



International Civil Aviation Organization

WORKING PAPER

DGP/29-WP/10

23/8/23

English only

DANGEROUS GOODS PANEL (DGP)

TWENTY-NINTH MEETING

Montréal, 13 to 17 November 2023

Agenda Item 11: Other business

REPORT OF THE ICAO/UNIVERSAL POSTAL UNION CONTACT COMMITTEE

(Presented by the Secretary)

SUMMARY

The Sixth ICAO-UPU Contact Committee Meeting was convened in Montreal from 28 to 29 June. The report of the meeting is attached in the appendix to this working paper.

The DGP is invited to discuss the contents of the report and to identify any issues that need the committee's attention.

DGP/29-WP/10
Appendix
English only

APPENDIX

REPORT OF THE ICAO/UNIVERSAL POSTAL UNION CONTACT COMMITTEE



SIXTH ICAO-UPU CONTACT COMMITTEE MEETING

**Montreal, Canada
28-29 June 2023**

REPORT

1. Opening of the meeting and introduction of participants

The Sixth ICAO-UPU Contact Committee (CC) meeting was opened by the ICAO Co-Chair Mr. Nico Smit of the Civil Aviation Authority of South Africa. Mr. Smit welcomed all the physical and virtual participants, and provided an overview of the challenging times and relevance that aviation and mail are facing to keep delivering safe and reliable services worldwide. Growing e-commerce, supply chain, and digitalization among others, are new challenges that will shape the future. The UPU Co-Chair, Mr. Peter Rendina from the United States Postal Inspection Service (USPIS) stated that new solutions are required and collaboration and cooperation between ICAO and UPU were critical to achieve common objectives. The meeting was attended by twenty-one physical and thirty virtual participants. The list of attendees is provided in Appendix A.

2. Report of the 5th ICAO-UPU CC meeting

The Postal Co-Chair provided a summary of the report of the Fifth ICAO-UPU CC meeting and was endorsed by the members.

3. Report of the CC3 meeting (UPU)

The UPU Secretariat provided a summary of the report of the First Quadrilateral Contact Committee Coordination (4C3) meeting. The 4C3 promoted dialogue amongst UPU, IATA, ICAO, and WCO, and created an initial understanding on the goals, objectives and work plans of each of the CCs. The meeting provided the first steps towards a more collaborative environment to capitalize on identified synergies and reduce common challenges.

It was anticipated the meeting would continue, the location to be rotated annually. Future work would include databases provided by IATA for synergies and harmonization with the Dangerous Goods Search Tool (DGST), more collaboration with regional offices, coordination on common areas of concern, joint paper on ETOEs to be put forward to POC-CA for consideration, and free trade zone compliance.

4. Dangerous Goods and Countermeasures (USPIS)

The USPIS provided an overview of the hazardous materials (Hazmat) programme in the United States. The scope is restricted to limited quantities and consumer commodities. One focus is on lithium batteries shipped with USPS, noting that lithium batteries which exceed 100Wh are prohibited in the mail.

Hazmat not detected at international service centers (ISCs) but later discovered abroad, and e-commerce shipments, were the most common occurrences. Most awareness and compliance challenges came from individual and medium size shippers. Measures taken to reduce the number of incidents included implementation of control measures in every layer of the process to identify, segregate and process hazmat; training, campaigns to educate customers to offer proper shipments, reporting and enforcement.

It was noted that the U.S. had implemented an internal database system to report domestic incidents, and an external entities system for international incidents intended mainly for foreign postal offices and airlines.

5. Equipment containing lithium batteries (ECLBs)

The United States and Croatia provided an update on ECLBs.

The ECLB Expert Team (ECLB ET) was established in 2020 to examine the requirements for Designated Postal Operators (DPOs) to obtain an ECLB certification, and to identify and analyze difficulties encountered in achieving such certification. It was explained that only 35 of the UPU 192 Member States have been approved by their CAAs and that surveys had been drafted to understand the difficulties of DPOs in getting those approvals.

The ECLB ET is in the process of developing a regional mentorship programme to assist those DPOs that have not been approved to navigate the certification process.

At the next Postal Security Group (PSG) meeting two proposed changes for endorsement will be discussed - a review of article 19 to address issues relating to seizure of ECLB during transit, and an update of article 19 to include formal documentation of the prohibition of items bearing lithium battery marks.

Future plans include an expansion of the group to include participation by both UPU DOs and ICAO CAA members; discussions on strengths, weaknesses, opportunities and threats restricting the movement of used ECLB in the postal supply chain; and further development and extension of the ECLB ET mentorship initiative.

Japan expressed its concern about the activities of the ECLB ET regarding equipment containing lithium batteries, in particular reviewing article 19 of the Universal Postal Convention to include formal wording regarding lithium battery marks. *“Paragraph 1.2 of article 19 of the Universal Postal Convention states “Exceptions to the prohibitions contained in this article are set out in the Regulations”. Based on this provision, detailed conditions for acceptance of letter-post items and parcels containing lithium batteries installed in equipment are stipulated in article 19-007 of the Convention Regulations, in reference to packing instructions given in the ICAO Technical Instructions”*. In reviewing article 19 of the Convention, Japan confirmed the necessity to be mindful to ensure future flexibility to provide for the possibility to expand the scope of exceptionally acceptable lithium batteries, where necessary, too much detail such as lithium battery marks in the Convention should not be included.

It was noted that articles 19-003 to 19-007 within the Convention Regulations that address dangerous goods are based on the ICAO Technical Instructions.

The UPU International Bureau mentioned that they had sought information from DPOs in Europe regarding ECLB challenges. Many DPOs have chosen not to be certified due to the challenging process including air carriers refusing ECLBs even though the DPO is ECLB certified. Sometimes an ECLB has been discovered in transit and then destroyed, raising questions why a transit DPO is getting involved.

The ICAO Secretariat suggested that a paper could be presented to the Dangerous Goods Panel (DGP) in November of 2023 to raise all these concerns.

6. Proposed UPU Convention Regulation revisions to be presented in the 2023 Extra-Ordinary Congress

The UPU International Bureau (IB) provided an overview of the proposed amendment to the UPU Convention regulations. A proposal in response to the integrated product plan (the framework in the guidance that relates to the UPU product portfolio) is looking to limit the use of registered mail products to documents only, and to introduce mandatory tracking for these products.

If approved by Congress, any admissible dangerous goods would no longer be admissible as registered items (e.g. infectious substances), but they would still be allowed as letter post or parcel post. Guidance on regulations for infectious substances might need to be reviewed as well.

7. ETOEs and hybrid scenarios – USPS

The United States Postal Service (USPS) provided information on Extra-Territorial Offices of Exchange (ETOEs) and hybrid scenarios, and answered a number of questions that IATA had asked the UPU.

It was explained ETOEs are a commercially oriented office or facility operated by or in connection with a Designated Operator (DO) in a State other than its State of origin. ETOEs are granted International Mail Processing Centre (IMPC) codes through the UPU. The list of codes is maintained and published by the UPU. Only offices registered as ETOEs in the IMPC list are recognized by the UPU and all “UPU-recognized” ETOEs must have an IMPC code. ETOEs are not allowed to operate as Designated Operators (DOs) but they are allowed to issue CN documents if approved by the host State legislation. DOs are responsible for the safety and security programmes of their ETOEs established in other States, however, security screening is usually carried out under the legislative framework of the host State.

It was explained that hybrid scenarios were creating many problems for airlines especially with multi-leg types of shipments. An overly simplified example would be to combine cargo processes with Air Way Bill (AWB) documentation and mail processes with CN documentation during interline transfers to circumvent regulations on cargo especially in ETOEs.

ETOEs and IMPC codes are of big concern for UPU. IATA and UPU set up an expert team to address issues in hybrid scenarios, but progress has been slow. ICAO noted that the UPU could provide a working paper for the next Dangerous Goods Panel (DGP) meeting on ETOEs and possible amendments to the Technical Instructions.

8. Digitalization (ICAO)

ICAO provided an overview of the digitalization programme. Four main challenges have been identified by ICAO that must be addressed to implement digitalization in the air transportation system: mitigation of cargo safety and security risks in the air cargo supply chain in the face of growing demand, increasing costs, slow modernization, and public health risks of communicable diseases.

It was suggested a trust architecture offering modern cryptography and authentication could facilitate electronic data and document exchange, and therefore could enhance safety, security, and operational efficiencies.

It was recognized that the current ICAO provisions are the foundation for a mutual recognition trust framework to avoid duplication of security controls. Some States and regions have implemented trust framework programmes but there are challenges that ICAO still faces to help other member States.

ICAO is working with other UN agencies on developing the necessary alignments to move from a paper-based system to a digital environment. In practical terms, a hybrid model of paper-based and verifiable credentials technology would be more realistic.

It was queried about a pilot programme and partners. ICAO replied that digitalization pilot programmes have been tested among many States, enterprises and international organizations, mainly IATA, and there was an increased interest in the issue.

9. SIMBA – a Blockchain based solution to enhance the air transport of mail – La Poste Groupe, France

France's La Poste Groupe provided an overview of SIMBA - Simplify Importation Mechanism via Blockchain Application - a mobile application project aimed at tackling cross borders issues for posts and customs.

A new international framework for security, tax and customs regulations was implemented by the European Union in 2021. The main issues identified within the postal stream were capabilities, responsibilities and data quality. These weaknesses implied impacts for posts and consumers.

It was explained that in the Blockchain process each stakeholder was accountable for their own responsibilities. The main benefits for the customer included data exchange platform, smart contracts, real time monitoring system, real time alerts system, and full traceability. SIMBA could

be used to coordinate not only with customs, but also with security and safety actors in the supply chain. Dangerous goods detection could be considered later for inclusion in this technology.

10. Security

a. Update on AVSECP (ICAO)

ICAO provided an overview of the latest developments in aviation security.

The main threats identified by the Working Group on Threat and Risk (WGTR) were Improvised Explosive Devices (IEDs), attacks using Unmanned Aircraft Systems (UAS), attacks from a distance at airports in conflict zones, and cyber threats.

At the 34th meeting of the Aviation Security Panel (AVSECP) the main topics of discussion were threats and risks to civil aviation, guidance material, and technical advice to States.

It was stated that the third edition of the Moving Air Cargo Globally document published jointly by ICAO and WCO was expected to be published by July 2023.

France queried the PLACI regime and ICAO's involvement with it. ICAO replied that PLACI is a European system, but it could be considered later by ICAO if mandated by the Council.

b. Cybersecurity (ICAO)

ICAO provided an overview of ICAO's work on Aviation Cybersecurity.

It was explained that new technologies and digitalization could potentially impact safety and security of civil aviation. ICAO has addressed cybersecurity with international legal instruments, Standards and Recommended Practices (SARPs), and ICAO's Assembly Resolutions.

It was explained that ICAO's AVSECP conducts periodic reviews of the Aviation Cybersecurity Strategy and Action Plans and develops provisions and procedures for the purpose of safeguarding civil aviation against cyberthreats among other functions. AVSECP is currently conducting a gap analysis on cybersecurity in Annex 17.

c. Air Cargo and Mail Security (ICAO)

ICAO provided an overview of the ICAO Implementation Support and Development Security Programme (ISD-SEC) relating to cargo and mail.

It was explained that several ICAO Annexes and documents refer to cargo and mail including provisions for high-risk cargo or mail. ISD-SEC aims to implement targeted training and assistance to address identified aviation security deficiencies for those States in need, and for those States who wish to build their capabilities to sustain effective implementation. ISD-SEC also supports key regional initiatives to develop and implement a strong security culture. It is important to note that ICAO ISD-SEC has different partnership and cooperation with several entities globally except UPU. ICAO is looking forward to working with UPU in this regard.

11. Remotely Piloted Aircraft Systems (RPAS) and Unmanned Aircraft Systems (UAS)

a. ICAO

ICAO provided an overview of work being conducted related to Unmanned Aircraft Systems (UAS) and Remotely Piloted Aircraft Systems, (RPAS).

Unmanned Aircraft (UA) can be categorized from a risk perspective in Open, Specific, and Certified Categories.

- Certified Category is the most complex category with amendments being developed for most of the ICAO Annexes. The scope of these operations is predominantly international/IFR operations similar to conventional aviation.
- Specific Category falls in the middle and the ICAO UAS Model Regulations for this category provide a means to issue various certificates to support these more complex operations.
- In the Open Category, ICAO has specific Model Regulations, which have been developed using a compilation of existing UAS regulations from several States, to establish a basic regulatory framework for less complex UAS operations.

In collaboration with industry and academia, ICAO is also working on UAS Traffic Management (UTM) to facilitate greater numbers of UAS in the lower airspace. UTM will maintain safety and facilitate integration with the existing aviation system.

In relation to Advanced Air Mobility operations the newly established ICAO Advanced Air Mobility Study Group (AAM SG) will develop a roadmap on how ICAO should

address the AAM ecosystem, including Vertical Take-Off/Landing aircraft, and how to move forward to support the industry.

It was queried about standardization of software for geo-fences. ICAO replied that CAAs could establish geo-fences or geo-cages requirements based on operational risks, and most manufacturers have those capabilities built-in already.

ICAO also explained that from an RPAS perspective, for RPAS conducting international operations and for which Annex 8 and Annex 6, Part IV will apply, security of cargo and mail would be no different than it would be on a conventional aircraft, unless otherwise indicated in Annex 17. For other UAS which are not currently addressed in the ICAO Annexes, further consideration of necessary requirements and/or guidance needs to be done.

b. Posten Bring

Posten Bring informed the meeting of a drone delivery project in a rural area in Norway that could revolutionize the industry of autonomous transport systems.

49 flights were conducted without any incidents, resulting in a transportation time reduction of 34%, and a 76% reduction of CO₂ emissions compared to using a car on the same route.

Drone operations were approved by Norway's CAA. Procedures were based on risk analysis (airspace and routes) and minimize risk and potential damages in case of incidents.

c. Royal Mail

The Royal Mail from the United Kingdom provided an update on two main drone activities it has been conducting since 2022.

Drones have been serving remote areas of the UK. Due to cost pressures, the Royal Mail reevaluated its strategy and activities specially over the funding. They are currently outsourcing and working with a supplier that is undertaking some of the Royal Mail's activities. Drones will now have a smaller payload of 10 Kg.

A new partner supported by the UK government will serve islands 40 miles off the coast of Cornwall using fully electric drones and with a bigger payload of up to 200 Kg.

d. ACSL

ACSL, a Japanese company manufacturer of drones, provided an overview of a drone delivery project with Japan Post. An imbalance in the demand and supply of labour, aging infrastructure, and explosion in logistics due to the e-commerce boom, were some of the reasons behind this project.

One of the early operations was delivery of a small parcel in a rural mountainous area near Tokyo. It was noted that driving on mountain roads for such a delivery was an inefficient use of Japan Post human resources. The local post office maintains the drone and operations are handled centrally in Tokyo. Type-certificated vehicles and type-certificated operations allow beyond visual line of sight operations over populated areas, more efficient flight plans, and reach further locations.

12. UPU Alternative Transport – Last Mile Delivery

UPU IB provided a presentation on possible applications of drones for the Post, and the kind of scenarios that should be considered before implementation. Delivery of postal items in rural areas, delivery to difficult-to-reach locations, delivery in the final 50 feet specially in high-density population areas, and on-demand and rapid delivery programmes, were scenarios identified for potential implementation. Plans for 2023 include establishing a working group for the Last Mile Delivery Programme including drones, identifying needs and priorities of DPOs, and collecting information on current pilot projects and implementations to establish best practices.

13. ICAO-UPU CC Work Plan

A 10-item work plan proposal to identify common interests was discussed and agreed.

- i. Reconstitution of the Contact Committee (CC)
- ii. Joint biennial ICAO-UPU workshops
- iii. Increased collaboration with the civil aviation sector through participation in joint working groups
- iv. ECLB certification among DOs
- v. Collaboration with regards to the UPU Dangerous Goods Search Tool (DGST)
- vi. Extraterritorial Offices of Exchange (ETOEs)
- vii. Regulated agent certification
- viii. PLACI guidelines
- ix. Global Postal Model for transit and transshipment of mail

- x. Support for paper-free transport process

14. Presentation on SCG-SWG

The ICAO Secretariat provided an overview of the Safe Carriage of Goods Specific Working Group of the Flight Operations Panel (FLTOSP/SCG-SWG) and its relevance to the work of the ICAO-UPU CC. The SCG-SWG is a multidisciplinary group that integrates the expertise of the FLTOSP with other disciplines such as cargo safety (including dangerous goods), airworthiness, safety and risk management, and security and facilitation; to deliver a holistic approach to the safe carriage of goods. It was noted that one of the current problems the SCG-SWG is working on “*Dangerous goods risks introduced by entities in the cargo supply chain*”, is relevant to the work of the UPU.

15. AOB

The 7th ICAO-UPU CC meeting will take place in Bern, Switzerland, tentatively scheduled for June 2024.

Recognizing that this was the last meeting Dr. Katherine Rooney would attend before her retirement, the UPU acknowledged her contribution to the work of the joint Contact Committee and her efforts to ensure the safety and security of the supply chain through her countless years of work with the UPU.

The ICAO and UPU Co-chairs closed the meeting.

APPENDIX A

List of Attendees

Aviation Representatives

State	Representative	Physical	Virtual
Brazil	Leonardo Cascardo	✓	
Canada	Adam Culligan	✓	
Canada	Vicki Whalen	✓	
South Africa	Nicholas N. Ramathuthu		✓
South Africa	Nico Smit	✓	
Switzerland	Rosanna Cataldo		✓
United States	Keith Ranck	✓	
United States	Michael Givens		✓
United States	Warren Miller		✓
ICAO Secretariat	Ander Oquillas Muñoz	✓	
ICAO Secretariat	Cortney Robinson		✓
ICAO Secretariat	Fernando Cardoso Coelho	✓	
ICAO Secretariat	Katherine Rooney	✓	
ICAO Secretariat	Mark Wuennenberg		✓
ICAO Secretariat	Virgilio Alegría Magos	✓	

Postal Representatives

State	Representative	Physical	Virtual
Australia	John Pyrros		✓
Brazil	Mauricio Correa		✓
Canada	Cinderella Tiqui	✓	
Canada	Curtiss Leary	✓	
Canada	David Russell	✓	
Canada	Stephanie Glover	✓	
Croatia	Tomislav Sulentic		✓
France	Christelle Defaye-Geneste	✓	
France	Christophe Perreira	✓	
Georgia	Nugzar Bregvadze		✓
Germany	Oliver Jeserich		✓
Germany	Torsten Lusky		✓
Italy	Anna LanFranco		✓
Italy	Daniela Albanese		✓
Italy	Valentina Santoro		✓
Italy	Vincenzo Aurelio		✓

Japan	Kamibayashi Sakae		✓
Japan	Mina Nakamura		✓
Japan	Satoshi Washiya		✓
Japan	Shinji Tazaki		✓
Japan	Yoko Watanabe		✓
Netherlands	Bettina Heemskerk - Gubler	✓	
Norway	Kristine Løvflaten Koslung		✓
Russian Federation	Oleg Syromyatnikov		✓
Russian Federation	Olga Zakharova		✓
Spain	Cristina Cuerda		✓
United States	Felix Alvarez		✓
United States	Gerald Gales	✓	
United States	Mike Brancato	✓	
United States	Peter Chandler	✓	
United States	Peter Rendina	✓	
UPU Secretariat	Dawn Wilkes	✓	
UPU Secretariat	Jan Bojnansky		✓
UPU Secretariat	Javier Garcia		✓
UPU Secretariat	Zoran Stevanovic		✓

Observers

State	Attendee	Physical	Virtual
Japan	Christopher Thomas Raabe		✓