roadmap articulates the key activities underway or completed by international stakeholders that contribute to a strengthening of global air cargo security outcomes. Its purpose is to:
a) clearly articulate the multi-faceted solution being progressed across a complex system with multiple stakeholders;
b) identify linkages, synergies and opportunities for international collaboration;
c) promote an understanding of the roles and responsibilities that all stakeholders play; and
d) encourage momentum in the process by identifying status of activities and encouraging forward planning.

This Roadmap should be reviewed periodically to reflect new and progressing activities.

This Roadmap is applicable to air cargo and mail security. For the purpose of brevity the generally refers to air cargo with some specific references to mail. References to air cargo should be taken to include mail.

Overarching Goal A global air cargo system that is more secure against the threat of unlawful interference.

Overview of Action Areas and Objectives

ACTION AREA	Threat and Risk	Standards, Recommended Practices and Guidance	Advance Information	Technology, Tools and Communication	Capacity Development	Facilitation and International Cooperation
OBJECTIVE	*To better understand, describe and communicate the threat and risk posed to and by air cargo and promote a consistent approach to estimating risk.*	*To develop a common set of strengthened air cargo security standards (with (associated recommended practices and guidance) the adoption of which would lead to a more secure global air cargo system*	*To promote the evaluation of systems based on common principles for transmitting, receiving and assessing advance cargo information allowing early intervention where high risk scenarios are identified.*	*To promote the development, deployment and proficient use of appropriate cargo screening technology and other tools that enhance cargo security or communication of cargo security information.*	*To promote the uptake of and proficiency in administering air cargo security standards in countries with developing systems, with the ultimate aim of all Contracting States securing cargo at origin.*	*To support cargo facilitation through efficient and aligned supply chain security arrangements. To promote international cooperation at all levels.*

A-2

Detailed Activities Contributing to the Action Areas

Threat and Risk		
To better understand, describe and communicate the threat and risk posed to and by air cargo and promote a consistent approach to estimating risk.		
Relationship to the ICAO Comprehensive Aviation Security Strategy – Strategic Focus Area 1: Addressing new and existing threats; Strategic Focus Area 3: Promoting the sharing of information amongst and within member States to raise awareness of threats and aviation security trends.		
Activity	**Lead Contributors**	**Status**
Production of an Aviation Security Global Risk Context Statement.	ICAO Working Group on Threat and Risk ICAO Aviation Security Panel	Complete. First and second editions endorsed by AVSEC Panel in March 2012 and March 2013 respectively.
Production an assessment paper titled "Threats and Risks to and from the Air Cargo System".	ICAO Working Group on Threat and Risk	Complete. Report back to AVSEC Panel, March 2012.
Concept of high risk cargo developed, identifying key attributes for identification through a practical definition.	ICAO Working Group on Threat and Risk ICAO Working Group on Air Cargo Security ICAO Working Group on Annex 17 ICAO Aviation Security Panel	Complete. Definition of high risk cargo incorporated into Annex 17 as part of Amendment 13.
Standards, Recommended Practices and Guidance		
To develop a common set of strengthened air cargo security standards (with associated recommended practices and guidance) the adoption of which would lead to a more secure global air cargo system.		
Relationship to the ICAO Comprehensive Aviation Security Strategy – Strategic Focus Area 2: Promoting innovative, effective and efficient security approaches.		
Activity	**Lead Contributors**	**Status**
Develop Principles on Air Cargo and Mail Security.	ICAO Working Group on Air Cargo Security ICAO AVSEC Panel	Complete. Endorsed by the ICAO High-Level Conference on Aviation Security, September 2012.
Preparation of new Standards and Recommended Practices for inclusion in Annex 17 as Amendment 13: - Definition of High Risk Cargo and Mail - Transfer cargo and mail - Passenger / all-cargo aircraft controls.	ICAO Working Group on Air Cargo Security ICAO Working Group on Annex 17	Complete. Effective from 15 July 2013.
Preparation of new Standards and Recommended Practices for inclusion in Annex 17 as Amendment 14.	ICAO Working Group on Air Cargo Security ICAO Working Group on Annex 17	New draft Standard 4.6.8bis endorsed by AVSEC Panel, April 2013, and subsequently the Council. This will be included in Amendment 14 to Annex 17.
Evolution of new Universal Postal Union mail security standards.	Universal Postal Union	Compliance with mail security standards has been incorporated by UPU Congress into the UPU Convention. Compliance with these standards is mandatory from 2014 onwards.

Preparation of new guidance material on Amendment 13 for inclusion in Document 8973.	ICAO Working Group on Air Cargo Security ICAO Working Group on Guidance Material	Complete. Effective from 15 July 2013.
Development of a better understanding of different air cargo and mail security regimes worldwide	ICAO Working Group on Air Cargo Security ICAO AVSEC Panel	Survey of WGACS and AVSECP members and observers complete, giving illustrative snapshot of current implementation of air cargo and mail security requirements in different national contexts. Paper on results to be tabled at 25th AVSECP Meeting, March 2014.
Development of supply chain security approaches in air cargo and mail security	ICAO Working Group on Air Cargo Security ICAO Working Group on Guidance Material ICAO Secretariat WCO Secretariat	Framework of best practices in air cargo and mail supply chain security developed. To be reviewed by ICAO Secretariat for consistency with the latest guidance material, and incorporated into the next revision of guidance material, for Member States to consult in developing their own secure supply chain programmes. (See also activities under Facilitation and International Cooperation.)

Advance Information
To promote the evaluation of systems based on common principles for transmitting, receiving and assessing advance cargo information allowing early intervention where high risk scenarios are identified.

Relationship to the ICAO Comprehensive Aviation Security Strategy – Strategic Focus Area 2: Promoting innovative, effective and efficient security approaches.

Activity	Lead Contributors	Status
Development of common approaches to using advance cargo information for aviation security purposes.	WCO Technical Expert Group on Air Cargo Security ICAO Working Group on Air Cargo Security Global Express Association	The WCO Technical Expert Group on Air Cargo Security and ICAO Working Group on Air Cargo Security have considered the results of on-going pilot programmes being conducted at the national level in some Member States. This remains work in progress and is included on the work programme for the ICAO Working Group on Air Cargo Security. A number of Member States and industry participants are involved in pilot projects with advance cargo information, to inform future developments.

Development and rollout of postal advance information model and programme.	Universal Postal Union	The Universal Postal Union has established an Interim Group on Advance Information Requirements to develop a data model for providing advance information for security purposes. The Universal Postal Union has trialled a system (Customs Declaration System, or CDS) that can be used to provide advance information for both fiscal and security purposes.

Technology, Tools and Communication
To promote the development, deployment and proficient use of appropriate cargo screening technology and other tools/systems that enhance cargo security or communication of cargo security information.

Relationship to the ICAO Comprehensive Aviation Security Strategy – Strategic Focus Area 2: Promoting innovative, effective and efficient security approaches; Strategic Focus Area 3: Promoting the sharing of information amongst and within member States to raise awareness of threats and aviation security trends.

Activity	Lead Contributors	Status
Progressive introduction of the electronic Consignment Security Declaration (e-CSD).	International Air Transport Association	Pilot activities have been conducted in a number of countries with encouraging results.
Alignment between IATA and ICAO documentation for confirming security status of air cargo.	International Air Transport Association ICAO Working Group on Air Cargo Security	Complete. The requirements of the IATA e-CSD and the ICAO Consignment Security Declaration have been harmonized and included in the latest guidance material (Amendment 1 to Document 8973/8).
Development of an ICAO Secretariat-WCO Secretariat Joint Training Brochure in all six UN languages, to provide an introduction on air cargo security and facilitation.	WCO Secretariat ICAO Secretariat	Complete. To be released at 38th ICAO Assembly, 2013.

Capacity Development
To promote the uptake of and proficiency in administering air cargo security standards in countries with developing systems, with the ultimate aim of all Contracting States securing cargo at origin.

Relationship to the ICAO Comprehensive Aviation Security Strategy – Strategic Focus Area 5: Improving human factors and security culture; Strategic Focus Area 6: Promoting global compliance and establishing sustainable aviation security oversight capability of States; Strategic Focus Area 7: Emphasizing the importance of security amongst States and stakeholders.

Activity	Lead Contributors	Status
Development of a focussed international strategy for air cargo security capacity development.	ICAO Aviation Security Panel ICAO Secretariat ICAO Working Group on Air Cargo Security	In September 2012 the ICAO High-Level Conference on Aviation Security supported further development of the strategy. Proposed for consideration by AVSECP in 2013.

		A paper towards a capacity development strategy for air cargo security is being developed by Working Group on Air Cargo Security members.
Development and piloting of the IATA Secure Freight initiative.	International Air Transport Association	Standards and guidance have been progressively developed to support the Secure Freight programme. Pilot activities have been conducted in a number of countries with encouraging results.

Facilitation and International Cooperation

To support cargo facilitation through efficient and aligned supply chain security arrangements. To promote international cooperation at all levels.

Relationship to the ICAO Comprehensive Aviation Security Strategy – Strategic Focus Area 2: Promoting innovative, effective and efficient security approaches; Strategic Focus Area 6: Promoting the development of mutual recognition for aviation security processes

Activity	Lead Contributors	Status
Potential to harmonise requirements between WCO's Authorised Economic Operator (AEO) and ICAO's Regulated Agent (RA) / Known Consignor (KC) regimes.	WCO Secretariat ICAO Secretariat ICAO Working Group on Air Cargo Security WCO Technical Expert Group on Air Cargo Security	Draft Terms of Reference (TORs) facilitate a Joint AEO and RA/KC Pilot Project have been prepared. On-going analysis of tabular comparison of the RA/KC and AEO regimes.
Strengthening cooperation and collaboration between the Facilitation Panel (FALP) and AVSECP.		AVSECP, based on WGACS's detailed consideration, has prepared consolidated comments on air cargo facilitation amendments in Amendment 24 to Annex 9 for consideration by the Air Transport Committee (ATC).
Preparation and implementation of ICAO-WCO Joint Action Plan as a follow-up to ICAO-WCO Joint Communiqué from the Joint Conference on Enhancing Air Cargo Security and Facilitation- Synergy through Cooperation.		Draft Joint Action Plan prepared and considered by ICAO Working Group on Air Cargo Security and WCO Technical Expert Group on Air Cargo in first half of 2013. ICAO and WCO Secretariats to work on prioritising activities in the Joint Action Plan.
Developing an ICAO -WCO Joint Training Module to provide an introduction/understanding on air cargo security and facilitation.	WCO Secretariat ICAO Secretariat	Training module being prepared in 2013 with anticipated pilot workshop in 2014.

| Potential to harmonise requirements between UPU's postal security requirements (in Standards S58 and S59) and ICAO's air cargo and mail security requirements (in Annex 17 SARPs). | ICAO Secretariat ICAO Working Group on Air Cargo Security UPU Secretariat | ICAO and UPU Secretariats to work out policy issues on relationship between the ICAO's and UPU's respective air cargo and mail security regimes, and also on developing a more detailed comparison of the two regimes. |

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