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POSITION PAPER



CATSA: Our Vision for Aviation Security



Canadian Air Transport
Security Authority

Administration canadienne
de la sûreté du transport aérien

Canada 



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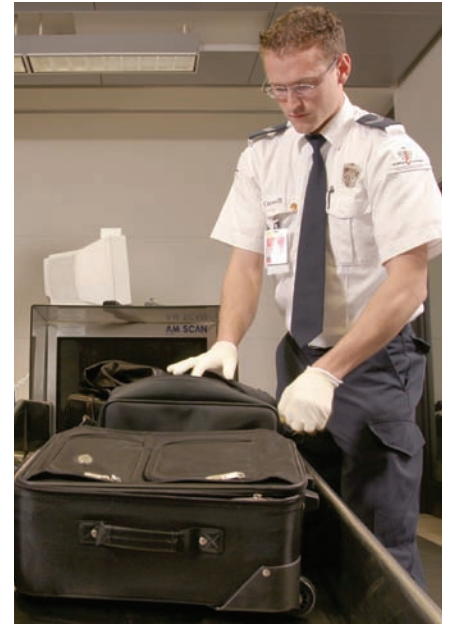
EXECUTIVE SUMMARY

The Canadian Air Transport Security Authority (CATSA) was formed in the wake of the 9/11 terrorist attacks on the United States. A Crown Corporation that reports to Parliament through the Minister of Transport, CATSA's mission is to protect the public by securing critical elements of the air transportation system as assigned by the government.

Approximately \$1.94 billion was allocated to CATSA for it to provide and improve security in 89 of Canada's airports. Over 4,000 professionally trained and certified screening officers screen over 37 million passengers per year. In creating the Canadian Air Transport Security Authority (CATSA), the Government of Canada addressed an important gap in our national security system.

CATSA has come a long way since it was first created in 2002. CATSA is first and foremost a security organization. We, along with our screening officers, take our work extremely seriously. But the work is not yet done. In fact, it is just beginning. CATSA is pursuing a strategy to ensure that it continues to evolve as an effective, efficient and expert security authority. It is looking at ways to enhance its operational and financial flexibility, to improve its access to actionable intelligence and to ensure that its relationships with partners and stakeholders contribute to the best security system possible.

Security is a difficult business – terrorists only need to get it right once. We need to get it right all the time. This is where the difficulty lies. To effectively detect and deter terrorism, we need to remain several steps ahead of new trends and tactics, and adapt our policies and procedures accordingly. How then do we measure our results? As passenger traffic and traveller expectations continue to rise, demand for more efficiencies increase. CATSA must ensure it has developed a strategy and measure its results, in order to deliver the most effective security possible.

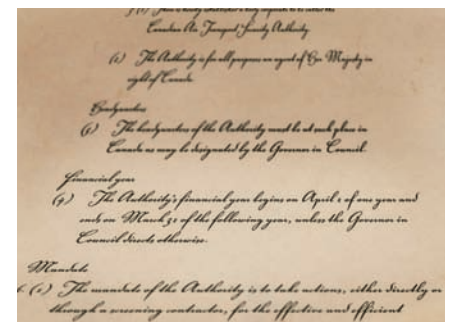


1.0 CATSA – WHO ARE WE AND WHERE DID WE COME FROM?

Prior to 9/11, the responsibility for aviation security rested with the airport authorities and the airlines; the Government of Canada, and specifically Transport Canada, played an oversight role. Aviation security became more of a concern in the 1970s, following the wave of hijackings and aircraft sabotages associated with the Middle East conflict. In addition, two hijacking incidents in 1971 led to the installation of formal screening programs at Canadian airports.

June 23, 1985 represented another significant turning point for aviation security in Canada, perhaps even more so than 2001. This is the date of the Air India bombing and the date of Canada's worst-ever act of terrorism. The changes to airport security and screening operations after the Air India bombing included the creation of a stricter and more detailed regulatory framework for aviation security; the introduction of criminal background and credit checks for all airport workers, a multi-million dollar research and development program for new security and screening technology and equipment; the installation of airport access controls; the introduction of passenger-baggage reconciliation; more stringent screening of mail; enhanced training for security guards and air carrier personnel; the creation of Airport Awareness programs; the removal of baggage coin lockers at all airports; the use of new explosive vapour detectors for screening baggage; and a more rigorous oversight role for Transport Canada. In addition, new training standards were developed by Transport Canada for screening officers, a train-the-trainer program was started and the screening officer certification program was put in place. This system was considered adequate until suicide hijackers turned fully-loaded passenger planes into flying missiles on September 11, 2001.

The September 11, 2001 terrorist attacks on the United States represented a new level of threat. While the tools used in the attack were uncomplicated



CATSA was established by the
Canadian Air Transport Security
Authority Act on April 1, 2002.

and readily-available, the methods were significantly more sophisticated and entirely unprecedented. Like many other governments around the world, the Canadian Government made significant changes to the way it thinks about and does aviation security in the immediate aftermath of the 9/11 attacks. CATSA was the centrepiece of the Government's plan to enhance Canada's air transport security system. Although Transport Canada continues to be the regulatory authority for all transportation security requirements, CATSA is responsible for the implementation and operation of key aviation security services.

CATSA screens over 37 million passengers, over 60 million pieces of luggage, and over 800,000 non-passengers per year.

2.0 CATSA – WHAT DO WE DO AND HOW DO WE DO IT?

In addition to pre-board screening of passengers and luggage, CATSA is responsible for the acquisition, deployment, operation and maintenance of explosives detection systems at airports; screening of non-passengers entering airport restricted areas; implementation of a restricted area identification card; contracting for Royal Canadian Mounted Police (RCMP) policing services to provide aircraft protection officers on selected flights; and contributions for supplemental airport policing services.

2.1 Screening passengers and their carry-on baggage

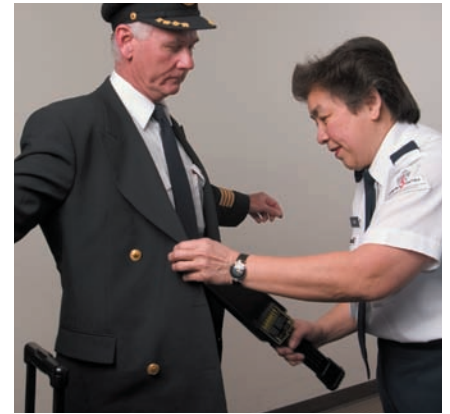
CATSA is responsible for pre-board screening at 89 designated airports. In the screening process, passengers and their carry-on baggage are inspected to ensure that prohibited items, such as knives, firearms, incendiary devices, explosives, or any other threat items are not carried onto the airplane.

2.2 Screening checked baggage

Through the use of state-of-the-art explosives detection system equipment, CATSA is responsible for screening checked baggage at designated airports. This includes the purchase, integration and certification of equipment and overseeing its operation and maintenance.

2.3 Screening non-passengers accessing restricted areas at airports

Screening of non-passengers at restricted-area access points and/or inside restricted areas occurs on a random basis during airport hours at Canada's major airports. A non-passenger is any individual who works in an airport, or who passes through an airport and requires access to the designated restricted areas. This includes flight crews, caterers, maintenance personnel, and baggage handlers. Non-passenger screening is another important component of CATSA's layered approach to security.



2.4 Enhancing the airport pass system for restricted areas

All non-passengers who need access to restricted areas at the airport are required to carry a Restricted Area Pass. CATSA is working with Transport Canada and major airports to replace this pass with a Restricted Area Identification Card (RAIC). The addition of biometrics and centralized databanks will allow for the positive identification of the cardholder, and allow CATSA to trace, in real time, the issuance, verification and cancellation of passes.

2.5 Administering the Canadian Air Carrier Protective Program

The RCMP provides Aircraft Protective Officers on board commercial aircraft to protect against an unauthorized person seizing control of a Canadian commercial aircraft. Under the terms of the *CATSA Act*, CATSA makes payments to the RCMP for the provision of this service. CATSA continues to work closely with the RCMP to ensure that the program is administered properly and that it uses resources appropriately.

2.6 Administering airport policing funding agreements

Certain airports are responsible, under Transport Canada regulations, for providing aviation-related policing at airports. In order to offset a portion of these costs, CATSA provides funding to these airports.

2.7 Security is our #1 Priority

Since the creation of CATSA, observers have questioned whether the CATSA model – a federal Crown corporation responsible for aspects of air transport security – is the most effective for Canada. Some have suggested that airport operators would provide a more cost-effective service tailored to the needs of each airport. The question is a reasonable one. In our view, however, the Government of Canada made the right decision in opting for a federal agency with a cross-Canada perspective. Unlike airport operators, CATSA can ensure:

1. *A national approach and consistency* – the *CATSA Act* requires that screening operations be delivered in a consistent manner across Canada. Having one set of standard operating procedures, codes of conduct, performance management systems, communications material, even uniforms and the federal identity program ensures that consistency. CATSA – and not 89 discrete airport authorities – can provide this consistency.
2. *Public security* is the #1 priority – CATSA’s legislated mandate is air transport security – period. We are not in the business of operating parking, leasing space to businesses, airport cleaning and maintenance, or other areas of interest to airport authorities. Public security is compromised when screening operations are “cross-collateralized” with other airport operations. CATSA’s screeners perform screening and nothing else.
3. *Accountability* to Parliament and Canadians – Unlike private corporations, even airport authorities, CATSA is held to high standards of public accountability and reporting. Our activities are scrutinized by Treasury Board. Our financial operations are reviewed annually by the Auditor General and tabled in Parliament. Cabinet approves the memoranda that define our mandate and purview.

CATSA by Numbers:

89 airports across Canada

CDN
\$1.94 billion over five years

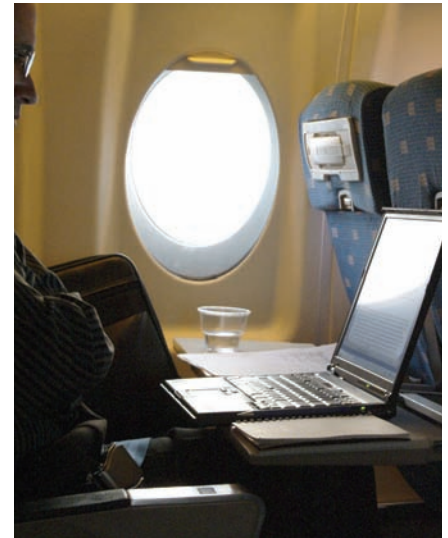
104 separate Explosive
Detection Systems (EDS) projects

Over
4,000 screening officers
across Canada

Over
37 million passengers/year

4. *Access to intelligence* – Canada’s security and intelligence authorities have understandably strict conditions by which they can share their information. Intelligence-sharing with private sector organizations is difficult, if not impossible, due to national security considerations. The department responsible for oversight of CATSA’s activities – Transport Canada – has access to such information and is able to share it with us. Moreover, CATSA attends fora with other government departments and agencies in federal committees and working groups, such as the G8, the Security and Prosperity Partnership, and the Counter-Terrorism Capacity Building Program. Such attendance is possible for a federal agency like CATSA, but is not feasible for dozens of private airport authorities across Canada.

5. *International networks* with our counterparts abroad – CATSA has created a forum for international sharing of information and best practices – the International Forum for Security Screening in Aviation. As well, CATSA participates with other government departments and agencies in multilateral and international security summits and conferences, as mentioned above.



2.8 A Multi-Layered System

CATSA continues to work towards building a multi-layered and multi-dimensional security system to make it more difficult for the terrorists to penetrate our defences. Each layer of security is designed to protect air travelers and as a whole, they form a defensive system that is intended to respond dynamically to an imminent threat or attack, and recover quickly from any major disruptions. While no system can ever be 100% effective, these multiple layers are designed to serve as an effective deterrent to would-be terrorists and to detect those that may launch an attack against aircraft and passengers.

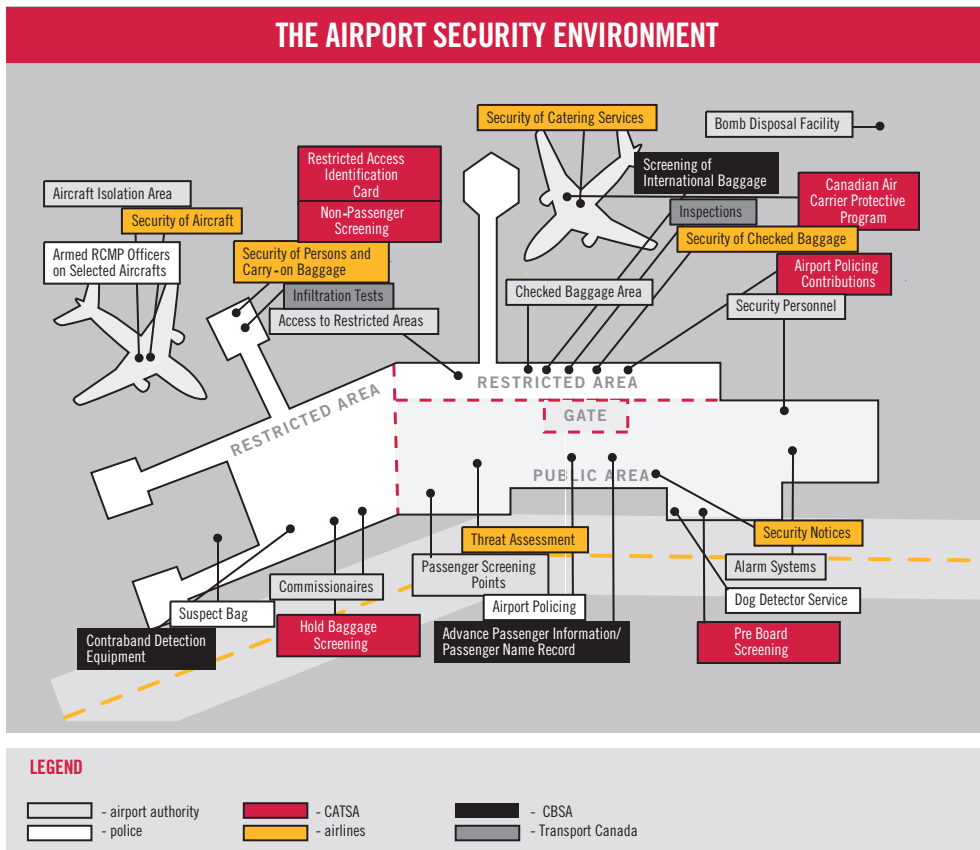
Canadian airports house numerous agencies and organizations responsible for various aspects of aviation security. While the agencies can differ from

province to province or even airport to airport, a “typical” airport will house representatives of the following organizations apart from CATSA :

1. *Transport Canada* – responsible for conducting infiltration tests and inspections
2. *The Canadian Border Services Agency* – responsible for screening immigrants, screening international baggage, operating contraband detection equipment, and gathering advance passenger information and passenger name records
3. *Airlines* – responsible for security of aircraft, security of catering services, threat assessments, and the security of passengers and carry-on baggage after CATSA screening
4. *Police services* – responsible for airport policing (CATSA provides funding for airports to contract with police), dog detector services, and aircraft security (CATSA-funded RCMP officers on selected aircraft)
5. *Airport authorities* – handle security personnel, bomb disposal, alarm systems, aircraft isolation areas, management of passenger screening points and checked baggage areas

The diagram below provides a graphic depiction of the different security responsibilities at a Canadian airport.

CATSA is governed by an eleven-member Board of Directors with representatives from both the airline and airport community.



While CATSA’s mandate is currently restricted to certain elements of aviation security, we work closely with our partners and stakeholders to ensure the security and integrity of the system as a whole. Additionally, through sharing best practices and approaches, CATSA continues to find ways to contribute to the security of the North American air transportation system and the international air transport system in general.

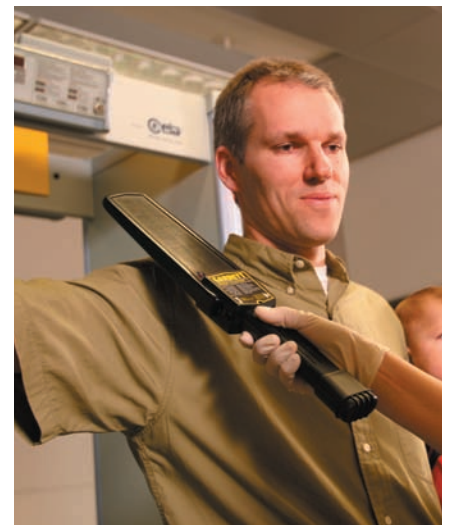
Although we have not experienced a large-scale terrorist attack in North America since 9/11, this does not mean that the terrorists are not still active. They continue to plan and train for the next big attack. Dozens of terrorist organizations are known to the Government of Canada, and Canada remains a potential target. These organizations continue to seek out weaknesses in our defences and to find ways of penetrating them. The stronger and more substantive these defences are, the harder it is for terrorists to succeed. A

comprehensive, robust and layered security system serves to deter terrorists from attacking. They tend to prefer instead, to opt for “soft” targets. Like guards in a watchtower, CATSA is working to solidify its defences and maintain a vigilant eye on the approaching threats. Moreover, Canada’s proximity to the U.S. poses additional challenges for air transport security. The potential for an attack on the U.S. via Canada, or for an attack anywhere near Canada’s borders, can have devastating effects on our relationship with the US and our domestic economy thus requiring us to have state-of-the art tools and intelligence.

Canada’s overall security response involves all aviation stakeholders including the travelling public, airlines, airports, government agencies and CATSA. CATSA works with all our stakeholders and government agencies in order to ensure an integrated and layered security system.

3.0 CATSA TODAY – HOW HAVE WE IMPROVED SECURITY?

CATSA has spent time and resources on building an effective system of layered security designed to detect and deter terrorists before they have a chance to strike. We have endeavoured to make aviation a hard target. With a small team, relative to other Crown corporations with our operating scope, and within a fairly short time, CATSA has made significant advancements. Our successes are illustrated by comparing operations today with operations pre-9/11:





	THEN	NOW
<i>Accountability</i>	Rested with individual airlines for their passengers.	CATSA accountable to Minister of Transport.
<i>Objectives</i>	Objective of airlines: meet security standards with least impact on passenger flow.	CATSA's highest priority is security. Security standards are continually adapting to new and emerging threats.
<i>Consistency of Services</i>	Different screening contracts with different screening providers.	Initiated enhanced security screening services contracts. CATSA introduced standard operating procedures and operational plans for all 89 airports. CATSA also implemented a performance payment program to make service providers more accountable based on the criteria of customer service, consistency, cost-effectiveness and business practices.
<i>Training Screening Officers</i>	Single course with limited hours of training.	Introduced enhanced training for screening officers at all airports using training centres, computer-based training, on-the-job training and distance learning tools. Doubled the number of hours of training provided to screening officers.
<i>Conditions of Employment for Screening Officers</i>	Generally low-paying jobs with high turnover rates.	CATSA introduced standards to meet quality objectives, including improved training, higher rates of pay and possibilities for career development.
<i>Screening Checked Baggage</i>	Limited screening in place.	Screening of 100% of checked baggage, implemented one year ahead of commitment made in Budget 2001, using world-class techniques and technology.



	THEN	NOW
<i>Explosives Detection Systems</i>	No national system in place.	Explosives detection equipment has been deployed at all 89 designated airports.
<i>Security Measures for Airport Restricted Areas</i>	Non-passengers not screened, but possessed restricted area pass.	Approximately 2,300 non-passengers are screened daily. CATSA is in the process of implementing the enhanced restricted area identification card based on biometrics technology.
<i>Incident Reporting</i>	Security incidents and surrendered items managed locally.	CATSA has created a Security Communications Centre (SSC) to capture and analyze all incidents on a national basis. The SCC was created to improve coordination of information between headquarters and airports, enhance service delivery and act as a ‘command centre’ in the event of an emergency.
<i>Police Presence</i>	Airports responsible for contracting police services.	The RCMP provide on-board Air Carrier Protective Officers to designated flights.
<i>Awareness and Customer Service</i>	Individual awareness programs with limited focus on customer service.	Enhanced customer service through training, bilingual greetings, news articles, and consultative approach with partners and the airport community. In a recent survey, 91-95% of passengers were very satisfied with the screening process, the level of professionalism of screening officers and the time it took to be screened.



Partnerships

THEN

Security screening coordination was done on an individual airport basis.

NOW

As a security organization, CATSA has raised its national profile with the Air Transportation Association of Canada, the Canadian Airports Council and other stakeholders. At the international level, CATSA has initiated the International Forum for Security Screening in Aviation that brings together international partners in the aviation security industry to share ideas and focus on aviation security screening best practices through understanding and cooperation.

Integrated Security

Security functions delivered to meet regulations at individual airports.

Security delivery and incident management carried out on a national basis with a focus on continuous improvement.

4.0 THE CHANGING ENVIRONMENT AND THE EVOLVING NATURE OF THE TERRORIST THREAT

As the Crown Corporation responsible for securing critical elements of the air transport system, CATSA has a critical and essential role to play in national security. Our security policy and counter-terrorism planning must be conducted within the broader context of the global security environment. This environment has a direct and significant impact not only on general security in Canada, but also on aviation security in particular. In today's globalized and inter-connected world, events in one corner of the globe have the ability to drastically affect events in another.

4.1 The Threat Environment

The evolving terrorist threat we are confronted with today, and which we will be challenged with in the future, is unlike any we, or any one else, have faced in the past. It is highly complex, dynamic, unrelenting and infinitely more destructive. Not only is it difficult to clearly identify, and characterize, it is hard to understand and conceptualize. Traditional political, religious, and ideological objectives are combining with pure and simple hate – a particularly lethal combination that is manifesting itself into the style of attacks we are seeing today. This terrorism is now more deadly, better financed and its operatives better trained than ever before. It has a virtual, worldwide presence available 24/7 through the Internet, supplementing the work of training camps in indoctrinating and preparing current and future terrorists.

Terrorism is increasingly becoming a trans-national and multi-disciplinary activity, carried out by networks, as opposed to the familiar terrorist groups of the past. For example, Al Qaeda the group has been replaced by Al Qaeda the ideology – a patient, clever, innovative and un-restrained force planning and operating globally and independently. This trans-national, radical Islamist movement is nearly impossible to detect and predict. The terrorists of today

come from across both genders, all walks of life, all nationalities and all age groups. Furthermore, the easily identifiable battlefields of the past have been replaced by the opaque virtual and cyber battlefields of today. This terrorist reality presents us with a formidable challenge that we are only beginning to address.

4.2 Is Aviation a Target?

The Richard Reid shoe bomber case, foiled hijacking attempts in Saudi Arabia and Pakistan, thwarted terrorist plots against London Heathrow and Changi Airport facilities, the 2002 and 2003 West and East Coast airliner plots and a host of other events clearly indicate that terrorists continue to target civil aviation. Given its assured media coverage, high lethality guarantees, and significant psychological, political and economic impacts, an attack on civil aviation is frequently viewed, still today, as a particularly attractive terrorist target.

As we continue to solidify our defences, terrorists will continue to seek out our vulnerabilities and attempt to penetrate our layers of security. The realities of the global security environment, the nature of new and emerging threats and the persistent targeting of aviation by terrorists, demanded the creation of CATSA in 2002, continue to necessitate the CATSA of today and will direct the CATSA of tomorrow.

5.0 CATSA – ASSESSING CHALLENGES AND MEASURING RESULTS

How do we know if we using the right methods? How do we know if the system is more secure today than in the past? As we continue to review and refine our measurement systems, we will be able to better determine whether the system is more secure and, if so, the causes of the improvement.

For now, we know that the number of intercepted items is declining, which suggests that our awareness programs are working. Passenger volumes continue

to rise so we know that we have effectively reassured the traveling public that they are more secure today than before the 2001 terrorist attacks in the United States. We know that the travelling public is confident in our security measures from recent polls showing that our pre-board screening procedures and equipment greatly impact their confidence in security. We know that our screening officers are encouraged and proud of the critical role they play – our turnover rate is below 10% which is well within industry standards. We know we have managed the national deployment of new equipment and technology well because we will meet our stated deadlines and CATSA has received a positive report from the Auditor General of Canada. And we know that we are working efficiently, with a small team of headquarters staff that has made phenomenal achievements in just three years; aviation-related organizations of comparable scope to CATSA's cannot match our efficiency.

We have installed a Business Intelligence system across our enterprise and have the ability to monitor, analyze and act on the data we receive from each of the 89 airports on a daily basis. We are able to follow trends and incidents and measure productivity on a cost per passenger basis. We are considered within government and by outside experts to be a model user of business intelligence for performance management.

We complete quality reviews on our service providers and airports. We continuously improve our Standard Operating Procedures and we conduct simulated exercises at each of our airports to test our systems and ensure adequate responses to critical incidents.

These systems culminate in CATSA's Balanced Scorecard, an integrated tool for planning our resources, measuring our results, and reporting to stakeholders and Parliament. We are able to direct our resources toward the areas of greatest risk and need, adapting our response to potential threats. Using the Balanced Scorecard, CATSA is ensuring that we measure results at all levels of the organization, analyze gaps and opportunities for improvement, and implement

In a recent survey, more than 90% of customers were satisfied with the screening process, time to screen and level of courtesy and respect with which they are screened.

Over 90 cents of every dollar CATSA spends on security goes directly to the front line.

changes that enable us to meet, if not surpass, our targets and government requirements.

As a responsible, publicly accountable authority, CATSA's reporting requirements, performance management and measurement systems, relationships with other public security agencies, and organizational culture cannot be matched by any private sector organization. We are audited by the Office of the Auditor General; each of our programs is evaluated to respond to Treasury Board and Cabinet expectations, we report annually to Parliament and make our code of conduct and executive expenses available on our website. As well, we gather information "on the ground" from our screening officers, actively seeking their feedback through cross-Canada consultation sessions with our senior management team, and through constant information-gathering by our regional managers. CATSA is able to bring these various points of view together to represent a consistent, Canada-wide air transport security vision.

6.0 CATSA TOMORROW: WHERE DO WE GO FROM HERE?

The threat of terrorism continues unabated throughout the world. Given the magnitude of the security risks facing Canada's air transport system, CATSA cannot afford to sit on the side-lines. We must be proactive and responsive; focussed, yet flexible in devising and implementing operational measures that successfully address emerging security threats.

As a strategic aviation security authority, we are using four key principles to guide our decision-making, structure our operations and steer our work. Our four strategic priority areas are as follows:

1. Operational flexibility;
2. Financial flexibility;
3. Access to actionable intelligence; and,
- 4 Working effectively with the Government of Canada and foreign governments.

We must deploy our resources and align our actions strategically so that we can continuously improve as a leading, world-class air security authority.

6.1 Operational Flexibility

Given the unpredictability and rapid change reflected in terrorist events around the world, our security approach must be based on flexibility and adaptability. More and more, we are moving towards a risk-based system – one in which we understand our risks well and apply our limited resources in those areas. For example, rather than putting all passengers through the same screening process, we are looking at ways to develop a registered traveller concept which could allow some low risk travellers to undergo a more streamlined screening process. CATSA's aviation security model must be able to evolve and respond to incidents as they occur on the front lines, and to changes in terrorist tactics and methods. We must also explore the nature of the “screening process of the future”. Thinking ahead is crucial.

We need to identify security gaps, propose solutions and introduce mechanisms to close the gaps. We need the flexibility to re-engineer screening operations, so that resources are aligned to actual risks and not to react to outmoded notions of terrorist threats. We need to achieve a common-sense approach to prohibited items. We cannot allow terrorists to use the predictability of our security measures to their advantage in planning or carrying out an attack.

6.2 Financial Flexibility

As a Crown Corporation, we manage public funds efficiently and effectively for maximum security impact. CATSA will therefore persist in its efforts to secure adequate, sustainable, long-term operating and capital commitments from government which are flexible enough to build a security system that is efficient, effective and more responsive to evolving security threats, while at the same time, addressing the needs of the aviation industry and the traveling public.

CATSA has created a Security Communications Centre that has improved the coordination of information between headquarters and airports, has enhanced service delivery, provides increased incident management and acts as a “command centre” in the event of an emergency.

6.3 Access to Actionable Information

In order to effectively fulfill its mandate, CATSA must remain vigilant of the new and emerging threats on, or approaching, our radar screen. While some of these threats may be easy to detect, others are more difficult to identify. Intelligence is a specific type of information that can assist CATSA, as an intelligence customer, in discerning and recognizing certain types of threats unique to the aviation security environment. Although it constitutes just one part of our overall counter-terrorism strategy, it is an integral component that will help us meet the challenges posed by the evolving threat environment.

CATSA needs access to three main types of information: actionable information; strategic information and general information related to the terrorist threat. Actionable information includes time-sensitive, tactical information related to an imminent threat which will help us direct our resources where they are most needed and to solidify our defences to pre-empt a pending terrorist attack. Strategic information, which includes information pertaining to trends in terrorism, will help us with the long-term planning of our security policies to ensure they stay several steps ahead of new and emerging threats. CATSA also needs access to information pertaining to terrorist tactics and techniques: the types of explosives and weaponry that may be used in an attack against civil aviation; potential vulnerabilities in aviation security that could be exploited by terrorists; plots against civil aviation detected in other countries; and interest of specific terrorist groups in aviation as a potential target.

Having the right information at the right time will help CATSA respond with precision and speed. Information will assist us in making better, more-informed decisions and to anticipate, and perhaps even eliminate, potential threats to aviation security.

In order to ensure that CATSA continues as a highly reliable organization, we conduct incident simulations on a regular basis at our major airports and at least one corporate-wide exercise a year.

6.4 Working Effectively with the Government of Canada and Foreign Governments

Strong collaborative relationships are essential to ensure that we are an agile security authority. CATSA will continue to work cooperatively and effectively with government partners, in particular Transport Canada, to enhance relations to ensure open communications and the reciprocity required to facilitate a common security agenda. In so doing, we seek to achieve our priorities of operational and financial flexibility, and access to timely, actionable intelligence.

6.5 CATSA and the Five-Year Review

Over the course of the next few weeks, we will present a series of strategic papers that delve further into the issues raised in this overview. Most importantly, these papers will lay down our vision for a more secure air transport system, not only in Canada but around the world