INTERNATIONAL CIVIL AVIATION ORGANIZATION

AFI COMPREHENSIVE REGIONAL IMPLEMENTATION PLAN FOR AVIATION SECURITY AND FACILITATION IN AFRICA (AFI SECFAL PLAN)

11TH AFI SECFAL STEERING COMMITTEE MEETING

Report on the status of implementation of the 9th RASFALG-AFI Meeting Recommendations, activities and operationalization of the AFI-CES Cooperative Scheme

(Presented by the African Civil Aviation Commission)

EXECUTIVE SUMMARY
Aviation security technical assistance activities and the operationalization of the AFI-CES cooperative scheme. The paper further provides information on the AFCAC One-stop security arrangements initiative, the principles and benefits of the One Stop Security in Africa. The Steering Committee is invited to consider the proposed actions, as presented in **Paragraph 8**.

Strategic Objectives	**Strategic Objective C Aviation Security and Facilitation**

1. INTRODUCTION

1.1   The Ninth Meeting of the Regional Aviation Security and Facilitation Group for Africa and the Indian Ocean Region (RASFALG-AFI/9) was held on the 28th of October 2021. The meeting was convened virtually due to travel restrictions in the wake of the COVID-19 pandemic.

2. PARTICIPATION

2.1   The meeting was attended by **One hundred and seventy-four (174) participants** from **Forty (40) AFI Members States**; **one ICAO Aviation Security Training Centre (ASTC)**, **ERNAM Dakar Senegal** and **Seven (7) International/Regional organisations (UNOCT, ECAC, IATA, ACI-AFRICA, TSA, CASSOA and ICAO)**.

2.2   **Seychelles** and **Uganda** were elected as **President and Vice President of the Group** respectively, for a two-year period from 2021 to 2023. **Angola** and **Benin** were elected as **first and second rapporteurs** of the meeting, respectively.

3.   SCOPE OF THE MEETING

3.1   Fourteen (14) presentations were delivered, discussed and deliberated during the meeting:

- Progress on the Implementation of Recommendations of the 8th RASFALG-AFI Meeting by AFCAC;

- Decisions and Recommendations of the 10th AFI SECFAL Plan Steering Committee by ICAO;

- Status of Implementation and Review of Windhoek Targets by AFCAC;

- Operationalization of the Cooperative Experts Scheme (AFI-CES) by AFCAC;

- Report on the Implementation of the AFI SECFAL Plan 2020 and the 2021 Work Programme (ICAO)RASFALG-AFI Draft Work Programme for 2022 by AFCAC;

- ICAO Year of Security Culture 2021 - Milestones and the Way Forward;

- Programme on Threat Assessment Models for Aviation Security (TAM Programme) by UNOCT;

- Updates on the CASE-II Project Activities (ECAC)One-Stop-Security by ECAC;

- IATA Travel Pass by IATA;

- The challenges of the Implementation of Smart Security in Africa by ACI Africa; and

- AFCAC-TSA-ATA Cooperation.

4.   FOLLOW-UP ON THE RECOMMENDATIONS ADOPTED BY THE GROUP

4.1   Communication tools and response rate:

          AFCAC is continuing its efforts in developing, reinforcing and maintaining its new Point of Contacts (PoC) platform through new designation of focal points and on-line tests. New communication tools, including web-based solutions for surveys, were used in order to improve communication, interaction, response rate to AFCAC State letters and levels of participation in AFCAC events.

4.2   Review of the Windhoek Declaration and Targets:

          After the adoption of the revised Windhoek Targets on Aviation Security and Facilitation by the STC Ministerial session of the 3rd Ordinary Session of the AU Specialized Technical Committee (STC) on Transport, Transcontinental and Interregional Infrastructure, and Energy (STC-TTIIE) which was held virtually from 28th to 30th June 2021, the new revised Windhoek Declaration and Targets was endorsed by the **41st AU Executive Council in its Fortieth Ordinary Session, held in Addis Ababa, Ethiopia from 02 to 03 February 2022**, through its Decision **EX.CL/Dec.1143-1167(XL).**

4.3   Intensification of Partnerships and programs of Cooperation in Aviation security:

a)   AFCAC-ECAC Cooperation

AFCAC and the European Civil Aviation Conference (ECAC), as the implementing body of the European Union funded CASE Project, have organized:

- **Workshop on the Impact of Covid-19 on Aviation Security held on 22 April 2021 (Participation of 33 AFCAC member States);**

- **Workshop on cybersecurity on 8 and 9 June (Participation of 40 AFCAC member States);**

- **Two Training courses on covert and overt testing of aviation security measures from 4 to 6 May and 11-12 May 2021 (Participation of 25 AFCAC members States);**

- **One training course on covert and over testing for Liberia in response to the official request made by Liberia to AFCAC; and**

- **Four Training courses on insider threats on 15-16 June, 28-29 June, 5-6 July and 7-8 July 2021 (Participation of 23 AFCAC members States).**

It is worth noting that advanced discussions are taking place between the two Organizations in order to organize jointly, from 5 to 6 July, a workshop on the Evaluation Process of security equipment.

b)   AFCAC-TSA Partnership:

AFCAC and the United States Government are cooperating, under U.S. Department of State's Anti-terrorism Assistance (ATA) Program, in delivering seven core courses to African States in Africa in order to reduce vulnerabilities, establish security programs, develop robust oversight of security operations, and foster leadership at airports that are LPDs to the United States. Joint series of aviation security courses will be held in Dakar, Senegal from **16 May to 22 June**. The following training courses will be offered, in line with the identified needs of States:

- **Airport Physical Security Management (APS);**

- **Airport Patrol Management (APM); and**

- **Airport Security Management (ASM).**

The **phase II** of the program of cooperation is scheduled to take place from **22 August to 23 September 2022**. The following training courses will be offered:

- **ATA Instructor Development Workshop (2 weeks: 22 August – 2 September);**

- **TSA Audit and Inspections Techniques (1 week: 5 September – 9 September);**

- **TSA Excellence in Screening Techniques (1 week: 12 September – 16 September);and**

- **ATA Behavior Observation Workshop (1 week 19 September - 23 September).**

     c)   **AFCAC- SINGAPORE Civil Aviation Authority (CAAS) Cooperation**

The Singapore Civil Aviation Authority (CAAS) and the African Civil Aviation Commission (AFCAC) had organized, between **14 and 18 March 2022**, a training course on the "**Security Risk Assessment and Developing Security Programmes"**.

5.   **OPERATIONALISATION OF THE AFI-CES SCHEME**

5.1   In order to address Security deficiencies and enhance Aviation Security and Facilitation in the AFI Region, ICAO in collaboration with AFCAC established the Comprehensive Regional Implementation Plan for Aviation Security and Facilitation in Africa (AFI-SECFAL Plan). The Steering Committee of the AFI-SECFAL Plan has since its establishment assisted member States to respond to their obligations under the Chicago Convention by funding the technical assistance activities. Furthermore, the AFI-SECFAL plan initiated the Regional Aviation Security and Facilitation Group (RASFALG-AFI) as a technical body of the SECFAL Plan managed by AFCAC to attain its objectives in accordance with its Terms of References.

5.2   AFCAC, in close collaboration with the AFI SECFAL secretariat established a Roster of Experts from member States whereas ICAO validates the competencies of Experts. The team of Experts reinforced the relevance of the RASFALG-AFI, by rendering targeted and measurable technical activities particularly to those States with existing or potential Significant Security Concerns (SSeCs) and other aviation security and facilitation deficiencies as well as capacity building.

5.3   The pool of qualified AFI-CES experts within the AFI Region comprises a total of **97 AFI-CES** Designated Experts from **33 AFCAC member States**, as per the Roster established by AFCAC.

5.4   The Working Tools for the operationalization of the Cooperative Experts Scheme were developed, as a guide for the deployment of the Scheme in providing technical assistance to AFI States. The Working Tools comprise:

- **Policy and Procedures Manual for the Aviation Security and Facilitation Cooperative Experts Scheme;**

- **Code of Conduct;**

- **Aviation Security Technical Assistance Mission Report template;**

- **Attendance Register template; and**

- **Aviation Security Technical Assistance Evaluation Form.**

5.5   An orientation workshop aimed at orienting the AFI-CES Experts on the afore-mentioned pack of working tools, in order to adopt a structured and uniform approach in the execution of aviation security technical assistance activities in Africa, was held from **11 to 12 August 2021**.

5.6   Under the AFI SECFAL Plan, the collaboration with ACI-Africa, and the AFCAC-AfDB Institutional Support to the AFCAC for the Implementation of the SAATM Project, has resulted in some States with Significant challenges benefitting from the pool of Experts on the scheme. The collaboration enhanced AFCAC's effectiveness and it also sustained technical assistance activities to States. This includes:

- **Eight (08) AFI-CES Experts were deployed in six (06) AFI-CES technical assistance activities, under AFCAC-AfDB project, for Benin, Lesotho and Mozambique.**

- **Ten (10) AFI-CES Experts were designated in eleven (11) AFI-CES technical assistance activities, under the AFI-SECFAL Plan and through regional cooperation between ICAO and AFCAC, to resolve SSeCs in one AFI State.**

- **Two (02) AFI-CES Experts were designated in one AFCAC technical assistance activity for Sierra Leone.**

- **Four (04) AFI-CES Experts were designated in a joint AFCAC-ACI APEX mission to Tunisia and Nigeria.**

6.   2022 PROGRAM OF AVIATION SECURITY TECHNICAL ASSISTANCE ACTIVITIES

6.1   AFI-SECFAL Technical Assistances Activities Using the AFI-CES Scheme:

Following the **2022 Annual ICAO ESAF-WACAF Regional Offices/AFCAC Coordination Meeting** with Regional Aviation Organizations and Partners, which took place virtually from **16 to 17 March 2022**, technical assistance activities, under the AFI-SECFAL Program, were planned to assist the following States: **02 SSeC States, Somalia, Malawi, Eritrea, Madagascar, Comoros, Egypt and Sudan.**

6.2   AfDB Institutional Support to the AFCAC for the Implementation of the SAATM:

In the framework of the AfDB Institutional Support to the AFCAC for the Implementation of the SAATM project, and in order to achieve its real and full potential, the Project has included a provision for the assistance to SAATM member States, assist airlines and airports in order to improve their security performance and their level of effective implementation of ICAO SARPs in security.

The following States have engaged in the AFI-CES technical assistance as part of the AFCAC and the African Development Bank (AfDB) project: **Chad, The Gambia, Democratic Republic of the Congo, Mozambique, Republic of the Congo, Zambia, Niger, Zimbabwe, Morocco, Liberia, Guinea and Equatorial Guinea**.

AFCAC started discussions with the beneficiary States, through the designated focal points, in order to update their urgent needs and set the dates of the technical assistance activities.

7.   IMPLEMENTATION OF ONE-STOP SECURITY IN AFRICA: RECOGNITION OF EQUIVALENCE OF SECURITY MEASURES

7.1   During the 9th RASFALG-AFI meeting, AFCAC made a presentation on its One Stop Security initiative. AFCAC emphasized that one of the Strategic programmes of the ICAO is to monitor the development of the one-stop security (OSS) concept and to promote the implementation of new multilateral and bilateral one stop security arrangements between States, in order to avoid duplication of security measures, wherever practicable.

7.2   One of the Strategic programmes of the ICAO was to monitor development of the One-stop security concept and to promote the implementation of new multilateral One-stop security arrangements between States, in order to avoid duplication of security measures wherever practicable.

7.3   Annex 17 Standards 4.4.3 and 4.5.4, and Recommendation 2.4.9, allow States to exempt passengers, cabin and hold baggage that have been screened to an appropriate level at the point of origin and subsequently protected from unauthorized interference from re-screening , provided a recognition of equivalence process has been put in place to ensure that the security measures carried out in one State are equivalent (in terms of the security outcome) to security measures carried out in other State(s).

7.4   The Second High-level Conference on Aviation Security (HLCAS/2) held on 29-30 November 2018 addressed one-stop security arrangements. HLCAS/2 concluded that one-stop security arrangements between States based on the recognition of equivalence of security measures can provide certain benefits; e.g., more efficient operations, quicker transfer times for passengers, and increased passenger satisfaction. The conference encouraged States to enter into collaborative arrangements and implement one-stop security arrangements, in order to increase the sustainability of the aviation security system by avoiding unnecessary duplication of security controls, where consistent with the guidance material in the ICAO Aviation Security Manual (Doc 8973) as amended.

7.5   The civil aviation industry wishes to avoid, through an OSS recognition process, the repetition of procedures and seeks improved flight operation efficiency. Besides the industry gains, OSS can significantly improve the passenger experience through the increase of flight options and reducing connecting times.

7.6   One-stop security may be holistic (exempting transfer passengers and their cabin baggage, and transfer hold baggage from re-screening) or itemized (e.g. exempting only transfer hold baggage from re-screening). A one-stop security arrangement may cover all transfer operations between two or more States, or its scope may be limited to selected airports and selected routes. The recognition of the equivalence may be by one State only (unilateral recognition) or reciprocal (bilateral/multilateral recognition).

7.7   The duplication of efforts, unnecessary between mature regimes, may erode aviation security by diverting resources from the efficient utilization and their re-allocation to where they are most needed to increase aviation security efficiency and sustainability.

7.8   Implementation of One-stop security increases collaboration, mutual understanding and the exchange of information on relevant aviation security procedures.

7.9   Africa is implementing a sustainable air transport system under the Single African Air Transport Market (SAATM). An enhanced collaboration involving all stakeholders in the value chain is required to ensure growth and long-term sustainability of the African market. As the Executing Agency, AFCAC is charged with the responsibility of managing air transport liberalization in Africa. This responsibility includes the SAATM, which ensures that aviation assumes its rightful place, role and contributes to intra-African connection. The SAATM underscores Africa's social, economic, political integration and boosts intra-African trade and tourism as per AU Agenda 2063. The SAATM Project can be a formidable platform and opportunity for the implementation of the One Stop Security Process.

7.10   From an aviation security perspective, it is important to state that OSS needs to be implemented in a structured and conservative way, guaranteeing a secure process, to avoid any doubt about its effectiveness of security measures, which could cause a possible setback. The process leading to recognition of equivalence should be distinguished from the result of the process, i.e. the recognition itself. The verification process should include all States involved, while the eventual decision to recognize the equivalence may be by one State only (unilateral recognition) or reciprocal (bilateral/multilateral recognition). The recognition of equivalence process should be at the State level. OSS can be implemented by phases, beginning by hold baggage recognition, and can be expanded to more complex assessments including passengers and cabin baggage, in a second phase.

In addition, OSS can recognize just one specific airport, not demanding the recognition of all airports with operations between two States, as stated in DOC 8973. In consideration of the above, the proposed AFCAC Strategy for a One Stop Security implementation would be gradual process, which should attend the following three aspects:

a) State should have made Solemn Commitment to SAATM.

b) Beginning from the simplest recognition process (ie hold baggage recognition); and

c) Look for airport with high demand for transferring passengers.

One Stop Security is one of the outcomes of a Recognition of Equivalency process. The OSS can be multilateral, bilateral or unilateral. The multilateral recognition would be the best solution for all industry, promoting facilitation in a secure way for most passengers. However, as already presented, the OSS implementation involves so many aspects, and a multilateral implementation is more of a challenge that can halt the progression if any aspect is not implemented in a satisfactory way.

8. ACTION BY THE MEETING

8.1 The Steering Committee is therefore, invited to:

a) note the information contained in this Working Paper;

b) note the actions taken in the implementation of the 9th RASFALG-AFI recommendations;

c) note the adoption of the revised Windhoek Declaration and Targets;

d) invite African member States and stakeholders to provide necessary support to the RASFALG-AFI in its efforts to improve aviation security and facilitation in Africa;

e) note the need to implement One Stop Security in Africa; and

f) call upon regional oversight organization (RSOOs) to spearhead the implementation of OSS strategy implementation.