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WORKING PAPER

COUNCIL — 203RD SESSION

Subject No. 52: Unlawful interference with international civil aviation and its facilities

AFI SECURITY/FACILITATION INITIATIVE

(Presented by the Secretary General)

EXECUTIVE SUMMARY

This paper proposes that ICAO collaborate with States on implementation of an initiative focused on enhancing aviation security and air transport facilitation in Africa (AFI) in a sustainable manner. Such collaboration would support the socio-economic development of States by promoting, inter alia, international trade and tourism. The proposed initiative, known as AFI Security/Facilitation (SECFAL), takes its inspiration from the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) conceived in 2007 as a means by which to improve safety throughout Africa. The AFI Plan is seen as a model for launching a new initiative focused on enhancing aviation security and facilitation, one of the Strategic Objectives of ICAO for the 2014-2016 triennium, at a regional level.

Action: The Council is invited to

- a) consider the aviation security and facilitation challenges facing African States and the renewed commitment proposed by the AFI SECFAL Initiative to achieve enhanced implementation;
- b) approve the AFI SECFAL Initiative as an ICAO programme; and
- c) request the Secretary General to report on progress in implementing the AFI SECFAL Initiative during the 204th Session.

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objective C — <i>Security and Facilitation</i> .
<i>Financial implications:</i>	No additional resources required.
<i>References:</i>	C-WP/13145 C-WP/12957 C-DEC 183-7 C-DEC 181/5 Doc 10022, <i>Assembly Resolutions in Force</i> (as of 4 October 2013)

1. BACKGROUND

1.1 Analysis of ICAO Universal Security Audit Programme (USAP) findings, as well as other sources of information, point to an urgent need for a coordinated and sustained regional initiative focused on strengthening aviation security (AVSEC) and facilitation (FAL) implementation on the African continent. Aviation security in Africa is generally characterized by persistent and systemic deficiencies in the regulatory, oversight, and operational areas that result in unsatisfactory implementation and risk mitigation. Challenges include weak national legislation, governance arrangements, 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 through two cycles 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, conflict zones and the presence of terrorist, insurgent and transnational criminal group activities on a continent where many States have significant gaps to address in order to be in satisfactory compliance with ICAO Standards and Recommended Practices (SARPs).

1.3 The situation in Africa has potential worldwide implications. Any high-profile transborder incident associated with systemic deficiencies in Africa will undermine confidence in the international civil aviation system, adversely impacting 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 issue.

1.4 In addressing AVSEC challenges in Africa, it is important to do so in a progressive and sustainable manner so that economic development, in particular tourism and international trade, is not adversely affected and enhancements are lasting. Sustainable solutions can promote regional political and social stability as well as economic activity. Therefore, there is need also to address FAL matters, such as State-level coordination of entities responsible for various aspects of facilitation, implementation of the ICAO Traveller Identification Programme (TRIP), and Advance Passenger Information Data exchange.

2. POLICY MILESTONES AND IMPLEMENTATION ASSISTANCE

2.1 There have been a number of policy initiatives aimed at strengthening 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. Further political resolve materialized in 2010 following the plot in December 2009, when a terrorist, whose journey originated in Africa, attempted to ignite explosives concealed on his person 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; the Conference adopted a Joint Statement for further action under ICAO auspices to enhance aviation security. 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 United Nations Security Council. The United States launched two programmes focused on strengthening aviation security in Africa, namely the Safe Skies for Africa and the Last Point of Departure initiatives.

2.4 There have been and are planned a number of assistance projects of all scales and activities coordinated or carried out by ICAO, as well as by States and other organizations, having the aim of building AVSEC capacity, and addressing security and facilitation deficiencies. These include comprehensive projects carried out under ICAO's State Improvement Plan framework, enhancing States' travel document and border programmes, capacity building in emerging States, and assistance to mitigate risks associated with Man-Portable Air-Defence Systems. ICAO has also developed relevant guidance material and supported Aviation Security Training Centres in Africa.

3. RECENT DEVELOPMENTS

3.1 In recognition of the foregoing, the AFI SECFAL Initiative was presented at the AFI Aviation Security Meeting held in Dakar, Senegal on 28 May 2014 as a practical mechanism the objective of which is to enhance AVSEC and FAL implementation in Africa. The proposal was unanimously supported by African States, which called on AFCAC, as the specialized agency of the African Union responsible for air transport, to be a driving force for the Initiative.

3.2 The presentation of the proposal at the AFI Aviation Security Meeting in May 2014 brought together 180 participants representing States, regional and international organizations, and industry. Key development partners, namely Belgium, the European Union, EUROCONTROL and the International Air Transport Association, but also Representatives from China, Republic of Korea and Turkey, welcomed the proposal and confirmed a willingness to expand their efforts on behalf of aviation security and facilitation in Africa.

3.3 The AFI SECFAL Initiative was endorsed by resolution of the AFCAC 24th Extraordinary Plenary Session that convened in Dakar from 1 to 4 July 2014. Member States further defined the Initiative, resolved to intensify their efforts to enhance aviation security and facilitation, and requested ICAO to approve the SECFAL Initiative as an ICAO programme.

3.4 To achieve AFI SECFAL objectives, it would be necessary to continuously monitor progress with clear performance indicators. ICAO Regional Offices would play an important role through their continuous engagement with African States and by helping to evaluate the rate of improvement. Furthermore, the USAP continuous monitoring approach will enable the ICAO Secretariat to observe and document effective implementation of the relevant Standards. AFI SECFAL progress also would be measured in terms of the pace of implementation of corrective action plans, the impact of training activities, the review of aviation security incidents, and the number of African States referred to the ICAO Monitoring and Assistance Review Board or with unresolved Significant Security Concerns (SSeCs), and meeting AVSEC and FAL targets.

3.5 Importantly, African States consider ICAO's leadership to be essential to the success of any initiative focused on improving aviation security and facilitation in Africa. The ICAO Secretariat is ideally positioned for this critically important role.

4. THE WAY FORWARD

4.1 In light of the pressing challenges and in accordance with all declarations of political resolve, in particular the 2010 Abuja Declaration, its Roadmap and the outcome of the AFCAC 24th Extraordinary Plenary Session, a new initiative in Africa designed to advance aviation security and facilitation implementation is appropriate and timely.

4.2 The AFI SECFAL Initiative would comprise several strategies for achieving this objective, with African States and ICAO joining forces. ICAO would play a key role in galvanizing action on AFI SECFAL activities in coordinated partnership with AFCAC, the African Union, 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. African States would remain responsible for implementation of aviation security and facilitation SARPs, consistent with their obligations under Annex 17 – *Security* and Annex 9 – *Facilitation*.

4.3 The new initiative 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 and non-African donor States and organizations, as well as ICAO's continued mobilization of Regular Programme, voluntary contribution and in-kind resources. The roles of participating stakeholders will need to be clearly defined in order to optimize expertise and resources available to support AFI SECFAL and ensure their effective and timely allocation. This ongoing task could be assisted by a Regional Aviation Security Group (RASEG) to be established. No additional resources are required with respect to the leadership role ICAO would provide, encompassing Council oversight and the Secretariat coordinating and providing assistance, managing the programme and provision of technical expertise.

4.4 Short-, medium- and long-term deliverables are to 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 would be given to the resolution of Significant Security Concerns and other high-risk issues. The medium-term objective is to raise the level of aviation security in all African States to at least the global average level as defined by USAP results, while the long-term target is to resolve all security deficiencies in a sustainable manner.

4.5 To proceed with AFI SECFAL implementation, a Steering Committee would be established, comprised of members representing States (including all African States that contribute to the work of the AVSEC Panel), the ICAO Secretariat, regional organizations and the donor community. The Steering Committee would develop and oversee an implementation plan and progress would be reported to the Council on a regular basis.