

UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT

*Expert Meeting on the Development of Multimodal Transport and  
Logistics Services*

*(24-26 September 2003, Geneva)*

**JAMAICA  
— IMPLEMENTATION OF THE ISPS CODE —  
A REGULATORY PERSPECTIVE \***

**by**

**Valerie SIMPSON**  
**Policy Directorate**  
Ministry of Transport and Works, Jamaica

\* This expert paper is reproduced by the UNCTAD secretariat in the form and language in which it has been received.

## **AVIATION SECURITY (AVSEC) IN JAMAICA AN OVERVIEW**

In 1996, The Civil Aviation Authority (CAA) was established as an autonomous body under the Civil Aviation (Amendment) Act of 1995. The Authority has responsibility for, *inter alia*, the provision of air traffic services, the economic regulation of air transport (*including the regulation of airport charges*) and regulates aviation security to ensure compliance with all the international standards and recommended practices of ICAO Annex 17 to the 1944 Chicago Convention.

Jamaica has already acceded to the following Conventions:

- The Convention on Offences and Certain Other Acts Committed on Board Aircraft, - done at Tokyo September 14, 1963,
- The Convention for the Suppression of Unlawful Seizure of Aircraft done at the Hague, December 16, 1970,
- The Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation, done at Montreal September 23, 1971 and,

Jamaica has not yet implemented in local legislation, the provisions of the Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, done at Montreal February 24, 1988 ("The Protocol"). However the provisions of this Protocol will be incorporated in the Terrorism Bill currently being drafted by the Government of Jamaica. When this is done, the offences created by the Protocol will become terrorism offences.

In 1998, the CAA carried out a comprehensive review of Jamaica's Avsec legislation and based on the findings, the existing Act is being updated. New security regulations made under the Act have also been drafted and should become effective before the end of this year.

Consequent on the terrorist attacks on the United States in September 11, 2001, Avsec Surveys were conducted at both International Airports that same month to review Jamaica's preparedness to resume flight operations into the USA. Jamaica's Compliance with the enhanced FAA requirements following the terrorist attacks was achieved by September 14, 2001

and operations were resumed the next day.

### **The National Civil Aviation Security Programme (NCASP)**

The first draft of the National Civil Aviation Security Programme was designed in 2000 and incorporated the inputs received from the various agencies involved in the implementation of the National Civil Aviation Security Plan.

In keeping with the ICAO requirements (Annex 17), the National Civil Aviation Security Committee (NCASC) was established in 2002. The Committee is comprised of representatives from the Civil Aviation Authority (CAA), The Jamaica Constabulary Force (JCF), the Jamaica Defence Force (JDF), the Ministry of National Security, the Postal Service, the Airports Authority of Jamaica (AAJ) and other relevant agencies

The CAA undertook a comprehensive revision of the NCASP and is now awaiting the enactment of the Civil Aviation Authority (Amendment) Act and Regulations in order to implement the NCSAP. In the interim, CAA Directives, covering selective topics, are issued as needed, prior to the coming into force of the requisite legislation and regulations which as previously stated, are expected to come into effect by year end.

The National Civil Aviation Security Committee meets on a quarterly basis and has made significant strides in several areas. These areas include the revamping of the Access Control System in particular as it concerns Access Permits; background checks to meet the requirements of the latest edition of Annex 17; Avsec Threat Analysis; Facilitation and the incorporation of inputs in the NCASP from the relevant agencies.

The National Civil Aviation Programme is being treated as a work-in-progress as it is continuously being fine-tuned to incorporate the many and varied changes brought about by the dynamic Avsec environment.

In the initial stages of the development of our Avsec Oversight capability at the CAA, all Aviation Safety Inspectors were required to perform the secondary role of Security Inspectors. As the JCAA strengthened its Avsec capability, the inspectors received specific Avsec training. Our Avsec staff includes one Certified ICAO Avsec Auditor. The CAA is actively recruiting

possible candidates to become Aviation Security Inspectors. As a small country Jamaica does not have the luxury of dedicated disciplines and so the ideal candidate should bring additional experience in aerodrome, dangerous goods or cabin safety operations.

The privatization of the Sangster International Airport in Montego Bay has shifted the implementation of the Avsec Programme at that airport to experienced airport operators. This will shift the burden of implementation from the CAA which will continue to have regulatory oversight. The Norman Manley International Airport is to be privatized also. In the interim it will operate as a corporation and will be regulated to standards of service, safety and security that will put more emphasis on compliance with the relevant Annexes including the Aviation Security Annex.

Planned capital programmes will be undertaken at both international airports. One of the major sources of funding for these capital programmes will be from the proceeds received from an Airport Improvement Fund (AIF) which has been established by the Government of Jamaica for this purpose. The life of the AIF is for a specific period of time. The JCAA is already working with both airport operators to ensure that aviation security features are incorporated in the design for the terminals.

An ICAO Aviation Security Audit, which was recently conducted in September 2003, will no doubt produce findings which will have to be corrected within the next three months or so. The Government of Jamaica is committed to ensuring the security of all our ports and will ensure at all cost that all deficiencies are corrected where they exist.

The dynamic nature of Aviation Security since September 11, 2001 has produced challenging demands for small States. Innovative steps are therefore required to ensure the continued compliance with ICAO SARPs and the demands of some Contracting States with whom Jamaica has Bilateral Air Service Agreements.

Improved security measures are to be incorporated in the near future with the expanded use of Close Circuit TV and Low Light Imaging Cameras as a means of security control at the airports. With these enhanced security arrangements which to be implemented in the upgraded terminals, as well the Government's move to introduce machine readable travel

documents, Jamaica will be well on the way to achieving acceptable levels of compliance with Annex 17.

The CAA hopes to augment its staffing through regional cooperation with our CARICOM partners. A regional body has been established under CARICOM to coordinate the sharing of technical expertise between member-States. Already efforts are underway to harmonize legislation, standards and procedures. This should enhance the ability of Aviation Inspectors to operate in multiple jurisdictions.

As a small state, Jamaica is proud of its efforts to achieve compliance with ICAO Standards and is committed to continue in these efforts in partnership with our neighbours and international organizations involved in Aviation.

## **Implementation of Security Measures at the Airports**

### THE AIRPORTS AUTHORITY OF JAMAICA:

The Airports Authority of Jamaica (AAJ) is a statutory body established under the

Airports Authority Act, 1974. The AAJ owns, manages and operates the Norman Manley International Airport (NMIA) located in Kingston, as well as four (4) domestic aerodromes situated at Tinson Pen in the city of Kingston; Ken Jones in the parish of Portland; Boscobel in the parish of St. Mary and Negril in the parish of Westmoreland. The recent divestment of the Sangster International Airport in Montego Bay has transferred the management and operational responsibility of the airport to MBJ Airports Ltd. The AAJ, however, retains ownership of the airport.

The AAJ's mission is to develop and operate a safe, secure, viable, efficient and modern airport system with specific responsibility for providing both aviation security and aircraft fire fighting and emergency rescue services.

The Authority has responsibility for aviation security functions at the NMIA which are provided by a wide cross-section of agencies, such as:

- The Ministry of National Security (MNS) which has overriding responsibility for national security and coordinates the direction and efforts of the Jamaica Defence Force (JDF), The Jamaica Constabulary Force (JCF) and other law-enforcement agencies, i.e. Customs, Immigration, Narcotics, Drug and Firearm Centre, etc.
- The Jamaica Constabulary Force (JCF) which has primary criminal jurisdiction at the airport
- The Jamaica Defence Force (JDF) which supports the JCF, gives national support to National Organizations as required by the Ministry of Defence
- The Port Security Corps (PSC) as contractors to AAJ, conduct screening and access control measures on behalf of the airlines.

- Other private contract security companies, tenants and lessees are also coordinated in accordance with the airport security programme.

The AAJ receives technical assistance from international organizations such as the Inter-American Development Bank (IADB) to provide training, equipment and assistance in the preparation of consistent and effective security plans. A contract valued at approximately US\$29000 (J\$17 million) was recently awarded to IATA for the training of airport workers to ensure that all required competencies including aviation security, are in place. In the interim, the Airports Authority of Jamaica has been availing itself of every opportunity to send staff members on ICAO courses in Aviation Security. Additionally, the Norman Manley International Airport has requested technical assistance from ICAO in the area of Contingency Planning and Conducting and Evaluating an Exercise of the Contingency Plan.

Some of the security measures currently in force include:

1. Ensuring that all Emergency and Law Enforcement agencies are operating at the appropriate level of alertness to provide the required manpower, equipment and response, in accordance with established Emergency Procedures.
2. Increased screening and search procedures at access points, baggage make-up areas as well as check-in and other key search areas for vehicles, bags and all persons prior to their entry into the Restricted Areas.
3. Reducing the number of entrance points used and a general tightening of the controls i.e.: 100% checks.
4. Strict enforcement of regulations to ensure that pass-holders visibly display their passes when operating within the Restricted Areas.
5. The screening of both cabin and hold baggage using appropriate x-ray machines.
6. Coordination with the JDF/Coast Guard and Maritime Police for additional land, sea and air patrols

7. The acquisition of additional equipment and provision of training to strengthen Security at NMIA through an IDB project

Along with the efforts of the various organizations involved in ensuring the integrity of the security system at our international Airports, other international bodies such as the Transport Security Administration (TSA) and ICAO and the Civil Aviation Authority of Jamaica conduct regular audits of the AAJ's operations. An ICAO Universal Audit which was recently concluded (8-17 September, 2003) aims at helping the Airports Authority to improve and further strengthen security at our airports.

THE POLICY DIRECTORATE  
MINISTRY OF TRANSPORT AND WORKS  
JAMAICA  
September 19, 2003

Information Sources: The Civil Aviation Authority of Jamaica and the Airports Authority of Jamaica