

CHAIRMAN'S REPORT OF THE TRACK II NETWORK OF ASEAN DEFENCE AND SECURITY INSTITUTIONS (NADI) WORKSHOP ON AVIATION SECURITY HELD IN SINGAPORE FROM 9 TO 11 FEBRUARY 2012

The NADI Workshop on Aviation Security which was organised by S Rajaratnam School of International Studies (RSIS), was held in Traders Hotel, Singapore from 9 to 11 February 2012. This Workshop was held as a follow-up to the decision of the 4th NADI meeting.

Representatives from Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Philippines, Thailand, Vietnam and Singapore attended the Workshop. Myanmar was unable to attend. The list of participants who attended the Workshop is attached at Annex I. Mr Tan Seng Chye, Senior Fellow, RSIS, chaired the Workshop.

Opening Address by Professor Rohan Gunaratna, Head of International Centre for Political Violence and Research (ICPVTR), RSIS

The theme of Professor Rohan Gunaratna's opening address was on "The Current and Emerging Threat to Aviation in the Asean Region". Prof Rohan Gunaratna said that aviation remained as the most threatened class of target after al Qaeda's attacks on US landmarks on September 11, 2001. Inspired by the iconic attacks in the East Coast of the US on 9/11, several terrorist groups have invested on surveys and attacks on aviation. For instance, Singapore's JI leader Mas Selamat bin Kastari planned to hijack an Aeroflot plane from Bangkok, Thailand, and to crash it into the International Airport in Changi, Singapore in 2002. Despite billions of dollars spent to secure aircraft and airports during the last decade, the terrorists are determined to target aviation. The threat landscape in the Asean region is not different from the global threat landscape.

According to Professor Rohan Gunaratna, the terrorist threat can be categorized into four different classes: (I) targets that are iconic, symbolic, strategic and high-profile (otherwise known as "picture-postcard targets"); (II) transportation targets; (III) public utilities targets; and (IV) strategic targets such as biological and nuclear facilities. Prof Rohan Gunaratna surmised that in the next ten years, threats emerging from the first two classes were the most likely.

Professor Rohan Gunaratna went on to briefly elaborate on the events leading up to September 11. The plan was first hatched in the Philippines (in 1995) by Ramzi Ahmed Yousef in the Bojinka plot which was to be later the prototype of 9/11. After Ramzi's arrest, his uncle Khalid Sheikh Mohamed developed the "planes operation." Starting in 1999, the Asean region was both a venue for training and launching the 9/11 attacks. The original al Qaeda plan on 9/11 was to target both the US and Southeast Asian countries. As the operation grew complex, Osama bin Laden, the founder of al Qaeda, limited the operation developed by Khalid Sheikh Mohammed to the USA. After 9/11, al Qaeda working with Jemmah Islamiyah planned a second wave of attacks against the West Coast of the US. Operating out of Thailand, Riduan Isamuddin alias Hambali, the Jemmah Islamiyah operational leader, developed an attack against the Bank of America Building (Library Tower) in Los Angeles. In light of the increasingly complex global

threat environment, there is a need to step up training programmes for aviation security practitioners to identify terrorists' intentions and capabilities. The US collaboration with Southeast Asian regional law enforcement, security and intelligence agencies preempted several terrorist operations in the Asean region.

Adoption of Agenda

The meeting adopted the agenda for the NADI Workshop on Aviation Security as at Annex II. The meeting also agreed to the programme for the conduct of the NADI Workshop which is at Annex III.

Chairman's Welcome Remarks

Mr Tan Seng Chye welcomed and thanked the NADI members for attending the NADI Workshop.

Mr Tan said that air travel is of primary importance in the present globalised world. Air transportation is the most efficient and fastest way of travelling from one country to another. Nowadays air transportation has effectively serviced the business, commercial, cargo, manufacturing and tourism sectors. The experience of the September 11, 2001 (9/11) terrorist attack on the World Trade Center in New York, had a serious impact on all those sectors not only in the US but also globally because of the fear of a repeat of such an attack by the terrorists elsewhere. The 9/11 incident altered the aviation landscape dramatically as it had then caused a loss in the public's confidence in air travel.

The 9/11 incident had alerted the governments of states to initiate measures to ensure the safety of their citizens and visitors, and the security and safety of their airports. As terrorist attacks could also be transnational in nature, governments would need to share intelligence and cooperate to deal with such threats to their airports.

The Severe Acute Respiratory Syndrome (SARS) and the Avian Influenza (H5N1) which emerged in March and November 2003 respectively, had a devastating effect on air travel as well resulting in a serious decline in air travel particularly in business travel and the tourism sector.

In response to these challenges and threats, many countries have established a whole of government approach that would require the support of all the Ministries and agencies concerned, to deal with these challenges and threats to aviation safety and security. Many states have established measures like a national inter-ministerial coordination committee to formulate policy and measures to respond to any terrorist threats/attacks to aviation. The state's security and intelligence agencies should be vigilant internally and also cooperate with their counterparts in other countries in view of the transnational nature of the threats to aviation security. Thus, it would be useful to establish points of contact at the bilateral and regional level to share intelligence and cooperate to deal with any terrorist threats/attacks.

The Asean militaries and related security agencies have a significant role to play in ensuring aviation security in cooperation with other national agencies like Civil Aviation Authority of

Singapore (CAAS) and the police. This meeting could consider the various ways and means in which the Asean militaries could cooperate bilaterally or multilaterally with other Asean countries, to help ensure aviation security and safety of airports. This meeting could consider the establishment of points of contact, and hold policy level seminars/workshops and table top exercises to promote better understanding and cooperation and sharing of information among the Asean militaries and their related security agencies on various forms of threats including in the cyber sector, and consider cooperation in the training of human resource to enhance their expertise to deal with any terrorist and other threats to aviation security. The meeting could suggest these ideas and recommendations to the Asean Defence Ministers Meeting (ADMM) track for their consideration.

Session One: Presentation by NADI Members on Organisational Structure and Preparedness to Respond to Threat to Safety and Security of Airports

Presentation by Ms Cheri Lim, Senior Manager, Aviation Security and Emergency Planning Division, CAAS, on an “Overview of Aviation Security in Singapore”

Ms Cheri Lim’s presentation on an “Overview of Aviation Security in Singapore” covered the aviation security structure in Singapore. Ms Lim explained that there were different arms for ensuring security, comprising legislation, policy and decision-making, compliance mechanisms, and implementation and review. The specific legislative article for the aviation security programme was the Air Navigation (Aviation Security) Order under the Air Navigation Act, but other laws such as the Penal Code, Terrorism Act and Immigration Act covered security in other areas and allows compliance with the Chicago Convention. Decision-making and national security coordination of aviation matters is directed by the National Civil Aviation Security Committee (NCASC) and the Singapore Police Force (SPF) is the designated authority for aviation security and to enforce aviation security measures.

Compliance mechanisms are important in ensuring that Singapore has robust measures, as well as conforming to international standards. These also provided for coordinated response through multi-agency efforts. The National Civil Aviation Security Programme set policies and scope of responsibilities, while the Airport Security Programme and Aircraft Operator’s Security Programme details the specific security measures in their respective areas. The National Civil Aviation Security Quality Control Programme set quality control standards while the National Civil Aviation Security Training Programme was responsible for training of staff. Compliance mechanisms include security directives approved by the NCASC that carried explicit penalties and plugged specific gaps in operational security. The continuous review of such measures allowed for improvements and addressing evolving threats, as well as adjusting for foreign requirements that could change from time to time. These took the form of regular audits, foreign authority airport and air carrier assessments and post-incident reviews by the SPF, CAAS and relevant government ministries. Questions and discussions following the presentation included the balancing of security measures with comfortable travel, and the way in which profiling and cyber threats were handled.

Presentation by Mr Karmjit Singh, former COO of Singapore Airport Terminal Services (SATS)

Mr Karmjit Singh presented on the operational preparedness for airport safety and security from the SATS perspective. Hand baggage screening, passenger screening, and customs and immigration provided three levels of checks of the individual. Cargo and check-in baggage screening occurred behind the scenes, while airport security had measures for emergency response.

Mr Singh highlighted the risks and threats to in-flight catering. SATS provided up to 75,000 meals per day and involved huge food and beverage, stores and associated equipment. Unauthorised access could allow offensive articles on board aircraft, including explosives, weapons, biological agents or hazardous materials. The combination of high volume, private operations, and tight handling schedules focused on efficiency and punctuality made it a high risk area for airports. Security is provided by SATS Security Services, an auxiliary police force, which also works closely with foreign airport authorities.

Finally he covered the relation of aviation to Asean economic growth in balancing aviation security threats with commercial needs. The volume of passengers meant that a risk-based screening was needed to expedite travel. Leveraging technology provided opportunities to increase effectiveness of these procedures. He recommended developing an Asean Air Transport Security Programme to address operational, technological and societal issues through improved architectures, procedures and technologies. He also suggested that developing common methodologies and capabilities to cover risk and threat assessment would benefit Asean, especially if a classified database was established to share modus operandi and risk data. Finally Asean security governance through stronger institutional coordination and planning could be done. This involved instituting a regulatory framework at the Asean level, supported by adequate funding; enabling the deployment of accepted security solutions, reinforcing awareness and effectiveness of stakeholders, and working towards a “one-stop security” model for Asean airports.

Presentation by Prof Rohan Gunaratna on “Aviation Security: Terrorist Technologies, Tactics and Techniques”

Professor Rohan Gunaratna said that since the beginning of the contemporary wave of terrorism in 1968, ethno-political, politico-religious and left wing terrorists have developed a repertoire of tactics to target the aviation industry. With the introduction of suicide terrorism, the very nature of the threat landscape has changed. Threat groups, cells and individuals inspired and instigated by al Qaeda present the most significant and persistent threat to aviation. Today, a dozen terrorist groups in Asia, Africa, the Middle East and in the Caucasus have developed specialist capabilities to target aviation. According to Professor Rohan Gunaratna, the prototype of suicide terrorism has its roots in Southeast Asia, when “pioneers” of the 9/11 attacks, Ramzi Ahmed Yousef and Khaled Sheikh Mohamed moved to Southeast Asia. He also elaborated on how the Oplan Bojinka attack in the 1990s later gave idea to the 9/11 attack.

In the Asean region, the threat to aircraft and airports will continue in the foreseeable future. As terrorists in the region continue to copy attacks against aviation worldwide, it is essential for security practitioners to closely follow the developments both within and outside the region. To

keep the region secure from aviation terrorism, governments need to build specialty within the security community. Every country must train and groom an aviation security cadre. Furthermore, Asean governments need to examine global best practices in protecting aviation. With Asia's rise, regional governments should work together to create common databases, exchange personnel, conduct joint training, joint operations, and share expertise, experience and technology.

He also shared that terrorism is harder to combat now more than ever. For instance, it is easier for terrorist groups to get funding now than before. He mentioned a terrorist operation codenamed “Overt” which originated from Britain, highlighting that terrorist activities do not occur only in conflict zones, but may also occur in non-conflict zones. He also stated that suspected terrorists arrested recently in Britain hold university education, shifting from the conventional idea that terrorism attracts those with low education. Strategies have also changed from the usage of military-grade to industrial and commercial grade to explosives made from household items.

Commenting on questions from participants, he said that terrorist groups have two centers of gravity which should be countered, its leadership and the ideology. On whether political dimensions also play a part in motivating terrorists, he conceded that although the main drivers are still political, the religious dimension should not be neglected when countering terrorist threats.

Presentation by Mr Kang Huie Wang, Head School of Aviation Safety and Security, Singapore Aviation Academy

Mr Kang Huie Wang briefed the meeting on the Singapore Aviation Academy which is an internationally renowned aviation training centre and part of the training arm of CAAS. Established in 1958, it has trained 52,000 participants from 190 countries. Its Schools are divided into Aviation Management, Air Traffic Services, Airport Emergency Services and Aviation Safety and Security. The Aviation Safety and Security School was the latest to be established, and has been expanding its Security courses. These courses covered every level from operations to management and were designed to follow ICAO requirements. It also actively discussed topical issues and developed new programmes to cover the latest developments in aviation security, and had numerous tie-ups with international and national institutions.

The specific security programmes included the ICAO-Singapore Aviation Security Leadership and Management Seminar, Airline and Operations Security Courses for operational personnel, Aviation Security Auditing Techniques and Developing Security Manuals and Crisis Management. A video of the academy was shown and brochures with the available courses were distributed to participants.

Presentation by Group Captain Poomjai Leksuntarakorn, of Strategic Studies Center (SSR), Nation Defense Studies Institute, Royal Thai Armed Forces

Group Captain Poomjai Leksuntarakorn, delivered his presentation on “Thailand’s Perspective on Civil Aviation Security under Asean Cooperation”. Group Captain Leksuntarakorn started his presentation by introducing Thailand’s Civil Aviation Organisation, its policies and laws on civil

aviation security, and the measures that have been taken. He outlined Thailand's international cooperation in aviation security and its perspective on civil aviation security.

Thailand had established its civil aviation authority and policies related to aviation security. The country had signed five international conventions in aviation security which translated into domestic laws of Air Navigation Act (1954) and Offences and Certain Other Acts Committed on Board Aircraft Act (1978). As a member of International Civil Aviation Organisation (ICAO), Thailand adopted the organisation's security measures overseeing the authorisation of people-in-charge of aircraft safety, on board safety of passengers, measures to ensure security of baggage and postal service materials, on landing safety, and cyber aviation security. The last measure was added recently and became high focus of the government. Thailand has established international cooperation through multilateral tracks like ICAO and Asean, and in bilateral cooperation in Asean-Japan, Thailand-USA, and Thailand-Australia arrangements.

Group Captain Poomjai Leksuntarakorn highlighted several important issues. First was the importance of information coordination in a fast, accurate way, in both civil and military aviation security. To achieve it, international cooperation must be enhanced. Second, technology resilience in aviation should be raised to prevent IT and cyber threats. Exchange of experience and technology would be important in this regard. Third, human development deemed to be important in keeping pace with technology. He suggested that Asean could consider cooperation in areas such as (a) the establishment of joint security cooperation to monitor civil aviation security, (b) establishment of points of contact (POC) to give security issues alert and to prevent immediate and potential harms, (c) raising cyber security awareness, and (d) development of human resource in aviation security activities within the Asean framework.

Presentation by Major Ann Marie Gerodiaz, Assistant Chief, Policy Studies Division, Office of Strategic and Special Studies, Armed Forces of the Philippines

Major Ann Marie Gerodiaz said that the Philippines has in place robust domestic agencies and programmes to counter aviation security threats, which included close coordination with other intelligence services of Asean countries. This was apparent after the September 11 attack which has changed the security environment, pushing aviation security as one of the emerging threats that has an impact on national security.

The Philippine government has adopted a two-pronged strategy: at the national and international levels. The current security arrangement is endeavoring to implement existing international conventions at the national level, including the harmonization of its domestic legislation of these Conventions. Internationally, the Philippines has ratified international agreements to comply with international standards of safeguarding civil aviation against acts of unlawful interference. It is also a signatory to UN Security Council Resolution 1373, which provides a comprehensive approach for sustained global and regional cooperation.

At the national level, among the key initiatives is the establishment of the National Peace and Order Council which is replicated at multiple domestic levels. This council has brought together Secretaries of the different government departments and chiefs of agencies and their equivalent counterparts at regional, provincial and municipal level, to effectively coordinate government efforts and promote active citizen participation in national campaigns. Furthermore, the Philippine government has also implemented the International Civil Aviation Organization guidelines for aviation security procedures. Preventive measures were also undertaken to reduce vulnerabilities to criminalities and breaches of security, focusing on the protection of both travelers and cargo shipments.

At the same time, the Philippine government would welcome new international resolve, commitment, and partnership in combating the security threats, which could only be tackled with greater cooperation. Real-time intelligence update would be vital to combating security threats, and it would be through improved regional collaboration that extensive cooperation between countries can be achieved.

Presentation by Major Souksan Khaiphom, Assistant to Department of Military Science and History, Ministry of National Defence Lao PDR

Major Souksan Khaiphom gave a presentation on “Policy of Lao PDR Aviation Security” for both domestic and international flights. Lao Aviation Authority has divided flight services into two types; the first is commercial flight which is owned by private companies; and the second is non-commercial flight which is owned by the state. Major Souksan Khaiphom said that every aircraft flying, landing and moving through the country must be authorised to fly on internationally agreed points, and in any case of emergency, Laos Air Servicing Unit will facilitate the aircraft to land on safe area. Major Souksan Khaiphom briefed on his country’s transits, landing and takeoff regulations at Lao airports. The regulations included authorisation from National Civil Aviation Department before conducting the flights, the advance notice necessary to process aviation permits for international, regular, hospital, personal, non-commercial and other flights, and different government bodies were appointed to regulate different flight permits, for example, Ambassador Service flight would be handled by Ministry of Foreign Affairs.

Laos has taken protective measures for its airports and flights by checking and safeguarding security within the airport, aircraft security, screening of passenger items, cargos and mails, and control of aircraft radio. Laos has established the National Aviation Security Committees in 2009 which comprised nine heads of government Ministries and departments, led by the Minister of National Defense with the Minister of Communications and Minister of Security as deputies. Major Souksan Khaiphom stated Laos’ readiness to provide support and cooperation with regional aviation security agencies in the areas of (a) support and promotion of the implementation of measures, principles and standards of international aviation, (b) provision of good cooperation in implementation, (c) security enhancement in airports and regular training for

emergency situation, (d) development of a follow up system to check the existing standards, (e) enhancing implementation of security standards for passport to comply with ICAO standards and (f) providing technical assistance for countries that are in need of capacity building.

Presentation by Brigadier General Junias L Tobing, Chief of Indonesian National Defence Forces Strategy Studies Center on “Indonesia’s Perspective on National Aviation Security Challenges”

Brigadier General Junias Tobing said that air travel was of primary importance in the present globalised world to facilitate travel from one country to another. Aviation security would be necessary as each country especially Indonesia, has to safeguard civil aviation against acts of unlawful interference. The threats were seen mainly from terrorism and cyber crimes. Several factors must be considered for aviation security such as geographical, social, and culture aspects, policy and regulations, economy, facility and technology, air traffic, involved agency, and human resources. There would be several aviation security challenges such as ensuring security of airports and commercial buildings, taking measures to manage the high density of air traffic at airport so that safety is ensured as well as taking measures to protect computer systems from cyber attacks. He advised the next regional ministerial meeting to address future directions for International Aviation Security among Asean countries.

Brigadier General Tobing stressed that to reach the effectiveness of aviation security, the governments would need policies, regulations and implementing agencies in accordance with ICAO Annex 17 Chicago Convention. But there would be many constraints and restraints in its implementation. In order to support this effort, the governments have to make efforts such as (1) establishing National Security Law; (2) accelerating the harmonization process of national regulations based on ICAO Annex 17 Chicago Convention; and (3) establishing the National Aviation Security Committee. He suggested the establishment of Contingency Plan and SOP and ROE, the establishment and implementation of aviation security training programme, the enhancement of information sharing and cooperation on aviation security with national and regional agency, the establishment of aviation security quality control standard measure; and the fulfillment of required facilities and equipments for aviation security.

Session Two: Exchange of Views on Possible Areas of Cooperation among Asean Militaries in Aviation Security.

Presentation by Senior Colonel Tran Hau Hung, Deputy Director, Institute for Defence International Relations (IDIR), Vietnam

Senior Colonel Tran Hau Hung briefed on recent developments in defence cooperation in the region. He stressed the importance of aviation security and the need for aviation security cooperation in the region in light of the transnational threats emerging from the global environment.

Senior Colonel Tran Hau Hung added that in recent years, multilateral defence and security cooperation in the Asean region has been emphasized and improved in many aspects and areas. Workshops, training courses and officers' exchange at various levels have been held with increasing regularity. Through these activities, considerable contributions to mutual understanding and cooperation among regional armed forces have been achieved which would allow them to effectively deal with security challenges in the region, including aviation security.

Senior Colonel Tran Hau Hung proposed three initiatives for practical cooperation among Asean air forces, namely, flight safety, search and rescue and Humanitarian Assistance and Disaster Relief (HADR) operations and conducting annual young Air Force officers exchanges to promote friendship and mutual understanding. Through these initiatives, Asean air forces will be in a favorable position to promote and strengthen Asean defense-military cooperation in general and aviation security in the region in particular, thus contributing to the building of Asean Political-Security Community by 2015.

Remarks by RSIS Delegation on Possible Areas of Cooperation

Mr Tan Seng Chye said that the participants at this NADI Workshop on Aviation Security could exchange views on the aviation security situation in their country and in the region and share their national approach and experience in ensuring aviation security and safety of their airports. Since the threats to aviation security and safety of airports could be from national or transnational sources, the military and related security agencies have an important role to play. In this regard, NADI participants could suggest that the ADMM track could consider organising workshops/seminars for relevant policy level officials of Asean militaries and related security agencies involved in aviation security, to meet and to promote better understanding of the various threats to civil aviation security at the national and regional levels, to share experience on ways and means to respond to threats to aviation security, and to establish intelligence cooperation and sharing of information on threats to aviation security and safety of airports. They could promote an active network of regional points of contact in the military and related security agencies in coordination with their civil aviation authorities, to share information and to cooperate in the event that assistance is urgently needed on receiving intelligence of a possible terrorist hijacking of an aircraft that could potentially be used to attack an airport or a building in an Asean country. They could also discuss ways in which they could cooperate to ensure aviation security like a scenario planning exercise on terrorist threats to national airport originating within the country or from an external country as well as on other threats to airport security and safety of travelers from sources such as biological and chemical attacks, smuggling of weapons and bombs into airport, entry of potential hijackers and so on.

The NADI participants actively exchanged views on the possible areas of cooperation among Asean militaries on aviation security. They identified some areas for cooperation. In view of the importance of aviation security, they felt that the ADMM track could consider giving a new focus on aviation security for a closer cooperation among the Asean militaries.

Session Three: Consideration of Recommendations to Enhance Cooperation of Asean Militaries and Related Security Agencies, in Aviation Security at the Bilateral and Regional Level.

The NADI participants after exchanging views on possible areas of cooperation among Asean militaries and related security agencies, have suggested these ideas and recommendations for the consideration of the ADMM track to create a new focus and to foster closer Asean cooperation in aviation security.

- (a) To organise seminars/workshops for policy level officials of Asean militaries to promote better understanding of each other's national policy and approach to deal with various threats to aviation security and safety of airports as well as promoting cooperation at the bilateral and regional level.
- (b) To establish points of contact in the Asean militaries and their related security agencies to enable more effective and faster sharing of intelligence and information in case of any emerging threats to aviation security or airport safety.
- (c) To hold table-top exercises or scenario planning exercises to foster closer cooperation among the Asean militaries and their related security agencies and to anticipate the various possible threats to aviation security and airport safety.
- (d) To promote human resource development and improve their expertise through training courses including enhancing their cyber security awareness and knowledge, and promoting a better understanding of new terrorist technologies, techniques and tactics.

Any other matters

On behalf of the NADI Secretariat, Mr Tan Seng Chye gave an update on the activities since the 4th NADI meeting in Jakarta in April 2011. So far, two NADI workshops have been held. Thailand hosted the NADI Workshop on HADR in Bangkok in June 2011. RSIS hosted the present NADI Workshop on Aviation Security in February 2012. The status of the remaining workshops in 2012 is as follows: the workshop on Security and Development (Malaysia will host in October 2012), the workshop on Maritime Security (Indonesia will host in first week May 2012) and the workshop on future direction/trajectory of East Asia Summit (EAS) and ADMM Plus (no offer of host yet). The inaugural NADI Retreat agreed at the 4th NADI Meeting has not been held yet and the Cambodian Chair will look into the possibility of hosting it later this year.

Cambodian delegation informed the meeting that the 5th NADI meeting will be held from 2 – 4 April 2012 in Seam Reap.

Consideration of NADI Chairman's Report of the Workshop on Aviation Security

The meeting considered the draft Chairman's report of the NADI Workshop on Aviation Security. After examining the Chairman's report carefully, the meeting endorsed the report.

Site Visit to Changi Airport

The NADI participants went on a site visit to Changi Airport organised by CAAS, to observe the measures implanted to ensure aviation security and safety of the airport. The NADI participants found the visit useful.

Concluding remarks

The representatives of the Asean Defence and Security Institutions expressed their appreciation to the S. Rajaratnam School of International Studies for the warm hospitality accorded to them and the excellent arrangements made for the NADI Workshop on Aviation Security.

11 February 2012