



AFRICAN CIVIL AVIATION COMMISSION
30th AFCAC PLENARY SESSION
(LIVINGSTONE, ZAMBIA, 4 – 5 DECEMBER 2018)

Agenda Item 6: Inputs for 2019-2021 AFCAC Triennium Activities

Session 3: AVIATION SECURITY AND FACILITATION

Theme: PROGRESS, CHALLENGES AND WAY FORWARD ON THE IMPLEMENTATION OF WINDHOEK TARGETS AND DGCA'S DECISIONS AND REGIONAL INITIATIVES FOR ENHANCEMENT OF AVIATION SECURITY AND FACILITATION IN AFRICA.

AFI SECFAL PLAN AND IMPLEMENTATION STATUS OF WINDHOEK TARGETS
(Presented by Chairperson of AFI SECFAL Plan)

SUMMARY

This Paper gives a brief background on AFI SECFAL Plan and highlights the actions taken achievements made and challenges encountered in implementing the Windhoek Targets on Aviation Security and Facilitation.

It also proposes prioritisation of future assistance activities to achieve optimal result with the limited resources.

Action Required:-

The Plenary is invited to take action requested in 6.1

1. INTRODUCTION

1.1. BACKGROUND

1.1.1. Regular ICAO USAP Audit reports consistently revealed low AFI average Effective Implementation of (EI) scores caused persistent systemic deficiencies in Aviation Security and Facilitation systems. Several efforts, including high level interventions by Ministers were undertaken to address the identified weaknesses but their impact fell short of stakeholders' expectations.

1.1.2. The major causes of the security and facilitation weaknesses include the following:

- lack of political commitment to prioritize aviation security and facilitation.
- inadequate enforcement powers given to designated Appropriate Authority for security;
- multiplicity of security and facilitation organs at national level
- difficulty in attracting and retaining qualified AVSEC personnel.
- lack of an aviation security and facilitation infrastructure;
- lack of a security culture and prioritisation;
- lack of coordination mechanism to prevent duplication of capacity-building efforts.

1.1.3 Various meetings were convened in inter alia Addis Ababa, Abuja and Luanda with the aim of determining appropriate roadmap to sustainably close the gaps. In particular, the Luanda Ministerial meeting directed that a Regional Security group be established and also directed AFCAC Secretariat to seek appropriate help from ICAO.

1.2. ESTABLISHMENT

1.2.1. In response to AFCAC's request for assistance, ICAO Council decided to establish the Comprehensive Implementation Plan for Aviation Security and Facilitation in Africa (AFI SECFAL PLAN) as an ICAO programme for and owned as well as driven by AFI States. The Plan was launched in Maputo May 2015. A Steering Committee, composed of AFI States and development partners, is responsible for its successful implementation while the Council and AFI Ministers will monitor and review the performance of the Plan.

1.3. WINDHOEK TARGET

To gain the necessary political commitment and support, the Steering Committee convened a Ministerial Meeting in Windhoek in April 2016. The Ministers adopted a Declaration and 15 Targets (popularly referred to as Windhoek Targets). The Targets, which were subsequently endorsed by the AU Summit in 2017, will facilitate effective monitoring and evaluation of the implementation of AFI SECFAL Plan. The Targets will be implemented in three phases; short term (2017), medium term (2020) and long term (2023).

1.4. HARMONISATION OF TARGETS AND ROADMAPS

1.4.1 To avoid inconsistencies, it was necessary to harmonise and align the Windhoek Targets with Roadmap adopted by interregional meeting of AFI and MID East held in Sharm El Sheikh and the Roadmap outlined in the Global Aviation Security Plan (GASeP). The aligned targets will be endorsed by the Minister and AU Summit as their implementation progresses.

2. PROGRESS OF IMPLEMENTATION OF ALIGNED TARGETS

2.1. Need for the Targets

Successful implementation of Windhoek Targets will enhance compliance with ICAO security and facilitation Standards and Recommended Practices which, together with the AU strategy to remove unnecessary impediments to free movement of people and goods, will catalyse the development of air transport and economic growth in the Continent. It is for this reason that the Ministers adopted the Windhoek Targets

2.2. Progress of implementation of Windhoek Targets

Target 1

A minimum of fifty percent of African States achieve at least the global average of EI of the CEs by 2017, 75% of the States achieve this by 2020 and all African States by the end of 2023;

- Global average is a moving target which is almost impossible to achieve. Therefore, during the harmonisation process, it was agreed to 65% as a practical target in line with GASeP. As of June 2018, 22 AFI States had an EI equal or greater than 65%. Although encouraging, it is below the target of 50% (27 States) and reasons for this include:
 - Lack of timely funding mechanism-significant portion of the voluntary contributions were

- not received until this year
- Majority of AFI States have not been audited under USAP-CMA due to limited resources at ICAO Headquarters. Some of these States would score above 65% if audited today

Target 2

As matter of urgency, appropriate action is immediately taken to address all existing Significant Security Concerns (SSECs) in the region and any new SSECs are resolved within 3 months;

- Three of the four previous SSECs were removed. The remaining SSEC is in a States with travel advisories which make its resolution difficult. No new SSECs came up until when five SSECs were posted in one AFI State. A team of experts under the Collaborative Experts Scheme (CES) were immediately deployed in line with AFI SECFAL Plan and it is expected to remove the SSECs within 3 months set by the Ministers in Target 2.

Target 3

Appropriate Authorities with clearly defined roles and sustainable resources are designated to carry out oversight functions of Aviation Security and Facilitation in at least 50% of African States by 2017 and all African States by the end of 2020;

- Many AFI States have Appropriate Authorities for the oversight of security. However, the number and effectiveness of such Authorities is not easy to establish. Many of them do not have adequate powers and resources to effectively perform oversight function and this is largely attributed to lack political commitment

Target 4

By the end of 2017, all States have the following written and approved National Programmes: National Civil Aviation Security Programme (NCASP), National Civil Aviation Security Quality Control Programme (NCASQCP), National Civil Aviation Security Training Programme (NCSTP) and National Air Transport Facilitation Programme (NATFP);

- The issue relating to various national security and facilitation programmes especially NCASQCP remains the weakest area. Although there is noticeable improvement (Attachment F), for CE7 (Quality Control Obligations) AFI has an average EI score of 36.33%. Training seminars have been organised and several States have participated in them. AFCAC is working with States to determine their specific challenges on the basis of which further and tailored assistance will be provided.

Target 5

All States establish functional National Civil Aviation Security Committees (NCASC) and National Civil Air Transport Facilitation Committees (NATFC) by the end of 2020;

- The assessment of this target is under way courtesy of AFCAC. States should be encouraged to provide information requested by AFCAC

Target 6

Security Risk Management processes, which take into account ICAO's Risk Context Statement, and crisis response procedures are established in all States by the end of 2020;

- Mission to states have indicated that most of the States lack the capacity, resources and systems (data management and analysis) to conduct Security Risk Assessment and or Management
- Training and capacity building seminars and workshops have been delivered in collaboration with development partners and more are planned

Target 7

All States join the ICAO Aviation Security Point of Contact (PoC) network by the end of 2017.

- All AFI States have joined ICAO PoC Network and so the Target was fully achieved. ICAO is expected to test the Network twice a year to ensure the proper performance of global PoC Network. Future updates or additional work will depend on results of the tests.

Target 8

All States develop appropriate policies for the attraction, development and retention of human resources by the end of 2017;

- This remains a problem and the main culprit is the payment of inappropriate remuneration packages. A lot remains to be done to achieve adequate political awareness and commitment. In many States, it is not because of lack financial resources but rather lack of prioritisation of civil aviation. This Plenary may wish to make appropriate recommendation(s) to the political leadership.

Target 9

All States develop sustainable aviation security and facilitation training capacities by the end of 2023. This may include adapting existing courses to the local needs, developing online and blended learning training, and training of course developers;

- Engagement with AFI ASTCs is continuing with a view of developing tailored courses. ICAO is developing guidance materials for e-learning and this will likely assist development of appropriate training programmes.

Target 10

All States issue only Machine Readable Passports (MRPs) in conformance to ICAO Doc 9303 – *Machine Readable Travel Documents* and ensure that all non-MRPs are removed from circulation by the end of 2017;

- States have been sensitised on the need to implement this Target in line with Standard 3.10.1 of Annex 9 and records indicate that two AFI States are yet to comply. Engagement with the States continues and this Plenary may wish to guide on this matter

Target 11

All States invest in improving basic sources of reliable data, such as civil registration and vital statistics systems, and establish procedures for reporting information about stolen, lost and revoked travel documents for inclusion in the INTERPOL Stolen and Lost Travel Documents (SLTD) database by end of 2020.

- Data-driven decision-making processes is becoming the inevitable trend. As highlighted under Target 6, it is not possible to carry out accurate security risk assessment and to determine the mitigating strategies without reliable sources of information. This requires significant investment in infrastructure and human resources which depend on good will of the political leadership. The Plenary may wish to guide further on this issue. Interpol which is a Member of the Steering Committee continues to sensitise States on advantages of their lost and stolen passports Data System.

Target 12

At least fifty percent of all States issue only Machine Readable Travel Documents (MRTDs) to refugees and stateless persons by end of 2017 and all States by the end of 2020;

- Evaluation of this target is still on going. The State responses to AFCAC questionnaire suggest that a good number of AFI States are compliant. This Plenary should urge the remaining States to provide relevant information to AFCAC without further delay.

Target 13

At least thirty percent of all States join the Public Key Directory (PKD) by the end of 2017, at least 70% by the end of 2020 and all States by the end of 2023;

- There is still unexplained reluctance among the States to join PKD despite the concerted efforts including interventions by ICAO President and Secretary General
- However, with the advent of e-passports, more States are showing interest in joining PKD. Sensitisation activities will continue.

Target 14

All States should introduce a provision on Advanced Passenger Information (API) in their respective national legislations that adheres to the internationally recognized (PAXLST) standard for the transmission of API by the end of 2020; and

- Despite sustained urging of States to introduce API System, challenges due to infrastructural limitations remain. Based on information available, only six AFI States are compliant. However, with the continuation of awareness activities, improvement is expected before the deadline of 2020.

Target 15

All States take appropriate actions to develop their ability to conduct security risk assessments to protect civil aviation against any possible threat scenario, including but not limited to, person-borne improvised explosive devices (IEDs), Man Portable Air Defence Systems (MANPADS), IEDs in cargo, insider threat, etc. by the end of 2023.

- The challenges in implementing this Target are like those elaborated under target 6. Significant investments in infrastructure, systems and human resources are necessary and political will is a necessary precursor. A few AFI States are compliant but with further assistance activities, the situation will improve. The guidance of the Plenary particularly on political will is helpful.

3. CHALLENGES FACING IMPLEMENTATION OF THE PLAN AND WINDHOEK TARGETS

The implementation of AFI SECFAL Plan over the few years (3 years) of its existence is encouraging. It, however, faces some formidable challenges highlighted below.

3.1. Lack of sustainable funding impedes the delivery of assistance programmes

Voluntary in-kind and financial contributions so far made to the Plan are as follows:

- France (in-kind)
- Saudi Arabia
- Belgium
- Malaysia
- Uganda

3.2. Inadequate participation of AFI States in the Plan. AFI States should commit to AFI SECFAL Plan as their own programme. Their participation could be in-kind through provision of expert to

RAFSALG and CES, financial contribution, provision of information requested, sharing of experiences and supporting the Plan's objectives.

4. MOVING FORWARD-PRIORITISATION OF ASSISTANCE ACTIVITIES

To achieve maximum impact with the limited resources, assistance interventions will be prioritised as follows:

- a) States with Significant Security Concerns (SSeC)
- b) States with low Effective Implementation (EI) of security Critical Elements (CEs)
- c) States with weak security and facilitation oversight systems
- d) States programmed for USAP-CMA Audits
- e) Capacity building - training security oversight inspectors and operational staff
- f) States with low or no implementation progress of Corrective Action Plan (CAP)
- g) States whose EIs have declined in subsequent USAP audits
- h) Promotion and awareness seminars and symposia

5. CONCLUSION

Since the establishment of AFI SECFAL Plan, there has been significant improvement in all areas of Security and Facilitation systems. For details See Attachments A – F.

6. ACTION REQUIRED

6.1 The Plenary is invited to:

- a) Note the information contained in this Working Paper
- b) Note progress made and the challenges faced in implementing Windhoek Targets
- c) Urge AFI Member States to actively participate in AFI SECFAL Plan in various ways
- d) Urge States to provide information to facilitate assistance activities
- e) Request States in need of assistance to inform AFCAC and or ICAO Regional Offices
- f) To provide guidance on how to achieve the objectives of the Plan.

ATTACHMENT A

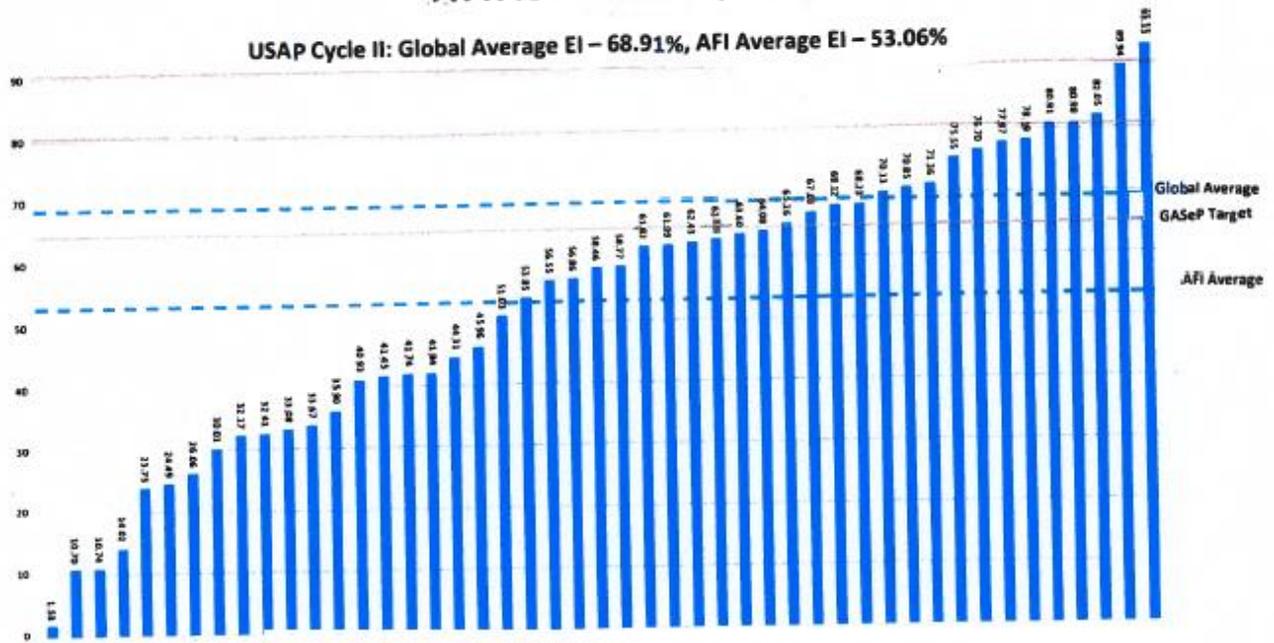
STATES WHICH HAVE RECEIVED ASSISTANCE MISSIONS SINCE UNDER AFI SECFAI PLAN

Table 1

ESAF REGION	WACAF REGION
<ol style="list-style-type: none"> 1. Comoros 2. Madagascar 3. South Sudan 4. Djibouti 5. Rwanda 6. Burundi 7. Uganda 8. Botswana 9. Malawi 10. Namibia 11. Mauritius 12. Angola 13. Zambia 14. Tanzania 	<ol style="list-style-type: none"> 1. Benin 2. Burkina Faso 3. Central African Republic 4. Chad 5. Democratic Republic of Congo 6. Gabon 7. Liberia 8. Mauritania 9. Niger 10. Sao Tome and Principe 11. Sierra Leone 12. Guinea 13. Guinea Bissau (on-going)

ATTACHMENT B (2015)

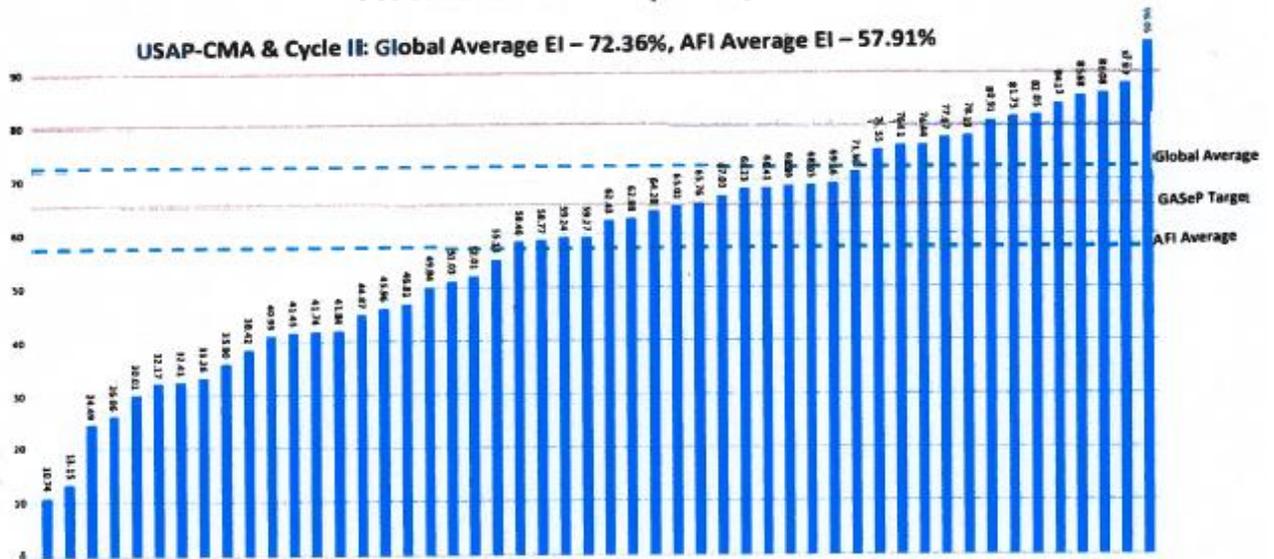
USAP Cycle II: Global Average EI – 68.91%, AFI Average EI – 53.06%



NOTE: 16 States had EI above GAsEP Target of 65% (2015)

ATTACHMENT C (2018)

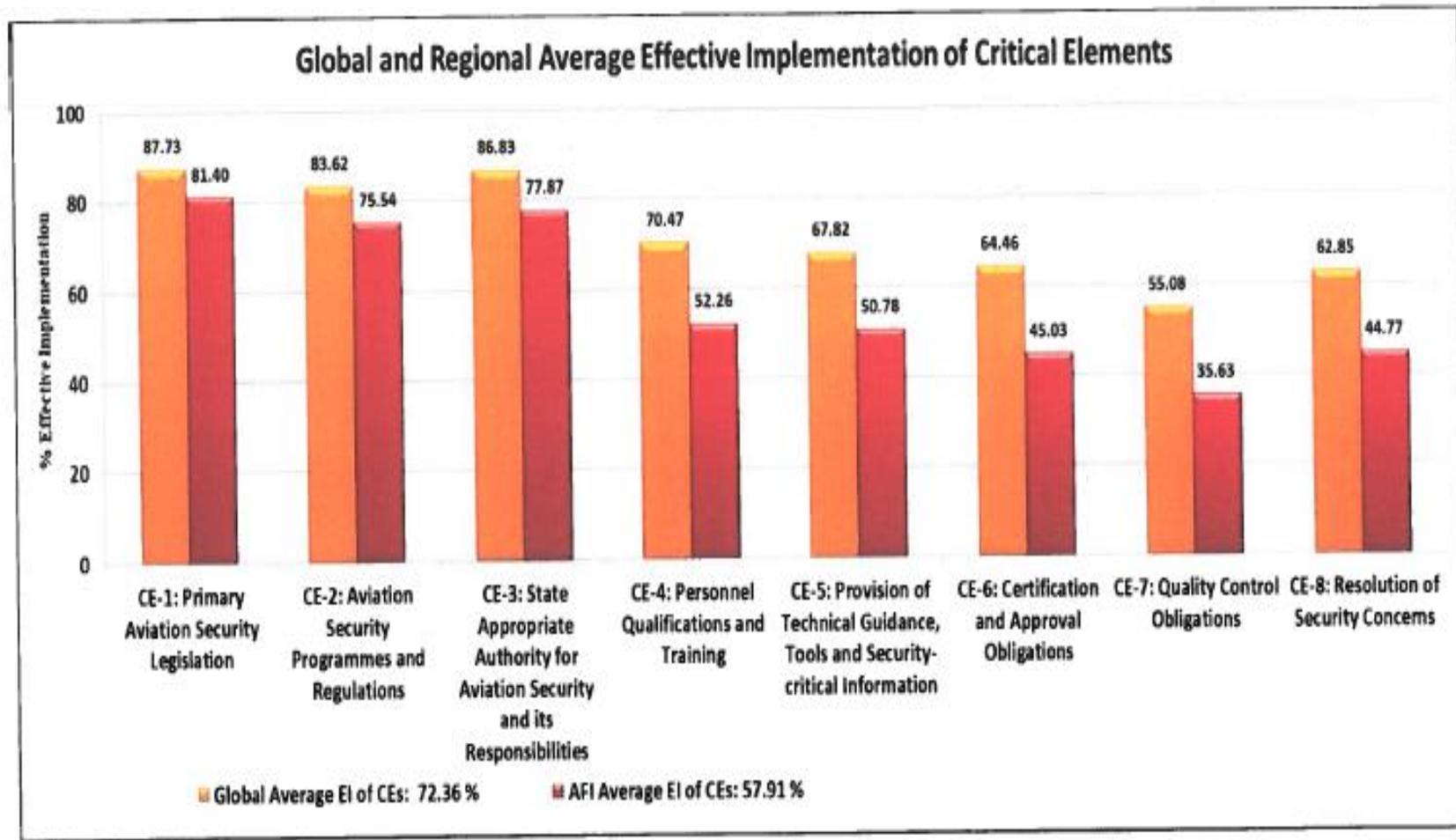
USAP-CMA & Cycle II: Global Average EI – 72.36%, AFI Average EI – 57.91%



NOTE: 22 States had EI above GAsEP Target of 65% (June 2018)

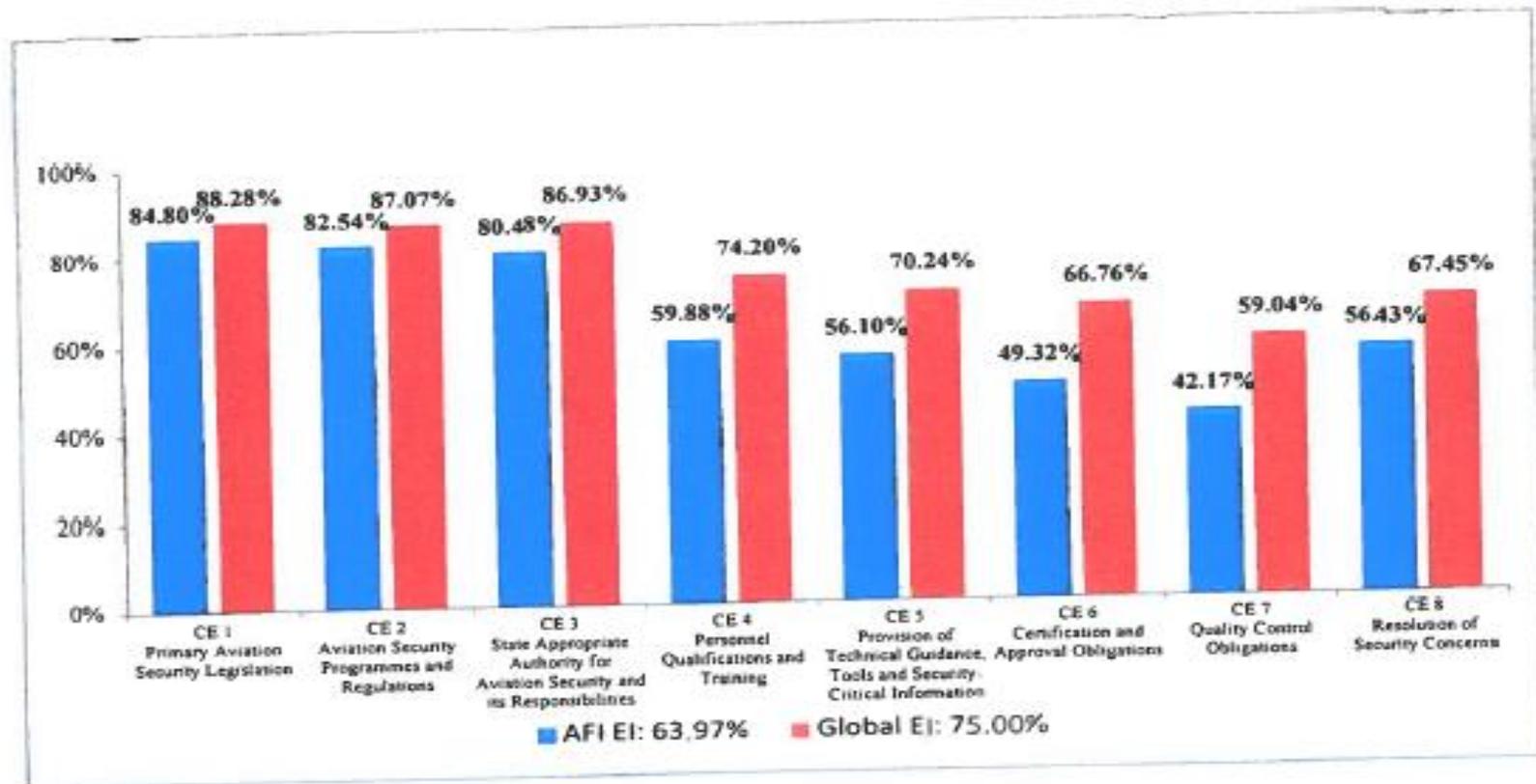
ATTACHMENT D

Current Average EI for AFI States and Global Average



ATTACHMENT E

AFI 25 STATES AND GLOBAL AVERAGE EI BASED ON USAP-CMA AUDIT RESULTS



ATTACHMENT F



SECURITY & FACILITATION

NO COUNTRY LEFT BEHIND

