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# **DOMESTIC AVIATION SECURITY REVIEW**

## **Terms of Reference**

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Version number: FINAL  
Date: 7 March 2008  
Prepared by: Amanda McKenzie  
Approved by: Bruce Johnson

## 1. Project Identification

- Project Name:** Domestic Aviation Security Review
- Project Sponsor:** Bruce Johnson
- Steering Committee:** MoT Chair (Bruce Johnson).  
Members: Steve Long (DPMC), Graeme Harris (CAA), Chris Tosswill (Avsec), and Gavin Jones (Police).
- Working Group:** MoT Chair (Jacinda Harrison).  
Members: Jane Jones (DPMC), Chris Ford (CAA), Peter Davey (CAA), Athol Glover (Avsec), Graham Puryer (Avsec), Murray Drummond (Police), Anthony White (MoT), and Amanda McKenzie (MoT).
- Project Manager:** Amanda McKenzie
- Stakeholders:** Main stakeholders include airports, airlines, pilots union, Ministry of Economic Development, Treasury, Tourism and Local Government New Zealand

## 2. Aim

To determine what protective security measures are necessary to manage the risk resulting from unlawful interference<sup>1</sup> within domestic civil aviation in New Zealand.

## 3. Objectives

Supporting this aim are the following objectives:

1. Develop a clear understanding of passenger and aircraft movements within New Zealand.
2. Identify and assess threats and vulnerabilities and the associated risks in the current domestic aviation security system.
3. Develop a clear understanding of the control measures currently in place to protect domestic aviation in New Zealand from unlawful interference.
4. Develop and assess appropriate options to mitigate identified risks.

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<sup>1</sup> As defined in Civil Aviation Rule Part 1: Definitions and Abbreviations

## 4. Scope

### *Within Scope*

- An assessment of risks<sup>2</sup> associated with an act of unlawful interference within the domestic civil aviation system in New Zealand.
- An assessment of current domestic aviation security, including but not limited to, aircraft security, airport security, passenger screening, baggage screening (cabin and hold) and cargo screening.
- A review of in-flight security measures including flight-deck security on aircraft within the scope of the review.
- Air Transport operations conducted under New Zealand Civil Aviation Rule Parts 125 and 121. These rule parts govern the operation of aircraft with passenger seating configuration of 10-30 seats and over 30 seats respectively.
- Consideration of both regulatory and non-regulatory protective security measures<sup>3</sup>.
- Consideration of measures that may require regulatory or legislative change.

### *Outside of scope*

- International Civil Aviation
- Air operations not conducted under New Zealand Civil Aviation Rule Parts 125 or 121 (ie, services with less than 10 passenger seats).

## 5. Background

Following the attempted hijacking on 8 February 2008, the Government directed officials to undertake a review of domestic aviation security in New Zealand, focussed on smaller passenger aircraft, (CAB POL Min (08) 2/15 refers).

The purpose of this review is to consider whether current security protective measures in place for domestic aviation adequately address the risks associated with an act of unlawful interference.

A preliminary review of domestic aviation security systems found that while existing aviation security systems were basically sound, several vulnerabilities existed within the New Zealand domestic aviation system.

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<sup>2</sup> Where risk = likelihood x consequence and likelihood = vulnerability x threat

<sup>3</sup> Protective measures are the means used to reduce risk

These are:

- As no flight-deck barriers are fitted on aircraft of the size involved in this incident, a person can gain unfettered access to the flight deck to interfere with the pilots or aircraft.
- As there is no passenger or cabin baggage screening on aircraft of fewer than 90 seats, a passenger can illegally carry on board a prohibited item that could be used to endanger the safety of people or the aircraft.
- As hold baggage is not screened on domestic flights within New Zealand, an improvised explosive device could be illegally smuggled on board and endanger the safety of people or the aircraft.

## 6. Approach

The review will identify vulnerabilities within the domestic aviation system that could be exploited in acts of unlawful interference. It will review measures currently in place to manage these vulnerabilities and their associated risks. If gaps are identified the review will develop options to mitigate identified risks for consideration by Cabinet.

The review will need to:

1. Develop a clear understanding of the nature of domestic air transport operations (under Rule Parts 125 & 121) in New Zealand. The review will identify:
  - a. the frequency of services and passenger loads on each type of aircraft involved; and
  - b. the airports involved and the number of passengers they handle for each aircraft type.
2. Assess levels of risk<sup>4</sup> to domestic aviation security in New Zealand with reference to:
  - a. threats;
  - b. system vulnerabilities (what can happen and how could it happen);
  - c. risks and initial risk levels (potential outcomes of the identified vulnerabilities);
  - d. identification and assessment of current domestic aviation security practice; and
  - e. residual risk levels (level of risk remaining after consideration of current controls).
3. Review approaches to domestic aviation security in other OECD countries; taking our differences into account;

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<sup>4</sup> Using an agreed risk methodology

4. Develop additional protective security measures to reduce residual risks;
5. Consult with stakeholders regarding potential protective security measures; and
6. Assess the implications of implementing the options (including those options considered by Cabinet on 20 February 2008).

Any additional protective security measures proposed must:

- be proportionate to the identified levels of risks
- take costs and benefits into account
- not unreasonably inhibit the development or sustainability of domestic aviation in New Zealand,
- be practical, and
- be broadly consistent with relevant international practice.

## 7. Key Deliverables

- Terms of reference for the review
- Project plan for the Working Group, including risk methodology
- The review (may include a number of working documents)
- A Cabinet paper presenting the review findings and options for consideration

## 8. Timeline

<b>Task or Deliverable</b>	<b>Date</b>
Prepare Terms of reference	21 Feb – 29 Feb
Establish Steering Committee and Working Group	25 Feb – 29 Feb
Obtain agreement on ToR	7 March
Prepare a Project Plan for the Working Group	7 March
Hold an industry meeting to discuss potential security measures	March
Prepare Review	7 March – 24 April
Feasibility study into flight-deck barriers on smaller aircraft completed and fed into review	21 March 2008
Prepare Cabinet paper	28 April – 1 May
Final draft of Cabinet paper completed	1 May
Consultation on Cabinet paper with working group	2-5 May (2 days)
Amendments	6 May
Sign-off on Cabinet paper Steering Committee	7 & 8 May (2 days)
Amendments	9 May
Internal sign-off for Cabinet paper	9 May (1 day)
Cabinet Paper to the Minister	12 May
Cabinet Paper submitted to Cabinet office	15 May
Cabinet Paper to POL	21 May
Cabinet Meeting	26 May

## 9. Stakeholder Consultation

### ***Aviation Industry***

We will request that the aviation industry establish a sector reference group of representatives, which the Working Group can liaise with.

The role of this sector reference group will be to:

- assist in developing a clear understanding of the nature of domestic air transport operations around New Zealand; and
- provide input for the development and assessment of security options.

### ***Local Government***

We will liaise with Local Government New Zealand (LGNZ) regarding how best to consult with local authorities.

### ***Public consultation***

Consideration will be given to whether or not meaningful public consultation can be undertaken during the review.

## 10. Reporting

- Agreement to ToR by the Minister
- Out of session brief for ODESC on the Terms of Reference
- Report back (by the working group chair) to the Steering Committee on a fortnightly basis
- Weekly meetings of working group
- Briefing to the Minister via weekly reports

## 11. Sign-off

### ***Chair of Steering Committee***

Bruce Johnson  
**Group Manager**  
**Aviation, Maritime and Security**

Signature: \_\_\_\_\_

Date: \_\_\_\_\_