International   Civil   Aviation Organization

WORKING PAPER

AFI AVIATION SECURITY MEETING

Dakar, Senegal, 28 May 2014

AN AFRICAN PLAN FOR ENHANCING AVIATION SECURITY AND
FACILITATION

(Presented by Uganda)

SUMMARY

In recent years a number of policy initiatives have aimed at strengthening aviation security in Africa in light of the continent's persistent and systemic deficiencies. This paper proposes that African States advance these efforts in close collaboration with ICAO through a new initiative focused on enhancing aviation security and facilitation implementation in a sustainable manner. This would support socio-economic development of the States by promoting international trade, tourism and other sectors while meeting the relevant Strategic Objective of ICAO.

Action by the AFI Aviation Security Meeting is proposed in paragraph 6.

1.   **INTRODUCTION**

1.1   Analysis of ICAO Universal Security Audit Programme (USAP) findings as well as other sources of information points to an urgent need for an African (AFI) region initiative focused on strengthening aviation security (AVSEC) and facilitation (FAL) implementation on the continent. Aviation security in Africa is generally characterized by persistent and systemic deficiencies in the regulatory, oversight and operational areas. Challenges include weak national legislation, inadequate or inefficient infrastructure and services, insufficient funds and lack of qualified personnel. Civil aviation in Africa is also confronted by major facilitation issues which adversely affect the efficiency and quality of air services.

1.2   An analysis of USAP results has highlighted the lack of effective implementation (LEI) of the critical elements of aviation security systems in Africa. Notably, the situation is much worse than the global average, meaning that many States are unable to properly oversee aviation security. The magnitude of the problem is compounded by the tenuous security environment, and the potential for terrorist activities on a continent where few States fully comply with AVSEC-related ICAO Standards and Recommended Practices (SARPs).

1.3   As global aviation security is only as secure as the weakest link, the situation in Africa has potential worldwide implications. Any high-profile trans-border incident associated with systemic deficiencies in Africa will undermine confidence in the international civil aviation system and could adversely impact both national and global economies. Therefore, the AVSEC deficiencies in the AFI Region should not only be treated as an African problem but also as a global problem.

1.4   In addressing AVSEC challenges in Africa, it is important to do so in a sustainable manner so that economic development, in particular tourism and international trade, are not adversely affected. Sustainable solutions can promote regional political and social stability as well as economic activity.

2.   POLICY MILESTONES

2.1   There have been a number of policy initiatives that aim to strengthen aviation security in Africa.

2.2   A concerted effort to address Africa's aviation security challenges commenced in 2007, when the African Union (AU), African Civil Aviation Commission (AFCAC) and ICAO organized a conference in Addis Ababa, Ethiopia which agreed on a roadmap for addressing security deficiencies in Africa. Further political resolve materialized in 2010 following the thwarted plot of December 2009, when a terrorist whose journey originated in Accra, Ghana, and Lagos, Nigeria attempted to ignite explosives concealed in his underwear as the aircraft neared its U.S. destination. A Ministerial-level meeting in Abuja in April 2010 proclaimed, in the Abuja Declaration, African States' resolve to improve the level of aviation security. The following year ICAO organized the Regional Aviation Security Conference in Dakar, Senegal to promote implementation of the 2010 ICAO Assembly Declaration on Aviation Security throughout Africa. In November 2011 the AU Ministerial Conference in Luanda, Angola agreed, among other things, to establish a Regional Aviation Security Group to advance progress in addressing security deficiencies.

2.3   Among other notable developments are the AU's establishment of the African Centre for the Study and Research on Terrorism (ACSRT), ongoing efforts by the United Nations Counter-Terrorism Committee (CTC) and applicable resolutions issued by the UN Security Council. The United States launched two programmes focused on strengthening aviation safety and security in Africa, namely the Safe Skies for Africa and the Last Point of Departure initiatives. In addition, there have been a number of assistance projects coordinated or carried out by ICAO, as well as by States and other organisations, with the aim of building AVSEC capacity and addressing security deficiencies. ICAO has also developed relevant guidance material and supported AVSEC training centres in Africa.

3.   A WAY FORWARD

3.1   The time is ripe for a new initiative in Africa that will advance aviation security and facilitation implementation in light of progress to date and in accordance with past declarations of political resolve. The proposed initiative, known as AFI SECFAL, takes its

inspiration from the AFI Plan conceived in 2007 as a means of improving safety throughout Africa. The AFI Plan can serve as a model for launching a new African initiative focused on enhancing aviation security and facilitation, one of the Strategic Objectives of ICAO for the 2014-2016 triennium.

3.2   The AFI SECFAL Initiative would comprise several strategies for achieving this objective, as follows:

a) promote awareness of all stakeholders about the state of aviation security in Africa, including at the State level, and the international community's expectations for improvement;

b) assist African States to implement the Standards and Recommended Practices of Annex 9 – *Facilitation* and Annex 17 – *Security*;

c) assist African States in their implementation of corrective action plans for resolving security and security-related facilitation deficiencies identified by past ICAO audits and ongoing activities under the Universal Security Audit Programme continuous monitoring approach (USAP-CMA);

d) assist African States in resolving Significant Security Concerns (SSeCs) in a timely manner;

e) establish platforms such as the Regional Aviation Security Group called for by the AU Ministerial Conference in 2011, to assure optimum utilization of AVSEC resources and expertise within the African region;

f) enhance collaboration and sharing of information amongst African States, in part through effective usage of the ICAO AVSEC Point of Contact (PoC) network, as well as overall crisis management capabilities;

g) expand and support ICAO-endorsed Aviation Security Training Centres (ASTCs) in the African region, including by developing and disseminating standard training packages (STPs) focused on appropriate topics including AVSEC instructor training, inspector training, and auditor training;

h) promote ratification of relevant international instruments, including the Beijing Convention and Protocol, and assist African States in their implementation;

i) re-establish the AFCAC Aviation Security Committee and facilitate its effective engagement in regional activities;

j) assist African States to establish national and airport committees dedicated to aviation security and to air transport facilitation;

k) support the development of National AVSEC and FAL Programmes in African States, and assist States with their implementation; and

l) assist African States to identify and address new and emerging aviation security and facilitation issues.

4. COLLABORATIVE PROCESS

4.1 While African States would assume ownership of the project by being actively involved at every stage of its adoption and implementation, it is envisaged that ICAO will play a leadership role and coordinate the various AFI SECFAL activities in partnership with the African Union, AFCAC, African States and donors. Close consultations would also be necessary with industry, regional economic communities and international programmes such as the New Partnership for Africa's Development (NEPAD).

4.2 AFI SECFAL would require generous contributions of resources – both human and financial. Potential enablers include African States as well as AFCAC, relevant institutions that would benefit from positive outcomes, non-African donor States and, of course, ICAO playing a key supporting role. The roles of the participating stakeholders will need to be clearly defined in order to optimize AFI SECFAL resources and ensure their effective and timely allocation.

5. DEVELOPMENT, MANAGEMENT, MONITORING AND REPORTING

5.1 Immediate-, medium- and long-term deliverables will be defined in due course, with the ultimate goal of preventing acts of unlawful interference with civil aviation while facilitating the efficient movement of passengers and goods. In the immediate term, priority will be given to the resolution of SSeCs and other high-risk issues. In the medium term, the focus will be to raise the level of aviation security to at least the global average level for all African States as defined by USAP results. The long term target is to resolve all security deficiencies in a sustainable manner. AFI SECFAL progress will be measured in terms of USAP-CMA findings, the pace of implementation of corrective action plans, the impact of training activities, the nature of major aviation security incidents and a reduction in the number of African States referred to the ICAO Monitoring and Assistance Review Board (MARB) or categorized as having SSeCs. To ensure achievement of the objectives, the set goals and targets of the initiative, it will be necessary to continuously monitor and report on its progress with clear performance indicators. ICAO's Regional Offices will be expected to play an important role in achieving progress through their continuous engagement with African States and by helping to evaluate the rate of improvement.

5.2 It is proposed that, subject to the approval of the ICAO Council, the AFI SECFAL Initiative be established as an ICAO programme. African States would, of course, remain responsible for aviation security and facilitation consistent with their obligations under Annex 17 – Security and Annex 9 – Facilitation. As an ICAO programme, AFI SECFAL would become a focal point for prioritization of issues, coordination of activities, mobilization of political will and resources, and monitoring progress.

5.3   A steering committee, comprised of members from States, regional organizations, the donor community and the ICAO Secretariat would provide management oversight, and report to the Council on progress, challenges and strategies. A working group of the steering committee would be responsible for developing an implementation plan. The ICAO Secretariat would serve as the secretariat of the steering committee in addition to being a provider of technical assistance and cooperation. Terms of reference for the steering committee and an overall implementation plan for the AFI SECFAL programme will be developed in due course by the sponsors of the initiative.

5.4   In a related development, AFCAC will enhance its collaboration with ICAO under the resolution adopted by the AU Ministerial Conference in Luanda in 2011.

5.5   Provided that the AFI SECFAL Initiative is endorsed by African States at the 24th AFCAC Extraordinary Plenary Session in Dakar 1-4 July 2014, the Secretary General will present a paper on the AFI SECFAL Initiative for the approval of the ICAO Council during its 203rd Session, which begins in September 2014.

6.   **ACTION**

The AFI Aviation Security Meeting is invited to:

   a) consider the AFI SECFAL Initiative as proposed and provide further inputs, if any; and

   b) recommend that the 24th AFCAC Extraordinary Plenary Session of 1-4 July 2014 endorse the AFI SECFAL Initiative.

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