



DGP-WG/18-IP/1
20/9/18

DANGEROUS GOODS PANEL (DGP) WORKING GROUP MEETING

Montréal, 1 to 5 October 2018

Agenda Item 10: Other business

REPORT OF THE ICAO/UNIVERSAL POSTAL UNION (UPU) CONTACT COMMITTEE MEETING HELD ON 2 MARCH 2018 IN BERNE, SWITZERLAND

(Presented by the Secretary)

SUMMARY

This information paper provides the report of the report of the ICAO/Universal Postal Union (UPU) Contact Committee Meeting held on 2 March 2018 in Berne, Switzerland.



POSTAL OPERATIONS COUNCIL

Committee 1 (Supply Chain Integration)

Postal Security Group (PSG)

Report of the POC C 1 Postal Security Group ICAO-UPU Contact Committee

Report by the Chairman

(Agenda item 2)

1 Subject	References/paragraphs
Report of the ICAO-UPU Contact Committee meeting held on 2 March 2018 in Berne.	§§ 1 to 15
2 Decision expected – Take note of the report.	§§ 1 to 15

I. Opening of the meeting and adoption of the agenda
(POC C 1 PSG ICAO–UPU CC 2018.1–Doc 1)

1 The meeting was opened by UPU Co-Chair David Bowers, of the United States, who shared background information on the efforts to create the contact committee, from the perspective of his previous role as security programme manager at the International Bureau. Mr. Abdel Ilah Bousseta, UPU Director of Postal Operations, welcomed the group, and shared his appreciation for the contact committee coming together after years of planning, and also expressed his confidence that the committee will be valuable in addressing concerns of mutual interest. ICAO Co-Chair for the committee, Mr. Eric Gillett of the United Kingdom, also welcomed the committee to the first meeting. Brief introductions were provided by all committee members and observers. Members and observers represented Australia, Canada, France, Japan, Netherlands, Singapore, South Africa, Spain, Switzerland, United Kingdom, United States of America, and the secretariats of ICAO and UPU.

2 The ICAO Secretariat, Dr. Katherine Rooney, provided a presentation on ICAO’s history, structure, mission, and activities. The International Bureau, Mr. Tripp Brinkley, shared an overview of the UPU’s history, membership, activities, and concerns in terms of aviation safety and security.

3 Minor changes to the agenda were announced: PowerPoint presentations would accompany agenda items two and three. Switzerland proposed a short discussion after agenda item 2 regarding implementation of existing provisions. The slightly modified agenda was adopted.

II. Terms of reference of the ICAO–UPU Contact Committee

(POC C 1 PSG 2017.1–Doc 6. Annex 1)

4 There was significant discussion regarding points in the proposed terms of reference. Based on active committee input, a modified terms of reference document was drafted and endorsed. The proposed changes will be reviewed by legal counsel of both the UPU and ICAO, and, if additional changes are necessary, the revised version will be presented for adoption at the next meeting of the contact committee.

5 A discussion was initiated on objectives stated within the Terms of Reference, and status of implementation already in place, with a goal of assessing the committee members' understanding of existing ICAO provisions that apply to mail and cargo. Screening was one topic of interest. It was acknowledged that screening mail for security threats may be different from screening cargo. It was suggested that attention be given to creating a specific screening training and processes unique for postal items. Undeclared dangerous goods are a particular problem, as screening for improvised explosive/incendiary devices may not disclose undeclared hazardous goods. Another challenge is posed by postal services provided in extremely remote locales—many of which are accessible only by small aircraft. These areas are not always supplied with electricity, and security screening may therefore be difficult prior to initial transport by aircraft. These areas are typically dependent on the Post for necessities to sustain their communities or operations. Existing UPU security standards for postal operators include requirements for security screening, and also include ICAO references.

6 The ICAO Co-Chair shared experience from the United Kingdom, where extensive work has been completed in the area of dangerous goods. The UK allows consumer quantities of dangerous goods to be transported domestically via the Post, with limits commensurate with those allowed in passenger carry-on luggage. The co-chair offered to provide a presentation on the topic at a future meeting. He also mentioned that one manufacturer exploring automated detection of lithium batteries is interested in partnering to improve screening capabilities for mail and cargo. It was suggested that the next ICAO-UPU CC meeting be held in a location which will facilitate an on-site visit to a postal screening operation. Canada offered to arrange a visit to an office of exchange, if the next meeting is to be held in Montreal at ICAO Headquarters.

7 Deliverable (ICAO & UPU): Finalize Terms of Reference

III. Electronic Advance Data

7 Canada and the UPU International Bureau presented on the current UPU global postal model for electronic advance data (EAD). Postal electronic messages exchanged within the data flows used for EAD have increased, from 2 million in 2012, to 500 million in 2017, which represents approximately 80% of postal volume. It was explained that in relation to pre-loading advance cargo information (PLACI) the well-known 7 data elements are available but that the +1 (air waybill number) is lacking as a postal air waybill is not in place. Of the eight data flows in the postal model, primary concerns include Flows 3 (CUSRESP) and 4, which comprise the response from Customs to indicate that a security risk assessment has been completed and/or a request for information (RFI), request for additional screening (RFS), or Do Not Load (DNL) command. The necessity of an "assessment complete" message was questioned. The consensus of the UPU delegates was that an assessment complete message is unnecessary, and a time limit for a RFI, RFS, or DNL is preferred. It was agreed this is an issue where collaboration and agreement with ICAO would be valuable. ICAO Secretariat stated that results from ongoing pilot projects would be discussed in the Working Group on Air Cargo Security later this month. It was also expressed that there would be benefit in harmonizing models used for mail and cargo. The necessity for appropriate response protocols was also acknowledged.

IV. Lithium Batteries

8 The UPU secretariat provided a presentation on lithium batteries and other dangerous goods in the post, relevant UPU regulations and standards, employee and consumer awareness efforts, and work underway to address the challenges of hazardous materials. A significant challenge stems from the typically strong privacy requirements for postal items. Unlike cargo, in many States there are prohibitions on intrusive screening of postal items, and, in some countries the privacy protections extend to even compilation of sender/addressee

data. These requirements complicate screening and intelligence-based risk assessments. Of the 192 UPU member states, only 26 have obtained CAA approval to accept and transport postal items containing lithium batteries. Each country and postal operator reserves the right to determine what they will or will not accept in the Post, and many Posts have deemed lithium batteries to be undesirable in their postal supply chain. Methods to identify lithium batteries in mail—from direct inquiry to mailers to x-ray screening—were discussed. It was suggested that the UPU International Bureau conduct a survey to compile data on posts that have obtained CAA approval to carry lithium batteries, those currently in or planning to seek approval, and those that have no interest in seeking approval. ICAO members assured assistance to encourage 100% compliance with responding to the survey

9 Deliverable (UPU): Prepare, disseminate, and compile a survey to assess lithium battery status for UPU postal operators

10 The UPU Customs Declaration System (CDS) was discussed, with information provided on the operational capabilities to identify, and automatically reject, some postal item content descriptions based on keywords unique to prohibited dangerous goods. ICAO offered to provide a list of items of concern for inclusion in CDS. The UPU's online training platform for postal operators, TrainPost, was also discussed. ICAO expressed an interest in reviewing dangerous goods training material. It was suggested that the contact committee collaborate on best practices and training products. Information on UPU regional training workshops was provided, and ICAO suggested there would be benefit in involving the CAA in the location of UPU workshops.

11 Deliverable (ICAO): Provide a list of dangerous goods for inclusion in the UPU CDS

12 Deliverable (ICAO & UPU): Collaborate on best practices and training products

V. Expansion of permissible quantities of dangerous goods in the post

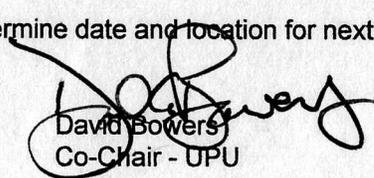
13 The ICAO co-chair presented a document proposing to expand the permissible quantities of dangerous goods in the post, to eliminate the incongruity of restrictions pertaining to airmail and passenger luggage. The document included statistical information on 32,000 items intercepted from international mail over a six-week test period, which shows that 92% of dangerous goods removed from the mailstream were comprised of consumer quantities of perfume, nail polish, aerosols, and lithium batteries. The paper posited that the resources expended on these mostly benign materials could be better utilized to focus on proven hazards including inadmissible lithium batteries. In the resulting discussion, it was stated that, before relaxing international regulations pertaining to dangerous goods, additional work must be accomplished to eliminate grey areas and inconsistencies in dangerous goods controls currently in place among the various postal operators. Domestic consideration to allow limited quantities of dangerous goods in the post was discussed, and the importance of collaboration between posts and civil aviation authorities was stressed.

VI. Any other business

14 The UPU Chair solicited input on content, location, and method of future meetings (virtual or physical). There was discussion on a possible virtual meeting in late 2018, and a physical meeting in spring, 2019 - possibly in conjunction with an ICAO Aviation Security meeting. Dates will be distributed when possible.

15 Deliverable (ICAO & UPU Chairs/Secretariat): Determine date and location for next meeting

Berne, 19 May 2018


David Bowers
Co-Chair - UPU