Section 3

AVIATION SECURITY FRAMEWORK

September 2004

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3   European aviation security framework

3.1   Summary

National Aviation Security Programme Development Status (November 2003)

- The majority of States already had a national aviation security programme (NASP) in place prior to Regulation (EC) No 2320 / 2002. These were mostly introduced during the 1990s as a result of the Lockerbie bombing in 1988.

- The States have reviewed their national aviation security programmes to reflect the new requirements of the Regulation.

- All 18 States have completed the development of their national aviation security programmes.

- In general the new security programmes have been subject to broad consultation with a wide range of key stakeholders in each State.

- The new national aviation security programmes have already been implemented and are being complied with in 10 States. Compliance is expected early in 2004 for the remaining 8 States.

NASP Compliance Status

- Responsibility for coordination and ensuring compliance with the NASP rests with either the national Civil Aviation Administration (12 States) or the relevant government department for aviation (6 States).

- The majority of the States have completed their national aviation security quality control programmes.

- Nine States confirmed that their civil aviation security quality control programmes have already been enforced. The remaining 9 States expect to enforce their quality programmes early in 2004.

- Security audits have already been undertaken at 22 airports in 10 States. Most of these audits took place in the first half of 2003.

- The majority of States have supplementary national aviation security legislation. Some of them have extended the common requirements set in the Regulation. Examples include the air marshal programme in Germany and Switzerland.

Security related responsibility

- Responses to the security questionnaires issued as part of this study were received from airports and carriers representing **55%** and **56%** of European air traffic respectively. From the responses, the security related responsibilities are as follows:

  - Airport security - the airport is generally responsible for airport security, with the exception of background checks on staff IDs and external public areas. Some of the activities can be carried out by a combination of private firms and police services.

  - Terminal surveillance, airside and perimeter patrols - these are predominantly the responsibility of the police services and private security companies.

  - Aircraft security – protection of aircraft is primarily the responsibility of the carrier. This includes searching and checking of the aircraft.

  - Passenger and baggage screening - this is a carried out by a combination of airport, police services and private security companies. The performance of these activities is almost equally shared between these parties across the States.

  - Baggage reconciliation and protection - this is generally the responsibility of the carriers.

  - Cargo, courier and express mail – the screening of cargo, courier and express mail is generally the responsibility of the carrier.

  - General aviation - Checks on general aviation users are usually conducted by the airport operator or private security companies. In a few States, the police are responsible for this activity.

Two models for the provision of European aviation security

- There are two basic models for the provision of aviation related security activities within Europe:

  Centralised Model – the main security activities are primarily the responsibility of the State via a government body (CAA, Ministry of Transport, police force, etc). This is broadly the situation in 11 States (Austria, Finland, Germany, Iceland, Italy, Luxembourg, Norway[1], Portugal, Spain, Sweden and Switzerland[2]).

  Decentralised model – the main security activities are provided by the airport authorities under the supervision of the relevant authority (normally the CAA). These activities could either be provided by the airport directly or outsourced to a third party. This is broadly the current situation in 7 States (Belgium, Denmark, France, Greece, Ireland, Netherlands[3] and the UK).

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[1] With the enacting of Regulation EC No. 2320/2002 in May 2004, provision of primary security activities at Norwegian airports is now the responsibility of the airport operator or outsourced to third parties; effectively adopting a more decentralised approach.
[2] In Switzerland, key security responsibilities such as passenger and baggage screening are undertaken by regional police forces.
[3] Note that prior to 1st April 2003, the Netherlands adopted a centralised approach to aviation security.

- Recent changes in how security activities are provided have been seen in the Netherlands. The airports have taken over responsibility for the main activities from 1st April 2003 from the Dutch Border Police. In Norway with the enacting of the Regulation in May 2004, a more decentralised approach is being followed. Greece is also considering transferring responsibility for the provision of the main security activities to the airports.

3.2   Introduction

The two main objectives of this section are to:

• Outline the current status of the national aviation security programme (NASP) for each of the European States in this study, including its design, coordination and implementation.

• Map out those entities responsible for providing aviation security measures and ensuring compliance with Regulation (EC) No. 2320 / 2002.

This section briefly summarises the security regulatory framework in place prior to the introduction of the Regulation and highlights any relevant national legislation relating to aviation security in each State.

In order to properly address the issues in this section, the study surveyed the aviation security representatives from the 18 participating States. Their responses are reflected in this and the following sections of the report.

The original survey was conducted in June and July 2003. Some of the details concerning proposed implementation dates have subsequently been updated following more recent information from the security representatives for each State.

3.3   Prior to the introduction of Regulation (EC) No 2320/2002

All but one of the States had a national aviation security programme (NASP) or similar in force before the introduction of Regulation (EC) No 2320 / 2002 in December 2002. The exception was Luxembourg which has subsequently designed its own programme as required by the Regulation. The following figure summarises when the NASPs were introduced in chronological order.

Figure 3-1: NASPs in force in December 2002

State	Programme Designer	Date
Germany	Ministry of Transport and Ministry of Interior	1973
United Kingdom	Ministry of Transport	1982
Italy	Civil Aviation Administration and Ministry of Interior	Feb 1991
Belgium	Civil Aviation Administration	May 1991
Sweden	Civil Aviation Administration	Jan 1992
Ireland	Ministry of Transport	Mar 1992
Finland	Civil Aviation Administration	1992
France	Ministry of Transport	Jan 1993
Denmark	Civil Aviation Administration	Feb 1994
Netherlands	Ministry of Justice	Jan 1996
Portugal	National Civil Aviation Security Committee	Dec 1996
Norway	Civil Aviation Administration	Dec 1996
Austria	Ministry of Transport	May 1997
Switzerland	Civil Aviation Administration	Aug 2000
Greece	Civil Aviation Administration	Dec 2000
Spain	Airport Authority (Aena)	Feb 2002
Iceland	Civil Aviation Administration	Feb 2002
Luxembourg	No Programme available before Dec 2002	n/a

Source: State security representative questionnaires

Most States introduced their aviation security programmes in the early to mid 1990s with the exception of Germany and the UK which introduced their programmes as early as 1973 and 1982 respectively. The increased threat of terrorism events targeted at air transport, such as the aircraft hijackings experienced in the 1980s and the bombing of Pan Am flight 103 in December 1988, accelerated the introduction of aviation security plans across the European States.

The latest States to introduce national aviation security programmes were Switzerland and Greece in 2000, followed by Iceland and Spain in 2002.

In terms of the organisations responsible for the development of the NASP, half of the programmes were designed by the State's Civil Aviation Administration. Elsewhere, the designing authorities were other central government departments such as the Ministry of Transport, Ministry of Interior and Ministry of Justice.

In Portugal, the programme was designed by a Civil Aviation Security Committee, while in Spain it was designed by the Spanish Airport Authority (Aena) and approved by the State's Civil Aviation Security Committee.

In 2 States, programme design was shared between two different bodies. The German NASP was designed by the Ministries of Transport and Interior, while in Italy it was the responsibility of the Civil Aviation Administration (ENAC) and the Ministry of the Interior.

Figure 3-2: NASP Designers
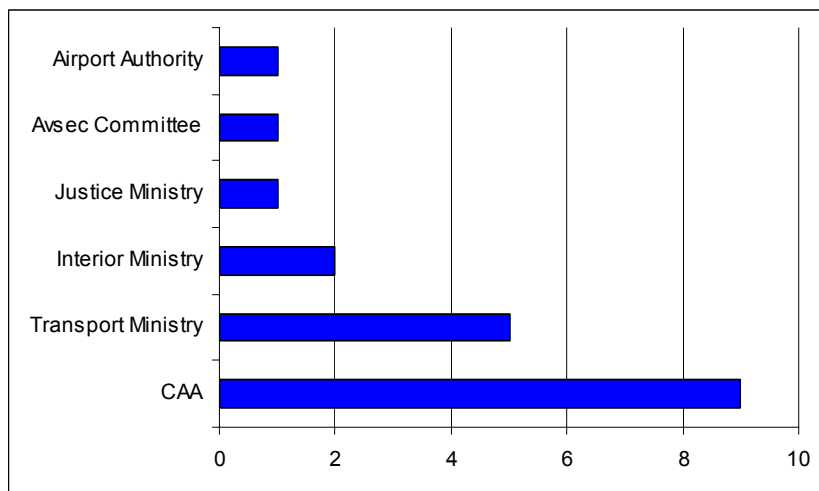
Source: State security representative questionnaires

All respondents, with the exception of Austria, confirmed that their respective NASPs already followed the standards set out in ECAC Doc 30 (they are existing members of ECAC). Austria fulfilled the requirements of the Austrian Federal law on the Protection of Unlawful Acts against the Security of Civil Aircraft.

Most of the States undertook reviews of their programmes in the first half of 2003 to update their NASPs as a result of the introduction of the new EC Regulation.

3.4 National Aviation Security Programme (NASP)

3.4.1 Enforceability

The Regulation requires all States to have a NASP developed and implemented within three months of the entry into force of the new legislation.[4]

All 18 States have designed and approved a new NASP. Most of States have enforced their programmes during the first half of 2003.

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[4] Regulation EC NO 2320/2002, Common rules in the field of civil aviation security

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Figure 3-3: NASP implementation status

State	Date Enforced
Belgium	28/05/1991
United Kingdom	01/01/1996
Switzerland	01/08/2000
Italy	04/03/2003
Spain	11/04/2003
Austria	17/04/2003
Finland	19/04/2003
Germany	19/04/2003
Netherlands	19/04/2003
Portugal	19/04/2003
Denmark	30/05/2003
Sweden	19/07/2003
Greece	30/07/2003
Ireland	01/08/2003
France	31/08/2003
Luxembourg	27/10/2003
Iceland	31/12/2003
Norway	05/05/2004

Source: State security representative questionnaires
Note: NASP implementation status was updated on 12th August 2004.

3.4.2 NASP design

The figure below indicates the organisation or body responsible for designing the Regulation compliant NASP in each State. With the exception of Luxembourg, Portugal and Spain, the same entity has been responsible for designing the NASP both before and after the introduction of the new Regulation.

In Portugal and Spain, the original programmes were designed by the National Civil Aviation Security Committee and the Spanish Airport Authority (Aena) respectively. The respective Civil Aviation Administrations have subsequently taken over responsibility for designing the new NASPs.

Figure 3-4: Regulation compliant NASP designing body

State	Programme Designer	Same as in previous Programme?
Austria	Ministry of Transport	Yes
Belgium	Civil Aviation Administration	Yes
Denmark	Civil Aviation Administration	Yes
Finland	Civil Aviation Administration	Yes
France	Ministry of Transport	Yes
Germany	Ministry of Transport and Ministry of Interior	Yes
Greece	Civil Aviation Administration	Yes
Iceland	Civil Aviation Administration	Yes
Ireland	Ministry of Transport	Yes
Italy	Civil Aviation Administration	Yes
Luxembourg	National Civil Aviation Security Committee	u/n
Netherlands	Ministry of Justice	Yes
Norway	Civil Aviation Administration	Yes
Portugal	Civil Aviation Administration	No
Spain	Civil Aviation Administration	No
Sweden	Civil Aviation Administration	Yes
Switzerland	Civil Aviation Administration	Yes
United Kingdom	Ministry of Transport	Yes

Source: State security representative questionnaires

Eleven of the 18 State programmes are the responsibility of the national Civil Aviation Administration (CAA). A further 6 are under the responsibility of a central government department (e.g. Ministry of Transport, Ministry of Interior or Ministry of Justice). In the case of Luxembourg, the aviation security programme is the responsibility of the National Aviation Security Committee.

Figure 3-5: Designers of NASPs
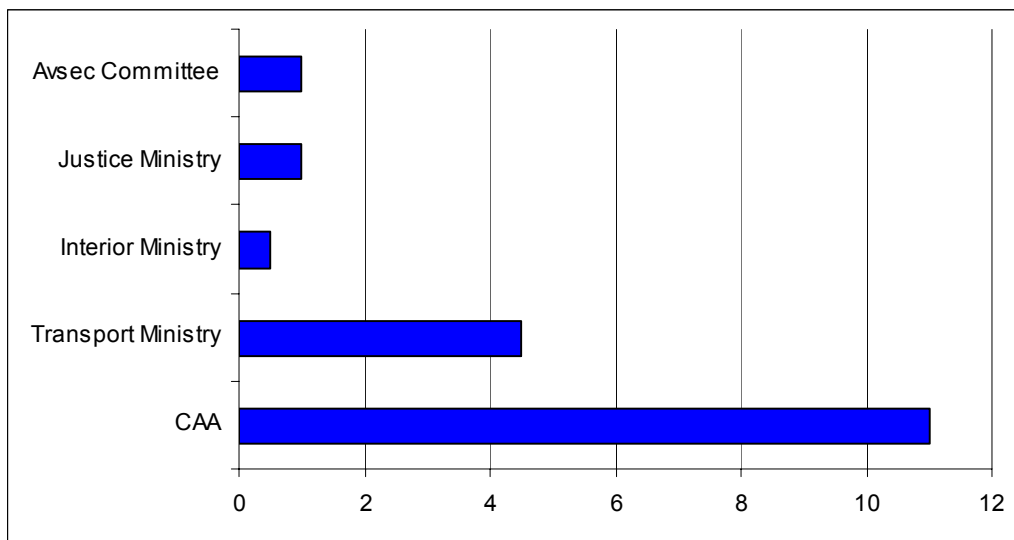
Source: State security representative questionnaires

3.4.3   Public availability of NASPs

Most States treat their national aviation security programme as confidential with availability restricted to the parties involved within the programmes.

Only 2 States, Belgium and Greece advised that they make their respective NASPs publicly available.

3.4.4   Stakeholder consultation

Each of the States confirmed that their NASPs were subject to consultation with an extensive list of stakeholders. Consultees varied widely across central government departments (e.g. Ministries of Transport, Interior, Foreign Affairs, Finance and Justice), security forces and services (e.g. police, Defence Authority, National Security Committee), and broader industry stakeholders (e.g. airports, carriers, air traffic services providers (ATC), cargo forwarders, etc). The figure overleaf shows the number of consulted parties per State.

Figure 3-6: NASP consultees

State	Total consultees	Civil Aviation Administration	Transport Ministry	Interior Ministry	Foreign Affairs Ministry	Finance Ministry/Treasury	Justice Ministry	Police	Armed Forces	National Security Committee	Border Control	Customs	Airports	Air Carriers	Cargo	ATC	Others
Austria	6		√		√							√	√		√	1	
Belgium	6	√	√	√				√					√	√			
Denmark	1							√									
Finland	5							√		√	√	√	√				
France	n/a																
Germany	6	√	√	√							√		√	√			
Greece	6	√	√					√	√				√	√			
Iceland	7		√		√	√	√	√					√	√			
Ireland	2												√	√			
Italy	7	√		√	√			√					√	√			1
Luxembourg	4	√	√					√					√				
Netherlands	6		√	√				√					√	√	√		
Norway	6					√			√				√	√	√		1
Portugal	5							√	√				√	√			1
Spain	8	√		√				√					√	√			3
Sweden	7							√					√	√	√		3
Switzerland	1									√							
United Kingdom	5												√	√	√		2

Source: State security representative questionnaires
Note: Number of French consultees unknown

Switzerland's response stated that they consulted a single body (the National Security Committee). However, it is believed that this group comprised most of the key stakeholders consulted in other States.

In general, airports and carriers have been key parties in the national programme consultation process. In a minority of States, not all of the main carriers were consulted. For example, Spanish carriers Spanair and Air Nostrum stated that they were not consulted by the Spanish CAA (DGAC) during the design of the NASP. Similarly, in Portugal, although the national carrier (TAP Air Portugal) was part of the consultation process, PGA Portugália Airlines was not involved.

The Ministry of Interior (in many States responsible for the national police force) and the police forces themselves have been key consultees during the development of the NASPs.

Other parties involved in the consultations in some States included the airline caterers, ground handlers and other service providers as well as the regulated agents (freight forwarders) and cargo handlers.

An average of 5 parties was consulted in each of the European States during the development of their NASPs.

Figure 3-7: NASP consultees
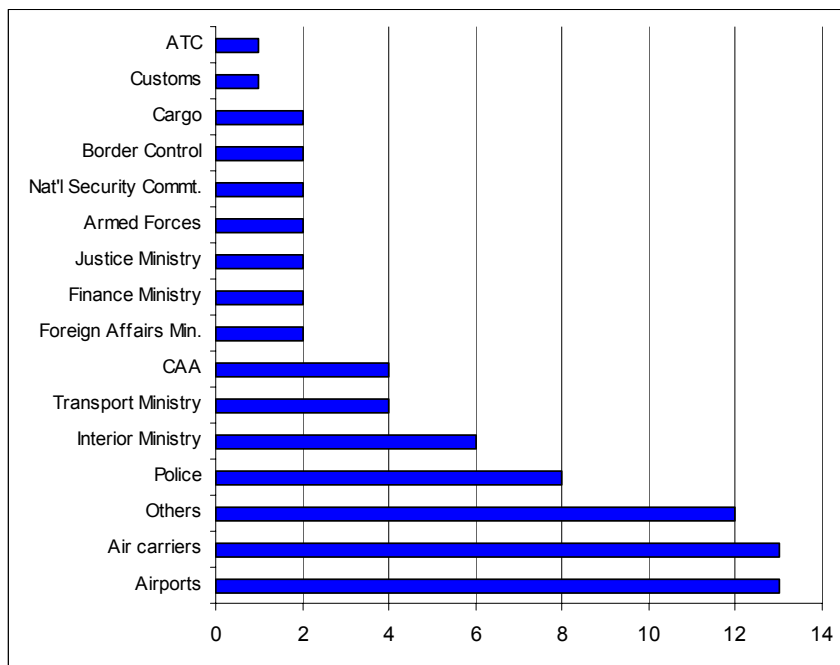
Source: State security representative questionnaires

3.4.5 Parties with responsibilities identified in the NASPs

A wide range of parties has specific responsibilities identified in the respective State NASPs. The most common parties with specific responsibilities include the following:

- **Central government:** Civil Aviation Administration and other government departments including the Ministries of Interior, Foreign Affairs, Finance/Treasury and Justice.

- **Security services:** In some States more than one police force is involved depending on the national policing structure. For example, in Switzerland there are three different policing bodies involved within the Swiss NASP (i.e. Federal Office for Police, Airport Police and Regional Police).

- **Other national security organisations:** In some States, in addition to the police force, there are other national security bodies involved within the respective NASP. These include Intelligence Services, Armed Forces and private security companies involved in airport security and surveillance activities.

- **Facilitation entities:** Including Border Control and Custom authorities.

- **Airport service providers:** Such as air traffic service providers, ground handlers, airline caterers, aircraft cleaning companies and freight forwarders (regulated agents).

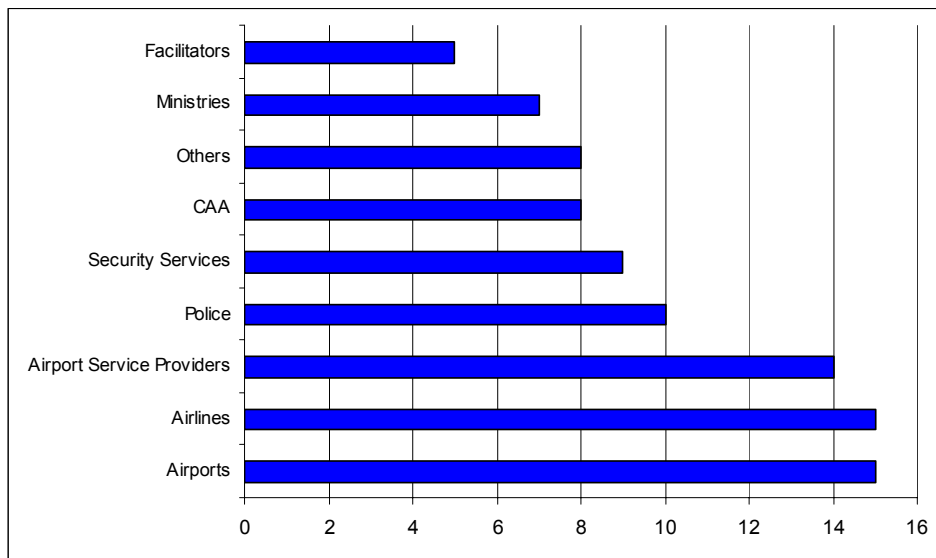- **Airport authorities.**

- **Carriers.**

Figure 3-8: Parties with responsibilities identified in the NASPs

State	Total parties involved	Civil Aviation Administration	Interior Ministry	Foreign Affairs Ministry	Finance Ministry/Treasury	Justice Ministry	Police	Intelligence Services	National Security Committee	Armed Forces	Private Security	Border Control	Customs	Airports	Air Carriers	ATC	Ground Handlers	Caterers	Aircraft Cleaners	Forwarders	Others
Austria	6		√	√	√								√	√	√	√					
Belgium	8	√	√		√			√					√	√			√				1
Denmark	2												√	√							
Finland	5					√			√	√			√	√							
France	11	√			√			√	√		√	√	√	√		√	√	√	√		
Germany	3				√								√	√							
Greece	12	√		√	√	√		√			√	√	√	√		√	√				1
Iceland	n/a																				
Ireland	6								√				√	√				√	√		1
Italy	6	√			√				√			√	√	√							
Luxembourg	4	√			√								√	√							
Netherlands	5				√	√							√	√					√		
Norway	n/a																				
Portugal	5	√				√							√	√							1
Spain	10	√	√		√				√				√	√				√	√	1	1
Sweden	8	√			√								√	√	√			√	√	1	1
Switzerland	6	√			√								√	√					√		2
United Kingdom	6				√								√	√				√	√	√	

Source: State security representative questionnaires
Note: Iceland and Norway expect completion of NASP by end of 2003

Figure 3-9: Parties with involvement in NASPs

Party	Number
Facilitators	5
Ministries	7
Others	8
CAA	8
Security Services	9
Police	10
Airport Service Providers	14
Airlines	15
Airports	15

Source: State security representative questionnaire

The number of parties with responsibilities outlined in the NASP for each State varies from a minimum of 2 in Denmark to a maximum of 12 in Greece. The average is around 6 parties per State.

3.4.6 Coordination and implementation

The responsibility for coordinating and ensuring compliance with the NASP lies with either the national Civil Aviation Administration or the relevant government department for aviation. This mirrors the entities responsible for its design in each of the States.

Figure 3-10: NASP coordination and compliance responsibility

State	Entity responsible for coordination and implementation	Same as designer?
Austria	Ministry of Transport	Yes
Belgium	Civil Aviation Administration	Yes
Denmark	Civil Aviation Administration	Yes
Finland	Civil Aviation Administration	Yes
France	Ministry of Transport	Yes
Germany	Ministry of Transport + Ministry of Interior	Yes
Greece	Civil Aviation Administration	Yes
Iceland	Civil Aviation Administration	Yes
Ireland	Ministry of Transport	Yes
Italy	Civil Aviation Administration	Yes
Luxembourg	Civil Aviation Administration	Yes
Netherlands	Ministry of Justice	Yes
Norway	Civil Aviation Administration	Yes
Portugal	Civil Aviation Administration	Yes
Spain	Civil Aviation Administration	Yes
Sweden	Civil Aviation Administration	Yes
Switzerland	Civil Aviation Administration	Yes
United Kingdom	Ministry of Transport	Yes

Source: State security representative questionnaires

In terms of the current status of each States' compliance with their respective NASPs, the situation varies amongst States. Based on the questionnaire responses from the States, the programme has already been implemented and is being complied with in 10 of the States (Austria, Belgium, Denmark, Finland, France, Germany, Netherlands, Sweden, Switzerland and the UK). Compliance is expected in early 2004 in a further 8 States (Greece, Iceland, Portugal, Spain, Ireland, Italy, Luxembourg and Norway).

Figure 3-11: NASP compliance status

Fully Compliant	Not Yet Compliant	
State	**State**	**Planned Enforcement**
Austria	Spain	10/12/2003
Belgium	Portugal	15/12/2003
Denmark	Greece	31/12/2003
Finland	Iceland	31/12/2003
France	Norway	01/01/2004
Germany	Ireland	19/01/2004
Netherlands	Italy	31/01/2004
Sweden	Luxembourg	early 2004
Switzerland		
United Kingdom		

Source: State security representative questionnaires

3.4.7   Quality control programme

The new Regulation requires each State to have developed and implemented a national civil aviation security quality control programme within six months of entry into force[5] of the Regulation. The quality control programmes are intended to ensure monitoring of compliance with the NASP and Regulation (EC) No 2320 / 2002. The quality control programmes will also help the Commission to carry out its inspection tasks.

The quality control measures are intended to give full effect to the aviation security Regulation and were due to apply to airports from 19th July 2003. Three types of measures are covered by this Regulation:

- The national quality control programme requirements.

- The methodology for how quality audits are to be carried out.

- The qualification criteria for auditors.

The following figure outlines the entity responsible for the quality control programme in each State. In all cases this coincides with the entity responsible for designing and ensuring compliance with, the NASP.

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[5] Regulation EC No. 2320/2002, common rules in the field of civil aviation security, Article 5, No. 3.

Figure 3-12: Quality programme responsibility

State	Entity responsible for coordination and implementation	Same as designer?
Austria	Ministry of Transport	Yes
Belgium	Civil Aviation Administration	Yes
Denmark	Civil Aviation Administration	Yes
Finland	Civil Aviation Administration	Yes
France	Ministry of Transport	Yes
Germany	Ministry of Transport and Ministry of Interior	Yes
Greece	Civil Aviation Administration	Yes
Iceland	Civil Aviation Administration	Yes
Ireland	Ministry of Transport	Yes
Italy	Civil Aviation Administration	Yes
Luxembourg	Civil Aviation Administration	Yes
Netherlands	Ministry of Justice	Yes
Norway	Civil Aviation Administration	Yes
Portugal	Civil Aviation Administration	Yes
Spain	Civil Aviation Administration	Yes
Sweden	Civil Aviation Administration	Yes
Switzerland	Civil Aviation Administration	Yes
United Kingdom	Ministry of Transport	Yes

Source: State security representative questionnaires

The following figure summarises the current status of the quality control programme in each State.

Figure 3-13: Quality control programme status

Completed		Not Yet Complete	
State	Enforced	State	Planned Enforcement
Austria	09/07/2003	Denmark	31/12/2003
Belgium*	03/05/1999	Greece	31/12/2003
France*	Unknown	Iceland	March 2004
Germany	19/07/2003	Ireland	19/12/2003
Netherlands	19/07/2003	Italy	31/01/2004
Norway*	01/03/2001	Luxembourg	u/n
Finland	19/04/2003	Portugal	15/12/2003
Switzerland	30/04/2003	Spain	10/12/2003
United Kingdom*	01/01/1996	Sweden	20/12/2003

Key: (*) Indicates States that had enforced a quality inspection programme before the Regulation.
Source: State security representative questionnaires

Nine States confirmed that their quality programmes have already been enforced. Four States (Belgium, France, Norway and the United Kingdom) had some sort of quality programme in place before the issuing of the new Regulation.

For the remaining 9 States, 6 (Denmark, Greece, Ireland, Portugal, Spain and Sweden) expect to have enforced their quality programmes before the end of 2003. Italy and Iceland are targeting completion by January and March 2004 respectively. The completion date for Luxembourg is not yet known.

3.4.8 Airports audit programme

States are required to undertake inspections of a suitable sample of airports 6 months after the entry into force of the Regulation[6].

By mid 2003, 22 airports across 10 States have been subject to security inspections. Most airport audits took place in the first half of 2003 with the exception of Geneva and Zurich airports which were audited in summer 2002. It is likely that the number of inspected airports has increased over the course of 2003.

The UK's Department for Transport advised that many airports are inspected on a regular basis in accordance with the Department's security requirements.

Figure 3-14: Airport inspections and dates

State	Airports inspected	Airport	Inspection date
Belgium	1	Brussels	01/06/2003
Denmark	1	Billund	11/03/2003
Finland	5	Turku	03/03/2003
		Kruunupyy	14/04/2003
		Vaasa	14/04/2003
		Maarianhamina	19/04/2003
		Pori	19/04/2003
France	1	Lyon-Satolas	01/06/2003
Greece	3	Athens International Airport	Mar 2003
		Thessaloniki	Apr 2003
		Heraklion	May 2003
Iceland	2	Keflavik *(baggage screeening)*	08/05/2003
		Keflavik *(aircraft search)*	03/06/2003
		Akureyri	20/05/2003
Ireland	1	Dublin	17/06/2003
Norway	1	Oslo-Gardermoen	24/04/2003
Spain	1	Vigo	24/07/2003
Switzerland	6	Atenrhein	17/04/2002
		Zurich	19/06/2002
		Geneva	24/06/2002
		Berne	13/01/2003
		Lugano	15/01/2003
		Sion	08/03/2003

Source: State security representative questionnaires

The security inspections undertaken by State security representatives may be different from those that the Commission is planning to undertake across EU airports. The Commission is training a number of security auditors amongst the member States to conduct inspections on its behalf.

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[6] Regulation EC No. 2320/2002. Common rules in the field of civil aviation security, Article 7, No. 2.

3.5   Other national aviation security legislation

A number of the States have additional legislation relating to civil aviation security. Whilst some of the legislation dates back to the 1970s and 1980s, the vast majority of aviation related security legislation was introduced during the 1990s following the 1988 Lockerbie bombing.

The majority of States have supplementary national aviation security legislation, some of which have extended the requirements set in the Regulation. Examples of this include the air marshal programme in Germany and Switzerland.

3.6   Impact of security measures upon stakeholders

One of the objectives of the security questionnaires was to identify the impact that increased security measures in the aftermath of 11 September 2001, and the subsequent introduction of the new Regulation in December 2002, have had upon key stakeholders, primarily airports and air carriers.

3.6.1   Airports

A total of 25 airports completed the section covering the impact of additional security measures. Each airport identified whether any of the listed measures have had an impact upon the airport and whether the nature of these measures was as a consequence of 11 September terrorist attacks or the new Regulation. These airports represent 56% of European passenger traffic for the 18 States. The outcome is summarised in the following figure.

Figure 3-15: Additional security measures - impacts on airports

Passenger & baggage	Post 9/11	EC Reg.	% Responses	Aircraft	Post 9/11	EC Reg.	% Responses
Check-in	√		64%	Aircraft protection	√	√	52%
Boarding	√		64%	Other: risk flights	√		16%
Pax + hand baggage screening	√	√	**84%**				
Hold baggage screening	√	√	60%				
Other: Threat image projection	√		8%				
Staff				**Cargo**			
Background checks	√	√	52%	Screening	√	√	48%
Screening	√	√	60%	Trans-shipments	√	√	12%
Anti-terrorism training	√	√	32%	Other: Quarantine	√		8%
Other: biometrics	√		16%				
Surveillance				**Handling, catering & cleaning**			
Terminal	√	√	68%	Background checks	√	√	40%
Perimeter	√	√	68%	Staff screening	√		48%
Other: increased patrols	√		16%	Vehicle inspections	√		44%

Source: Airport security representative questionnaires

From the airport questionnaires, it would appear that the majority of additional security measures are as a direct consequence of the responses to the 11 September terrorist attacks. The additional measures have had a large impact on two key areas:

- Passenger and baggage screening.

- Airport surveillance.

Additional security measures related to other activities such as staff related checks, aircraft, cargo and support services (e.g. ground handling, catering and aircraft cleaning) have also been impacted.

Changes in procedures related to check-in, boarding, screening of passengers and their baggage were identified by over 60% of the respondents as having a significant impact on their business. Similarly, terminal and perimeter surveillance scored high with respondents indicating that additional measures were required as a result of both 11 September and the new Regulation.

Other areas were highlighted as having being impacted but to a lesser extent than the major areas of passenger and baggage processes and surveillance processes.

3.6.2   Carriers

A total of 22 carriers completed the security survey. These carriers represent 55% of air traffic for the 18 European States. The carriers identified the three key areas impacted most since 11 September 2001 as:

- Passenger and baggage security.
- Operations.
- Aircraft.

Passenger and hand/hold baggage screening have required changes according to 82% of respondents; while changes in the carriers' operations were impacted in 77% of respondents.

Two other key areas that impacted on stakeholders were the protection of aircraft and the introduction of reinforced cockpit doors according to 86% and 82% of respondents.

Most of the additional measures that have been highlighted by the carriers were a direct consequence of security risk appraisals in the aftermath of 11 September 2001. These additional measures tended to have a larger weight in importance in the carrier responses than measures related to the introduction of the new Regulation.

Figure 3-16: Additional security measures – impacts on carriers

Passenger & baggage	Post 9/11	EC Reg.	% Responses	Aircraft	Post 9/11	EC Reg.	% Responses
Check-in	v		73%	Aircraft protection	v	v	**86%**
Boarding	v		77%	Reinforced cockpit doors	v		**82%**
Pax + hand baggage screening	v	v	82%	Other: risk flights			27%
Hold baggage screening	v	v	82%				
Passenger Name Record (PNR) access	v		59%				
Other: Passenger watch list	v		36%				
Staff				**Cargo**			
Background checks	v	v	59%	Screening	v	v	68%
Screening	v	v	64%	Trans-shipments	v	v	36%
Anti-terrorism training	v	v	45%	Other: Known agent		v	23%
Operations				**Handling, catering & cleaning**			
On ground	v	v	**77%**	Background checks	v	v	59%
On board	v	v	73%	Staff screening	v		55%
				Other: seal trolleys & vehicles	v		18%

Source: Airline security representative questionnaires

3.7   Security provision and supervision

3.7.1   Introduction

In this section the organisations or entities responsible for the provision of civil aviation security activities are outlined along with the party or body responsible for ensuring compliance with the NASP within the 18 States in the study.

The Commission is interested to learn which organisations and bodies are involved in the provision and supervision of aviation security. As part of the data collection process, the following figure was provided as a reference for all stakeholders.

Figure 3-17: Organisations responsible for the provision and supervision of aviation security

Group	Organisation or party responsible
1. National authorities	Civil Aviation Administration Department/Ministry of Transport Departments of Home Affairs/Justice Ministry of Interior National police Armed forces (e.g. National Guard)
2. Regional/local authorities	Regional or local police force
3. Airport company	Own airport staff
4. Air carriers	Own carrier staff including subsidiaries staff (e.g. ground handling companies)
5. Private parties	Private security and/or surveillance companies

Source: Security representative questionnaires

The aviation security activities under review were taken from the Regulation which itself is aligned with the requirements in ECAC Doc 30. The following figure summarises the main measures.

Figure 3-18: Regulation (EC) No 2320 / 2002 categories and activities

Category	Activity
1. Airport security	
1.1. Access control	Airport ID cards issue Check on applicants for ID cards Vehicle access ID pass issue Vehicle inspection Materials and good inspection
1.2. Security in restricted areas	Staff access checkpoints Vehicle access checkpoints
1.3. Terminal areas	Terminal surveillance
1.4. Other public areas	Public car parks Taxi and ground transport staging areas Public access roadways Others (e.g. spectator terraces)
1.5. Staff and vehicle screening	Staff access checkpoints Vehicle access checkpoints
1.6. Physical security and patrols	Terminal patrol Airside patrol Airport perimeter surveillance and patrol
2. Aircraft security	Search and checking aircraft Protection of aircraft
3. Passenger and cabin baggage	Screening of passengers and hand baggage
4. Hold baggage	Baggage reconciliation Baggage screening Baggage protection
5. Cargo, courier and express mail	Cargo screening Courier and express mail screening Cargo trans-shipment
6. Mail	Mail screening Mail trans-shipment
7. Air carrier mail and material	Company mail screening Company materials screening
8. Air carrier catering and stores & supplies	Staff screening Vehicle inspection
9. Air carrier cleaning, stores & supplies	Staff screening Vehicle inspection
10. General aviation	Checking of General aviation users

Source: Security representative questionnaires

A summary of findings on the provision and supervision of aviation activities is outlined below.

There were some minor differences in the responses of different stakeholders from the same State on the question of parties responsible for the provision of the various security activities. Under such circumstances, which were limited to a few cases, the response provided by the State security representative is taken as the main input.

Each of the main requirements of the Regulation is addressed in the remainder of this section.

IRISH AVIATION AUTHORITY

aviasolutions

3.7.2   Airport security

A wide range of security activities fall within this category ranging from physical security and surveillance to control of access to restricted and sterile areas of an airport and the issuing of ID passes to airport staff and vehicles to gain access to such areas.

The provision of airport security activities in Europe is complex due to the range of activities performed and the number of parties involved. The key parties involved in airport security are:

- Governmental authorities such as the Civil Aviation Administration (CAA) and Ministry of Interior (MOI).

- Security services including national, regional and local police and in some States special forces including the border police (Germany), port police (Netherlands), etc.

- Airport operators.

- Private security companies contracted by either the State authorities or the airport operator.

Figure 3-19: Airport security provision

Activity	Responsibility							
	CAA	MOI	Police	Army	Customs	Airport	Private	Others
Staff ID cards	2		2			15		
Background checks	3	2	5		1	10		0
Vehicles access ID passes	2		2			14		
Staff access checkpoints			5			11	6	2
Vehicle access checkpoints			4		2	11	8	3
Terminal surveillance	1		11	1		1	5	9
Public car parks			11			1	6	10
Ground transport areas			12			8	5	
Public access roadways			13	1		5	2	
Terminal patrol	1		9	2		9	5	
Airside patrol	2		8	2		1	6	10
Airport perimeter patrol	1		8	2		1	6	10

Source: Security representative questionnaires

Background checks on staff: in half of the States these activities are undertaken by the airport and in the other half by a combination of parties including the police, the CAA and some government ministries such as the Ministry of Interior.

The **issuing of staff and vehicle ID passes** in most cases is an activity performed by the airport operators. Access checkpoints for staff and vehicles are normally manned by airport staff or outsourced to private security companies hired by the airport.

Airports are actively involved in providing the security **patrol of the terminal areas** either with their own staff or via private security companies. However, **terminal surveillance** is predominantly a responsibility of the police force. The police force varies between States, for example, Civil Guard (Guardia Civil) in Spain, Port Police in the Netherlands, Border Police in Germany, etc.

Airport **airside** and **perimeter patrols** in the majority of States are performed by the police and to a lesser extent by private security companies.

Policing of **public access roadways** and **ground transport staging areas** (i.e. bus terminals, taxi ranks and railways stations) is undertaken by the relevant police force but in a few States the airport may be involved in the latter activities.

For most activities, ensuring compliance with the Regulation is a role undertaken by the CAA or government department responsible for aviation security (e.g. Ministry of Transport, Ministry of Interior or Ministry of Justice). However, in some States and for specific activities such as access road security and airport perimeter patrol, supervisory activities can be performed by other parties including the relevant police force.

3.7.3   Aircraft security

The air carriers normally have responsibility for providing **protection of their aircraft** as well as searching and checking of the aircraft. In some cases, the carriers hire private security companies to undertake these activities on their behalf.

In a number of States, the police are involved in the actual provision of aircraft protection.

Figure 3-20: Aircraft security provision
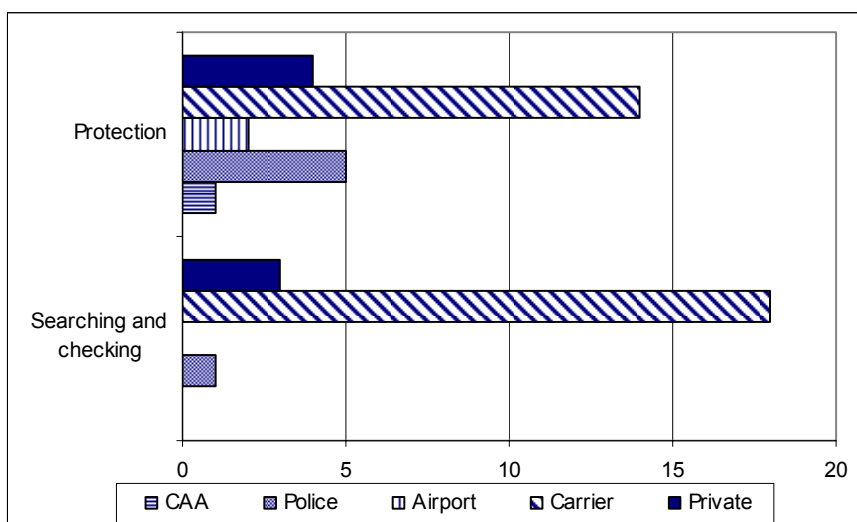
Source: Security representative questionnaires

Either the CAA or the government ministry responsible for aviation security are the principal parties responsible for ensuring that providers are meeting security standards.

3.7.4   Passenger and baggage screening

The **screening of passengers and their baggage** (hand and hold baggage) is normally undertaken by the police force, the airport operator or a private security company. The performance of these activities is almost equally shared between these three parties across the States.

Reconciliation of hold baggage to the passengers on board an aircraft and the **protection of baggage** are responsibilities of the carriers, although some airports do undertake baggage protection on behalf of the carriers.

Figure 3-21: Passenger and baggage screening and baggage reconciliation

Activity	Responsibility						
	CAA	Police	Army	Airport	Carrier	Private	Handler
Passenger & hand baggage screening	1	6	1	8	1	6	
Baggage reconciliation				2	15	3	1
Baggage screening	1	6	1	8	1	7	
Baggage protection		3	1	5	13	5	1

Source: Security representative questionnaires

Supervision of these activities is again the responsibility of the CAA or the government department responsible for civil aviation security.

3.7.5 Cargo and mail security

The security **screening of cargo, express mail, courier** or their transhipment is normally provided by the carrier and to a lesser extent by private security companies or cargo handling agent. In a number of States, the forwarder or regulated agent of the carrier is allowed to perform cargo screening.

The **screening of mail and its transhipment** is also the responsibility of the carrier in the majority of States but it can also be performed by the postal authority or private security companies.

Figure 3-22: Cargo and mail security

Activity	Responsibility								
	CAA	Police	Reg Govt	Airport	Carrier	Private	Fowarder	Postal Entity	Handler
Cargo screening		2	1	2	15	4	1		3
Courier mail screening	1	3	1	3	11	3	1	2	2
Cargo trans-shipment	1	3	1	1	11	2	1		1
Mail screening		2	1	2	8	5		5	
Mail trans-shipment		1	1	2	9	3		5	

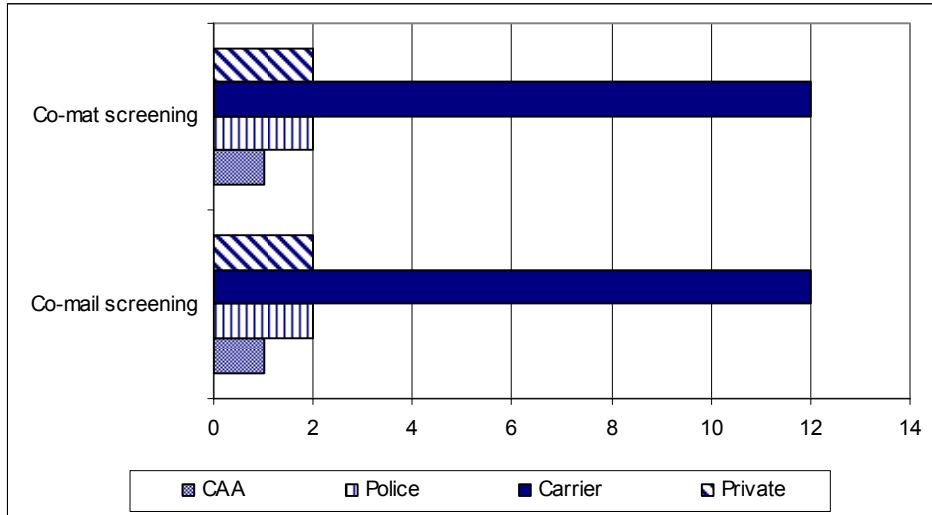Source: Security representative questionnaires

The supervision of cargo and mail security activities resides within the CAA or the governmental department responsible for aviation security.

3.7.6 Carrier's materials and mail security

The **screening of a carrier's company materials** (co-mat) and company mail (co-mail) is the responsibility of the carrier themselves. However, in a handful of States such activities are performed by the police or private security companies.

Supervisory duties are performed by the CAA or ministry responsible for civil aviation security.

**Figure 3-23: Company material and company mail security**

Source: Security representative questionnaires

3.7.7 Carrier catering, cleaning, stores and supplies

The **screening of staff and the inspection of vehicles associated with aircraft catering and cleaning** is a responsibility widely shared between different parties. Although the airport operator is the most common provider, it can also be carried out by the carrier, private security companies, and police force or customs police (Italy).

Figure 3-24: Catering and cleaning security screening
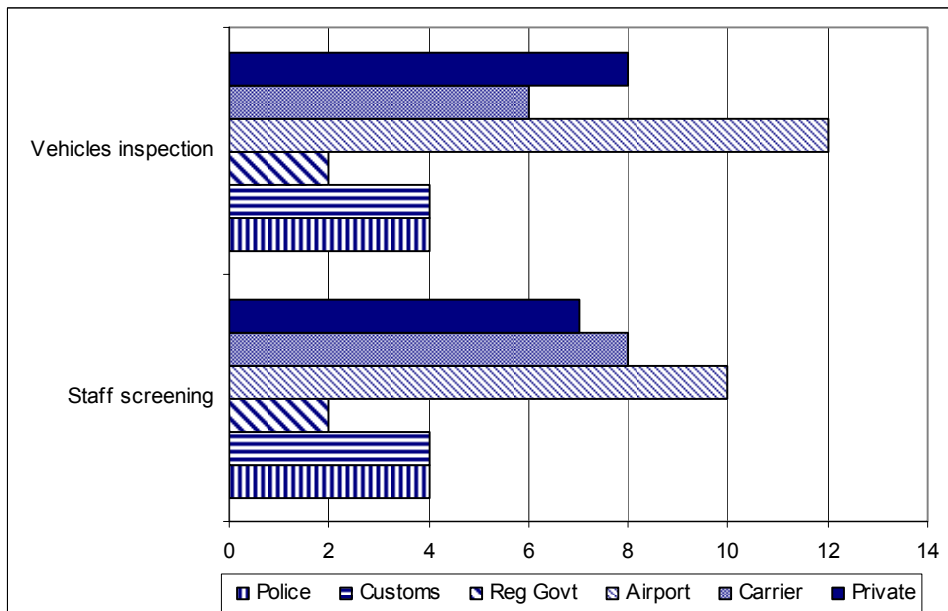
Source: Security representative questionnaires

Ensuring compliance is the responsibility of either the CAA or the government authority responsible for aviation security.

3.7.8 General aviation

Checks on general aviation users are usually conducted by the airport operator or private security companies. In a few States, the police are responsible for this activity.

As with all of the other activities, the supervision is the responsibility of the CAA or ministry responsible for aviation security.

3.8 Summary

Based on the analysis of responses from the 18 States, it emerges that there are two basic models for the provision of aviation related security activities within Europe.

3.8.1 Centralised model

Centralised Model – the main security activities are primarily the responsibility of the State via a government body (CAA, Ministry of Transport, police force, etc). This is broadly the situation in 11 States (Austria, Finland, Germany, Iceland, Italy, Luxembourg, Norway[7], Portugal, Spain, Sweden and Switzerland[8]).

During 2002, the Netherlands was operating a centralised model (therefore 12 States in total). However, from April 2003 they changed to the decentralised model. For the purposes of analysing the 2002 financials, the Netherlands is included under the centralised model.

3.8.2 Decentralised model

Decentralised model – the main security activities are provided by the airport authorities under the supervision of the relevant authority (normally the CAA). These activities could either be provided by the airport directly or outsourced to a third party. This is broadly the current situation in 7 States (Belgium, Denmark, France, Greece, Ireland, Netherlands[9] and the UK).

Whilst these are the basic models that have emerged, there will be exceptions in a number of States. For example, in Belgium, the major security activities at Brussels National are the responsibility of the airport operator. For Belgian regional airports, some of the main security activities are the responsibility of the regional authorities.

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[7] With the enacting of Regulation EC No. 2320/2002 in May 2004, provision of primary security activities at Norwegian airports is now the responsibility of the airport operator or outsourced to third parties; effectively adopting a more decentralised approach.
[8] In Switzerland, key security responsibilities such as passenger and baggage screening are undertaken by regional police forces.
[9] Note that prior to 1st April 2003, the Netherlands adopted a centralised approach to aviation security.
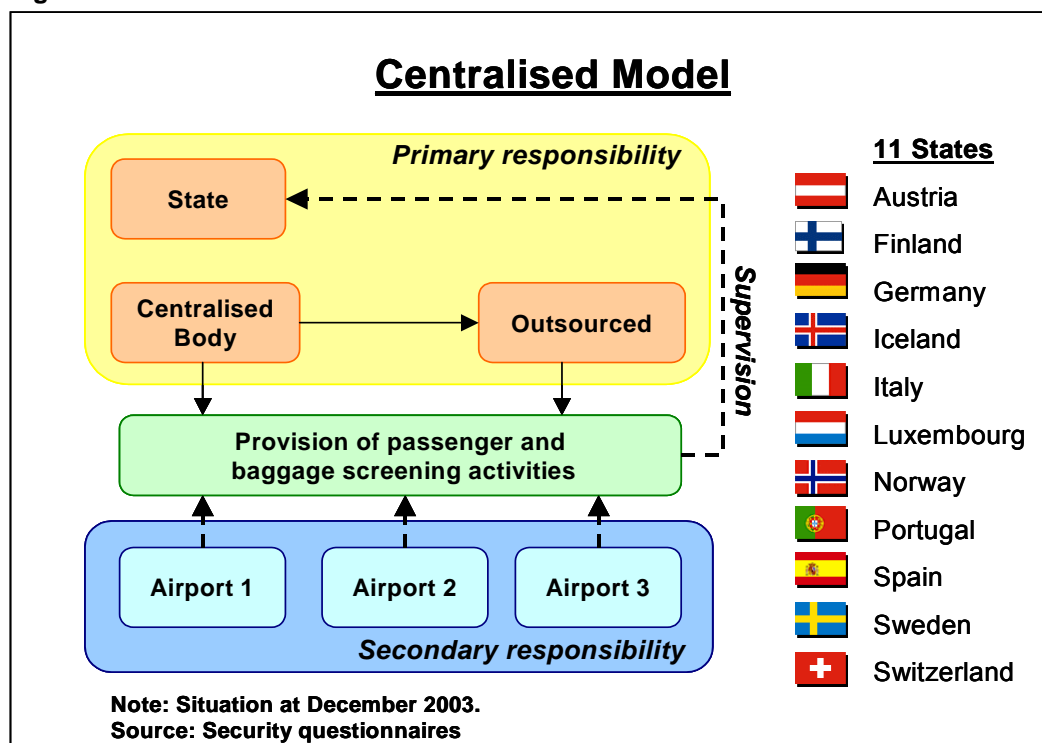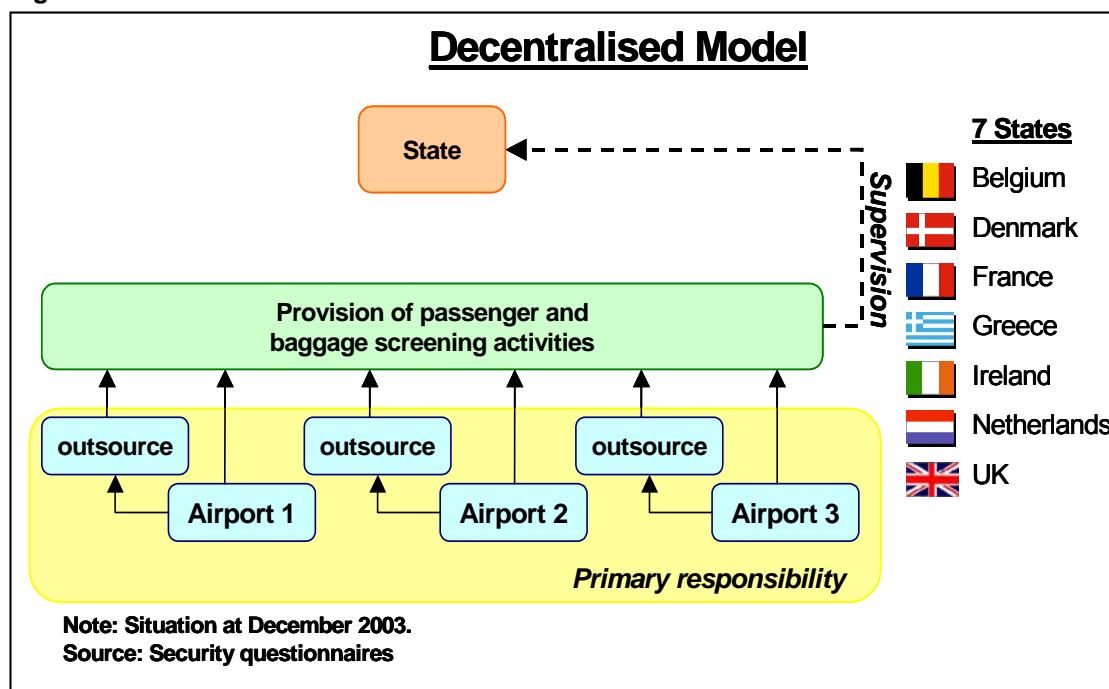
Figure 3-25: Centralised model

Figure 3-25: Centralised model

Figure 3-26: Decentralised model

Figure 3-26: Decentralised model

Recent changes in how security activities are provided have been seen in the Netherlands. The airports have taken over responsibility for the main activities from 1st April 2003 from the Dutch Border Police.

Similarly, Greece is considering transferring the provision of security to private security firms but with the responsibility for the provision of security being with the airport. This has already taken placed at Athens International Airport and it is planned to follow at major regional airports in the near future.

Finally, with the enacting of Regulation EC No 2320/2002 into Norwegian law, which took place in May 2004, the government is transferring the responsibility of screening activities to the airport operators. Avinor [10] now has taken full responsibility for provision of key security activities across Norwegian commercial airports.

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[10] Avinor AS is the stated-owned public company established by the Norwegian government in January 2003 and is responsible for operating 46 airports including Oslo-Gardermoen as well as the management of air traffic control services within Norway.