



CORRUPTION, MISMANAGEMENT, FINANCIAL AND INFRASTRUCTURAL DIFFICULTIES

**A REPORT ON THE VULNERABILITIES OF THE
FREETOWN
INTERNATIONAL AIRPORT**

THE AIRPORT OPERATIONS REVIEW COMMITTEE

JULY 2008

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ACRONYMS

ACC	-	Anti-Corruption Commission
AML / CFT	-	Anti-Money Laundering / Counter effort against Financing Terrorist
AORC	-	Airport Operations Review Committee
ASOP	-	Airport's Standard Operating Procedure
ATB	-	Airport Terminal Building
AVSEC	-	Aviation Security
BDV	-	Brussels Definition of Value
CCTV	-	Close Circuit Television
CISU	-	Central Intelligence Security Unit
DSTV	-	Digital Satellite Television
FDI	-	Foreign Direct Investment
FNA	-	Freetown International Airport
GH	-	Ground Handling
IATA	-	International Air Transport Association
ICAO	-	International Civil Aviation Organisation
JDITF	-	Joint Drug Interdiction Task Force
JSCO	-	Justice Sector Coordination Office
LUC	-	Police Local Unit Commander
MATRA	-	Multi Agency Threat and Risk Assessment
MMM	-	Ministry of Mines and Mineral Resources
NDCA	-	National Drugs Control Agency
NRA	-	National Revenue Authority
ONS	-	Office of National Security
PRO	-	Public Relation Office
SLAA	-	Sierra Leone Airport Authority
SLP	-	Sierra Leone Police
SNA	-	Sierra National Airline
UNODC	-	United Nation Office on Drugs and Crime
VIP	-	Very Important Persons

1. Executive Summary

The Lungi Airport was established during the colonial period as a transit point for both the departure and arrival of national and international aircrafts. The Sierra Leone National Airport, like all other airports, plays a crucial role in the economic development of Sierra Leone. Normally, the number of people traveling by plane is an important indicator of the economic performance of the country. In other words, air travel undoubtedly contributes to promoting international trade and attracting investors as well as enhancing tourism. Over the years, the Lungi International Airport has not been able to realize these benefits because of certain management/financial and infrastructural deficiencies, details of which are outlined below:

Management/Financial

- a. **Inadequate Clarification of Roles:** In some significant respects, airport operatives, including law enforcement agencies represented at the FNA, engaged in the somewhat entrenched practice of ascribing roles to themselves which they have neither the requisite authority nor the capacity to perform. The absence of role clarification largely accounts for the problem of overcrowding at the ATB.
- b. **Weak Coordination Between and Among the Airport Operating Agencies:** This was revealed in the rather strained relationship and the frequent confrontation between the Airport Management and other airport operating agencies, especially the Police.
- c. **Political Interference in the Management of the Affairs of FNA, particularly:**
 - In the recruitment and promotion systems of the Airport Management;
 - Infringement upon the airport's financial activities, with the effect that the previous government now owes SLAA the staggering sum of Le9,182,222,000 (Nine Billion, One Hundred and Eighty-Two Million, Two Hundred and Twenty-Two Thousand Leones) through various bills raised and accumulated over time in the form of Government waivers and Expenditure Directives. While such debts remain unpaid, the SLAA has continued to experience astronomical increases in its liabilities and the consequent inability to bring to completion and/or invest in a major capital project aimed at developing the airport. As it is, such projects (e.g. expansion of the turning loop, overlaying of the runway, etc.) remain unattended to such an extent that the

airport is severely deficient with respect to certain international standards, thus rendering the country particularly vulnerable to threats posed by transnational crimes, with their attendant consequences on the country's economic development and stability.

Infrastructure

Airports in Africa are normally saddled with infrastructural problems, but the Sierra Leonean case stands out such that even basic infrastructure like electricity, water and transportation to/from the airport are in short supply. Until recently, electricity at the airport was very irregular, especially at the runway-edge, and therefore a potential source of danger to landing aircrafts. This also creates opportunities for criminals to tamper with passengers' luggage and break into cargo shelves at the cargo/freight section of the airport. The irregularity of electricity at the airport also encourages crimes of a transnational nature, such as drug trafficking, diamond smuggling and child and arms trafficking and even facilitates dubious financial activities and money laundering. The lack of basic infrastructure (e.g. the toilet in the passenger terminal building is unsightly and could breed potential health hazard) is attributable to general decay rather than to human factors.

Apart from these basic problems mentioned, there is a huge deficit in most of the essential security apparatus. Glaring examples include the absence of; diamond experts, diamond testing machines, metal detectors, scanners, sniffer dogs, functionally efficient walk through metal detectors, hold baggage x-ray screening system, etc. Without adequately addressing these shortcomings, the country will be exposed to drug couriers, smugglers and other perpetrators of transnational crimes.

Above all, it is established fact that the FNA could not meet the expectations of international travelers to/from Sierra Leone. If the trend should continue, the airport runs the risk of courting the wrath of international air transport organizations, which will eventually cause it to be blacklisted as unsuitable for international flights because of the aforementioned problems. It is, therefore incumbent upon the government to provide the Airport Authority with the necessary financial support to give the airport a face lift.

The above shortcomings notwithstanding, there have been some efforts by the Government of Sierra Leone to address these problems. Some of the most important include the following:

- a. The different actors and players at the airport have developed (despite its inadequacies and implementation challenges) an operating manual, called Standard Operating Procedure, the main feature of which is the standardization of operating procedures of the different airport personnel as well as the identification of the vulnerabilities of the airport.
- b. MATRA, which is a coalition of the aviation Security, the police and other law enforcement agencies deployed at the airport, was established to implement and coordinate the activities of the respective constituent agencies at the airport.
- c. The government has provided law enforcement agencies and facilities in order to meet a fundamental international requirement of civil aviation, especially annexes 9 & 17 of the Convention in International Civil Aviation, dealing with facilitation and security. This requirement also provides for the safeguarding of International Civil Aviation against Act of unlawful interference from state Governments. Furthermore, the Airport Management has over the years undertaken major airport development programmes, including infrastructural improvements and equipment replacement projects.

By the same token, the Government has demonstrated its willingness to adopt and implement global AML/CFT standards and has also made efforts to accede to International Conventions relating to Money Laundering and Drug Trafficking – including terrorist financing. It is a signatory to the three main UN Drugs Conventions (1961, 1971 and 1988); and it has also created a Presidential Task Force, which has as part of its TORs the review of the existing legislation. The document embodying the Presidential Task Force recommendations is already in the public domain.

Similarly, the most recent national efforts at combating the threat to national security posed by the drug trafficking trade are seen in the establishment of the Sierra Leone Joint Drug Interdiction Task Force, which, like the pioneering efforts of the Anti-Corruption Commission, attempts to go beyond the usual law

and order approach to work out an operational plan that will ensure that within a period of 3 months the airport security apparatus and the state forces will be able to effect some major drug seizures

The Airport Management has also introduced counter measures against pilfering, such as photographing luggage on arrival and attaching weight tags.

It is important to note that even though FNA lacks the most basic pieces of equipment to ensure an efficient air transport system and even as the country is experiencing difficult times, the aforesaid should not only be seen as proving the government's commitment to tap the vast potential offered by the country's national airport, but also should serve as a beacon of hope that good times are on the horizon.

The failure of previous attempts to address these problems at the FNA adequately and the persistent complaints from passengers about growing incidences of thefts, extortion by law enforcement agencies, filthy conditions of the toilets, undue delays and the consequent pressure on the limited passenger facility at the ATB, as well as the inconsistency in the tax policy of the airport, demonstrates the necessity for this report. The aforesaid problems, coupled with transnational crimes cited above, and the lack of trained personnel in counter-transnational crime measures or in airport security matters have necessitated a comprehensive review of the systems and operations of the FNA. This has culminated in the formation of the Airport Operations Review Committee (AORC) by the major airport stakeholders, namely, SLAA, ACC, MMR, ONS, CISU, NDCA, SLP, etc. The main features of the committee's work include the following:

1. A review of legislation, policies and national programmes relating to drug trafficking, diamond smuggling, money laundering and terrorists financing, as well as arms and child trafficking.
2. Interviews conducted with various heads of the airport operating agencies to assess and evaluate security measures that have been undertaken over the years and to get their perspective on how to formulate counter-measures against recurring criminal threats at the airport.

3. Review and assessment of the effectiveness of counter-narcotics and other crime preventive measures to see whether they conform to international standards. These measures were seen as indispensable in ensuring that the airport was without shortcomings with respect to ICAO and IATA regulations.
4. Regularizing and harmonizing the relationship between the SLP and the Airport Authority, which had not been properly defined and was, therefore, a serious source of discord between the two.
5. In the review of the airport's Taxation Policy and Strategy, the AORC brought to the fore the issue of second-hand goods, which was a serious source of revenue leakage, and the Committee suggested ways of how to develop an effective tax regime to address this.
6. The AORC defined and identified strategic areas of focus for government intervention that could be utilized to attract donor funding and support.
7. The work of the AORC identifies and suggests realistic and cost-effective solutions to the many problems affecting the smooth running of the airport.
8. The AORC revealed through its findings that the previous government left an outstanding debt of Le9,182,222,000 (Nine Billion, One Hundred and Eighty-Two Million, Two Hundred and Twenty Two Thousand Leones) owed to the Airport Management.
9. A critical feature of this survey is the development of compliance and enforcement procedures, which had previously been lacking in the country's management systems, thus resulting in the faulty or non- implementation of relevant preventive measures, regularizations and laws.

2. BACKGROUND AND NATURE OF THE PROBLEM

Apart from the menace of terrorist hijacking activities on planes and airports, the biggest threat to human safety between the 20th and 21st centuries has been drug trafficking .

In this direction, post-civil war Sierra Leone has witnessed an upsurge in drug trafficking, which now makes up an alarming proportion of the crime register of the SLAA Security Unit. On the issue of diamond smuggling, the allure of precious minerals was the *raison d'être* for the rebel war, which brought the country to its knees and led to the use of the term "blood diamonds" in the history of Sierra Leone. Similarly, several factors including the incidents of 15th December, the conduct of the Jenkins Johnston Commission of Enquiry and the 13 point recommendations annexed thereto as well as the Government White Paper, all point to the vulnerability of the country to conflict by the criminal exploitation and smuggling of the country's diamonds.

In view of the above, the critical element that should be kept in mind is the interconnectivity between drug trafficking and corruption on one hand and smuggling of precious minerals and money laundering on the other hand.

Countries in both the western world and in Africa have been preoccupied with mapping out counter measures to this situation. In Sierra Leone similar efforts have been made, yet, the menace still persists, as the FNA has in recent years become the hub for most transnational crime. This situation is compounded by many other malpractices at the airport, such as abuse of discretionary powers by Customs Officers and harassment of passengers by miscreants and/or jobless youths hanging around the airport in the guise of being airport porters. There is also the problem of persistent corruption and other illegal acts by airport personnel in carrying out their statutory duties. The following is a synopsis of the underlying problems and challenges confronting the FNA:

- a. **Drug Trafficking and Smuggling of Precious Minerals:** The transition from war to peace has exposed an already weakened state to a series of challenges. Most important is the need for the government of Sierra Leone to address the issues of drug trafficking and smuggling of precious minerals, misuse of discretionary powers and excise fraud. Economic necessities make state security forces, as well as AVSEC and other airport operating agencies, more vulnerable to bribes and ordinary citizens more willing to take the risks associated with such crimes. The high incidence of drug trafficking through FNA poses major challenges to the capacity of the airport and its partners in the

aviation security management. This notwithstanding, in the not too distant past, the FNA, despite its porous security apparatus, has been able to deal with a large number of drug interceptions. However, a dangerous cycle is developing and Management believes that the various consignments of drugs seized at the airport are only the tip of the iceberg and that a lot more trafficking and smuggling activities are going on undetected through the airport.

- b. **Complicity and Criminal Innovation:** Criminal networks are suspected to be receiving assistance in their nefarious acts from the police and AVSEC. Even in the absence of complicity between the criminals and the security apparatus at the airport, criminal ingenuity extends to concealing drugs in Vaseline containers and spare parts and even swallowing them. Consequently, substantial quantities of drugs probably have been trafficked into the country using the airport as a transit base.
- c. **Pandemonium at ATB and Passengers' Complaints:** There is sufficient evidence to prove that the landing of aircrafts at FNA is seen as an opportunity for unemployed people of the township and beyond to scramble into the ATB to provide porter services and, in some cases, either pilfering baggage or causing unnecessary delays and discomfort for travelers. This negatively affects the national image and undermines the airport's service delivery capacity. Therefore, passenger complaints were looked into at greater depth, and some recurrent complaints include, inter alia, extortion by security and airport personnel and exhibition of dishonesty by official airport operatives.
- d. **Unmotorable Road Network and Agony in Ferrying to and from Lungi:** Commuting from Freetown to the Airport is an agonizing experience, because of the somewhat mechanically unsound state of the ferry system currently in use. The net effect of this is the loss of man hours to the tortuous journey to and from the Airport through the ferry. The only land route to the airport, the Port Loko road, is in a state of disrepair. The cost of the helicopter service to and from the airport is prohibitive, and there were serious concerns about its airworthiness and its limited capacity for passengers even before such services were grounded. Also, the time spent waiting at the air terminals (both at the Kissy Terminal in Freetown and Targrin in Lungi), between the arrival of passengers and the departure of the ferry is often agonizing. This is largely due

to the non-existence of some form of entertainment such as satellite receivers Television sets, etc., necessary to make waiting less burdensome to passengers.

- e. **The Role of the Police and the Inadequacies of the Justice System**
Efforts by dedicated airport and security forces to intercept and arrest contraband have often not received cooperation from the police and the Court. The Airport Security Management is equally vested with the power of arrest, but, thereafter, suspects are handed over to the police, who then conduct the investigations and charge the suspects in court. However, more often than not, the evidence is tampered with in the process of prosecution. Where evidence is tampered with, the inevitable consequence is miscarriage of justice, which effectively destroys the efforts of the airport security apparatus to make the airport crime-free.
- f. **Cost-Effective Solutions:** This report seeks to analyze the many problems impeding the effective operations of the airport and their implications for revenue generation, security and passengers' safety, as well as to offer cost-effective solutions to the problems so identified.

3. TERMS OF REFERENCE OF THE AIRPORT OPERATIONS REVIEW COMMITTEE

On the 27th day of March 2008, the ACC summoned a meeting of officials of all major stakeholders at the Freetown International Airport (FNA). There are 11 members. A list of those in attendance is provided in Annex 1.

The conclusion of the meeting was that a committee should be formed. The Committee's terms of reference include but are not limited to the following:

1. **To identify areas** within the airport's operations at the Freetown International Airport that are **susceptible to corruption**.
2. **To study the current operations of the Airport Terminal Building** with a view to identifying causes for the slow pace in passengers' movement within the Airport Terminal Building (ATB) at the FNA.

3. **To review pertinent documents and procedures on Airport facilitation** with a view to recommending best practices for adoption at the Freetown International Airport.
4. **To review the current draft legislation on Drugs and Narcotics** and make appropriate recommendations that will serve as a deterrent to traffickers and potential traffickers.
5. To review the **Anti-Money Laundry Act**, the Presidential **Task Force recommendations**, the **Airport's Standard Operating Procedures** and relevant **ICAO regulations** to determine whether the airport operations are in compliance with them and with international best practices.
6. To examine the **logistical and infrastructural problems** undermining efficient service delivery at the Freetown International Airport.
7. Based on the aforementioned, to **develop an Action Plan** to tackle the above and other problems hindering the effective operations of the airport.

4. METHODOLOGY

Pursuant to the Committee's Terms of Reference, the Committee undertook an intensive study of the airport's operations and legal mechanisms, which led to the following approach:

1. **Physical Inspection:** The Committee undertook a physical inspection of the airport's infrastructure in order to determine the areas needing attention (e.g. the airport's perimeter fence), and, ultimately, to discover all the institutional problems besetting civil aviation operations.
2. **Focus-Group Discussions and Interviews:** The Committee also conducted focus group discussions with airport porters and held personal interviews with the Airport's Acting General Manager, the Collector, NRA, who also doubles as the Ground Handling agent, the LUC Airport's Police Division, the Chief Security

Officer Aviation Security, Lungi and the Airport's Public Relations Manager who supervises the Special Services Division, which conducts airport facilitation.

3. **Review of previous work:** The Committee reviewed all previous work available on the subject and attempted to update and harmonize the findings to reflect the changing times and challenges of the moment.

5. **ANALYSIS: CORRUPTION; MANAGEMENT, FINANCIAL AND INFRASTRUCTURAL DIFFICULTIES**

Apart from drugs and other transnational crimes, the airport is a hotspot for corruption, which only complicates an already difficult fight to eliminate corruption in the country. Corruption discourages the inflow of badly needed international investment and tourism to improve the quality of life of Sierra Leoneans. Accordingly, the following observations were made by the Committee:

I. **Airport Operating Agencies**

- a) The Committee noted that the level of discretionary powers at the disposal of Customs personnel usually leads to the flagrant abuse of such discretionary authority. Customs or NRA personnel are not alone in this: the Police, Mines and other agencies represented at the customs clearing point, particularly in the arrival hall, are equally guilty. Here there is rampant extortion of passengers by all agency personnel represented at this clearing point.

- b) Beyond the Customs clearing point, passengers are also open to various forms of harassment. In particular, the Committee noted the inconvenience caused by the unregulated airport porters who are not on salaries but depend on tips for their services to passengers. The other category of personnel in this extortionist game includes the Police, Phyto Sanitary, Ports Health and Mines Monitors, who are poorly paid and have stayed in the airport deployment area for a considerably long period of time. For instance, the Committee noted that the imposing presence of phyto sanitary officials at the airport (representing the Ministry of Agriculture) creates an undesirable and irritable atmosphere. Whereas their duty at the airport is to certify foodstuffs and plants arriving or leaving the country and to issue a Certificate of Health stating that such items are fit to enter or leave the country, they have been indicted for acting inconsistently with their assigned duties.

- c) The Committee further noted the tendency for long serving personnel with unrestricted access to every part of the airport to develop close ties with known or suspected drug barons and other criminals to "make life easy" for both parties at the expense of the state. This is evident from the widespread facilitation usually undertaken by the above-mentioned personnel, who have made it their business to receive passengers of sometimes doubtful character and process their documents so as to evade immigration, security and customs screening. This obviously hinders the effective duty collection by some NRA personnel with far-reaching implications for the national budget and related service delivery capacity.

The Committee members came face-to-face with the above reality during their visits to the airport in the course of this assignment.

II. Facilitation and the Special Services Personnel

The Committee was informed by the Airport Management that the Sierra Leone Airport Authority maintains personnel in the Public Relations Department for the processing and facilitation of Government and state VIPs. Again, during the course of this research, it was discovered that this special privilege is being rampantly abused, not only by the designated personnel but also by other agency personnel and some members of the public "with the right connections". The Committee noted that although the Airport Management frowns at this state of affairs, they are hesitant to take strong action against defaulters for fear of political reprisals. Worse still, the delay in the appointment of a substantive General Manager for the airport since the retirement of its General Manager in November 2007 is not helping the situation as almost all leading contenders are hedging their bets and being cautious not to step on any toes.

III. Access Control Management

In the course of this research, the Committee discovered that although the Airport Authority has a well-guarded mechanism for the issuance of Access passes, these guidelines are rarely heeded as Access passes were seen with people who, by their eligibility criteria, did not qualify for one. This kind of situation sends conflicting messages and creates room for abuse of privileges. This largely explains the reasons for the over-crowding in the terminal building at all times.

IV. Airport Police Personnel

The Committee notes that there is a heavy Sierra Leone Police (SLP) presence at the Freetown International Airport. The rationale, the Airport Management contended, was to strengthen their hand in fighting organized crime, including money laundering and child and drug trafficking, among others. The Airport Management informed this committee that the Police were, since their deployment in 2002, given primacy over other security forces at the airport without prejudice to Part 111 Section 8 para (a) of the SLAA Act, 1988, which stipulates that access control within the ATB remains the exclusive responsibility of AVSEC. The Airport Management understands this mandate to mean that the Police were to take control purely of the policing and security of other areas of the airport excluding the ATB, their assignment being to secure, primarily, the airport's perimeter fence. However, the latter, as critical as it is, has been breached because it is always unmanned. The Committee's findings indicate that there is no

police officer deployed there, as everyone prefers deployment in the already congested Passenger Terminal Building for reasons other than security.

V. **Design of Embarkation and Disembarkation Forms**

The Committee also looked at other issues affecting the national image at the Freetown International airport and agreed that the way the embarkation and disembarkation cards are designed and issued to passengers was cause for concern. A review of sample embarkation and disembarkation forms from other countries in the sub-region made available to Committee members confirmed that Sierra Leone operates with the poorest quality and cheapest immigration cards. They are often illegible, thus making it difficult for passengers to complete their landing requirements and posing additional challenges for the visually impaired. This situation needs to be addressed urgently by the competent authorities.

The Committee also spoke to some airline representatives at the airport to find out why embarkation and disembarkation forms were not being given to passengers on board the aircraft, and they informed the committee that the immigration authorities have not given them any to hand out while airborne. They said they look forward to being given forms, since it will improve the turn-around time for their passengers, which is currently in excess of ICAO's recommended 45 minutes. The Chief Immigration Officer at the Freetown International Airport gave the Committee the impression that, because of the usual bureaucracy, even printing the forms is a problem for his office. He therefore called on other development partners to collaborate with his Department to make Sierra Leone proud once again.

Additionally, having to fill out disembarkation forms after landing increases passengers' contact time with immigration and other personnel who sometimes offer unsolicited assistance for which they demand money. This certainly borders on passenger harassment and corruption, which is already giving the nation a bad international image. The Committee also noted that something should be done about this now, before the situation gets fully entrenched.

The Committee further found out that not much use is made of the information contained in the embarkation/disembarkation cards. The information is relevant for purposes of providing statistics on the volume of passengers using the airport facilities

and a host of other issues (for example, economic planning by policy makers). Sufficient quantities of the cards should be made available to cater for the large number of passengers in transit through the airport. This would be consistent with the recommendation of the aviation stake holders' meeting that adequate cards be made available each day.

VI. Congestion of Airport Terminal Building

Co-ordination and Control of the Airport Terminal Building is the sole responsibility of the Sierra Leone Airport Authority, with its specially trained Aviation Security force and the Airport Terminal Building Manager taking primary responsibility. Unfortunately, the Terminal building is almost always over-crowded and, in times of low passenger density, there are sometimes more unofficial facilitators in the Terminal Building, particularly the arrivals hall, than legitimate passengers. During one of the Committee sittings, members accosted some of these unauthorized personnel, who then produced their access passes or their accreditation letters from employing authorities. This confusing situation creates a lot of room for corruption, including outright theft or pilferage of passengers' baggage. This lends credence to the fact that baggage theft, which had been contained, is rearing its ugly head again. The Committee therefore wondered what eligibility criteria were used in the issuance of Access passes.

When the Committee spoke to the Airport Terminal Building Manager, he said that even with the best of intentions and efforts, policy makers at various levels do not give the standing orders to the Airport Terminal Building a chance to work, as influential persons usually inundate them with various requests for special favours for their friends and well wishers, who are at the airport either to receive or to see off loved ones. This situation, he noted, is not hopeless and could be improved. He asked for co-operation particularly from the politicians in respect of this issue.

The Terminal building congestion cannot be attributed to unofficial facilitators alone. In the course of its operational review through physical verification, the Committee discovered that almost all agencies, including the Airport Authority and the Police, are guilty of over-staffing some areas of the ATB departure hall, while they complain of staff shortage in other areas. Some of these personnel are poorly remunerated and see no harm in turning a blind eye while a corrupt practice takes place as long as the price is right. The same is true for the freight or cargo section.

To alleviate some of the aforementioned problems relating to VIP facilitation, the Airport Management informed the Committee that it had requested the centralization of government VIP facilitation services but was yet to hear from the Ministry of Foreign Affairs And International Co-operation through the supervising Ministry.

VII. Inappropriate Technology to Screen for Smuggled Items

Information available to the Committee indicates that there is an \$8,900,000.00 (Eight Million, Nine Hundred Thousand Dollars) World Bank grant for a series of projects at the airport. These projects include, inter alia, the replacement of obsolete air to ground navigational aids and safety and security equipment, such as metal detectors. While the Committee lauds this initiative, it noted the limitations of the detector, which is incapable of detecting smuggled diamonds, since diamonds do not consist of metallic compounds. At the moment, the instrument used for detecting smuggled diamonds is the x-ray baggage system. It, at best, aids or gives clues as to the presence of suspicious materials in a shadowy form. This does not in anyway confirm the presence or otherwise of the above. In addition, the Committee observed that the walk through metal detector which assists in passenger screening was found to be unserviceable, and was confirmed to have been so for some time now.

VIII. Approach and Take-Off of the Airport's Runway

The Committee observed that the flight path or aircraft route, particularly towards the approach and take-off, of the airport's runway has been clustered by barriers of some sort, notably, dwelling houses and/or high-rise structures, as well as overgrown commercial trees. Consequently, concerns have been raised by both pilots and other airport stakeholders that safety and security is threatened as the view of landing and departing aircrafts is increasingly being impeded, thereby putting life and equipment both onboard and on the ground in jeopardy. The Committee therefore notes that immediate action should be taken to address the situation; otherwise any accident arising from aircraft overrun will be fatal, especially in inclement weather.

IX. Power Outage

The Committee found that there is a perennial problem of power outage at the airport during long intervals between flights at night. This is alarming especially with regard to

sensitive areas like the apron, the navigational aids and the freight/cargo areas. The fact that the Lungi community, and indeed FNA, does not benefit from any main-grid electricity as exists in Freetown largely accounts for this disturbing state of affairs, with all the attendant consequences of thefts and other problems. As a result of the absence of main-grid electricity supply, the airport has had to meet its power generation and distribution needs at exorbitant cost to the organization.

6. DRUG AND OTHER RELATED CONTRABAND (for the purpose of this work, the Committee has restricted its analysis to cocaine in view of the frequency of cocaine interception at the airport)

As stated previously, it is the established view that after the menace of terrorist high jacking activities on planes and airports, the biggest threat to human safety between the 20th and 21st centuries has been drug trafficking. This is further confirmed by the increased use of the sub-region as a staging post by Latin America for the supply of Class A drugs, including cocaine, to Europe and North America. Given the weak security control at the country's border and its porous security apparatus and enforcement mechanisms, particularly at the Lungi International Airport, drug couriers and other perpetrators of transnational crimes have been having a field day as relevant flights stop over at the FNA on their way to Europe and other parts of the world. The SLAA Report of the interceptions and arrests of contraband between 2002 and 2008 illustrates this sad reality. The following inferences could be drawn from the list of seizures at the airport

(see annex 1 for interception report) :

The table represents the statistical distribution of drug interceptions and arrests between 2002 and April 2008.

Table 1: Statistical Distribution of Drug, Arrests Between 2002 and 2008

YEAR	2002	2003	2004	2005	2006	2007	2008
Number of Arrests	1	1	1	-	3	6	6
Volume of catches (Kg)	52	4.20	-	-	38.40	353.15	125.02

As shown on the table above, arrests between the periods 2002 and 2004 are uniform with only one arrest per year, and this statistic decreased to zero in the year 2005. Arrests made at the airport suddenly increased to three in 2006 and again to 6 in 2007. In the early period of 2008 (through April), arrests for drug trafficking and related crimes had already hit 6, the maximum reached in 2007, implying that if the trend continues, maximum arrests for 2008 could double to 12 by December.

Table 2 : Statistical Distribution of Cocaine arrests between 2002 and 2008

YEAR	2002	2003	2004	2005	2006	2007	2008
Number of Arrests	-	-	1	-	5	4	3
Volume of catches (Kg)	-	-	4.20	-	56 bundles * 38.40	* 166.50	121.6

Note: Market value in kilogram of cocaine typically wholesales at approximately US\$ 46,700 in many of the key European markets (UNODC 2006 Report “Cocaine Trafficking in West Africa – the threat to stability and development”).

In 2006, the cocaine seizure of 18.40kg represents the catch for one person, valued at approximately US\$ 859,280 (eight hundred and fifty nine thousand, two hundred and eighty US dollars) Data were not available for three people, and it is observed that a major cocaine catch of 25th July 2006 was expressed in a non-metric measure in bundles which complicates the inclusion of such a catch in the overall analysis.

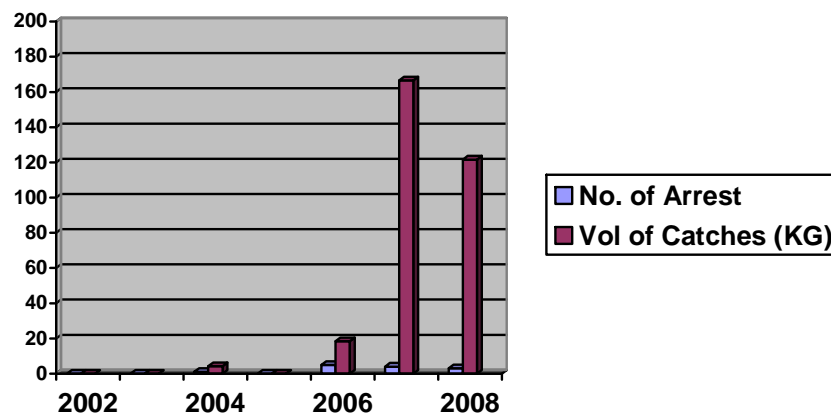
The analysis of cocaine interception by SLAA Security Unit reveals that, in 2007, a total 166.50 kilograms of cocaine were intercepted at FNA, valued at approximately US \$7,775,550 million (Seven Million, Seven hundred and Seventy-Five Thousand, Five Hundred and Fifty US Dollars). This total represents the catches for three people.

On the volume of catches, the largest single cocaine seizure was from Marcisse L. Chapon (nationality unknown) with a record level of 82 Kg (14/6/07).

In 2007, the country experienced the highest number and volume of arrests. 2008 data is for the first half of the year, and it should be noted that the country experienced an almost equal number and volume of arrests as in 2007.

Below is a graphical representation, which denotes the rate of arrests made over the period from 2002 to April 2008.

Graph showing Rates of Arrests between 2002 and 2008



7. OVERALL ASSESSMENT AND CONCLUSION ON DRUG TRAFFICKING

By comparing the above results for 2006 and 2007 and looking at the UNODC 2006 report entitled "Cocaine Trafficking in West Africa - The threat to stability and development", the following observations could be made:

The UNODC December 2007 Report stated that the total number of Cocaine arrests for 2006 and 2007 was 95 kilograms. This is obviously at variance with the figures presented by the SLAA security Unit. The latter recorded a cocaine seizure of 166.50 kilograms for 2007 alone, which is well above the statistics provided by the UNODC for the combined arrests for 2006 and 2007. This means that the statistics provided by the UNODC National Correspondent and other related bodies with regard to variables crucially important to the country's stability and development should be treated with

caution, as they might be misleading and, thus, might adversely affect the level of donor funding and support.

- The data further suggest that Astreaus Airlines should be treated as a suspicion in view of the frequency of drug arrests on board the aircraft.
- The data also suggest that there is a growing cocaine market in London, as most of the carriers identified with contraband were London bound.
- The trade is a very lucrative business, as it has taken a more global dimension.
- The FNA officer is an easy stage post for drug traffickers.

The drug couriers and their accomplices in transnational crimes are typically foreign nationals, which is absolutely supported by the data, with Nigerians accounting for about 25% of the total number of arrests made between 2002 and 2008.

By and large this information demonstrates that the threat is increasing at a rate that requires continued financial support to strengthen the security apparatus at the FNA and other entry points. There is also an urgent need to pay more attention to relevant legal and corporative frameworks to deal with the problem.

8. IMPLICATIONS

This section of the work presents a critical analysis of the implications of the aforementioned findings for the country's socio-economic development and national image. The capacity of the Government of Sierra Leone in tackling the problem of organized crime, such as dealing with corrupt and unscrupulous Government personnel at the Airport, a non-uniform tax system and passengers' complaints with respect to pilferage and undue delays, has continued to try its resolve. In South America, for example, in spite of the efficiency of the government machinery, drug barons and cartels virtually hold states captive. Closer to home in Guinea Bissau, the situation is even worse, as drug cartels now operate in some parts of the country where government capacity is relatively weak. These implications are as set out in the following:

- **Drug Trafficking and the National Image**

Though the situation in Sierra Leone is not as bad as the above illustration, it is bound to degenerate if concerted and robust measures are not put in place to counter this menace. Airports are generally seen as an embodiment of the country's image, and they form the first and last impression of the country. Gaining notoriety as a conduit for drugs and other transnational crimes is not complimentary and can only serve to undermine the government's efforts to attract genuine investments in trade and tourism. It can also reverse the hard-earned gains in rebuilding our national image, which has been considerably battered by the war. Increasing drug scandals emanating from a country usually strengthens the case for destination airports to systematically and methodically harass passengers originating from a suspicious airport in the name of security scrutiny. As a last resort, flights from such a country could even be banned. In view of the recent drug scandals at the Freetown International Airport and 11 separate drug arrests at Gatwick International Airport in the United Kingdom in the last several months, the Gatwick Airport issued a final warning to the Astraeus Airline in June 2007, that they would be banned if they conveyed one more passenger carrying drugs from Sierra Leone to the United Kingdom. This threat is rare but serious and will only make international travel more difficult as other international carriers will also be encouraged to review their Freetown routing. This will leave passengers with no option but to travel to other West African countries to connect to Europe. The not too distant memories of connections through the Gbessia International Airport in Conakry, Guinea are still fresh in the minds of Sierra Leoneans.

- **The National Economy**

Similarly, the likely banning of flights that convey passengers with banned substances will adversely affect the revenue situation and profoundly disrupt the country's capital investment projects. These capital projects include replacement of obsolete air to ground navigation systems, overlaying of the runway and expansion of the turning loops, construction of a mini water supply project and procurement of an 800 KVA generator and capacity building.

- **Security and Airport Facility**

The evidence of cocaine trafficking and the smuggling of the country's precious minerals suggests the inadequacy of logistics, inappropriate technology to assist in passenger screening or the insufficiency of incentives for workers, or some combination of the above

factors. In more concrete terms, the existence of defective hand luggage equipment, unavailability of diamond-testing machines, absence of diamond experts and/or criminal solicitation by corrupt state security, AVSEC and various airlines' security personnel account for the trend in drug trafficking and smuggling activities through the airport.

- **Unlawful Interference**

Furthermore, the frequent waiver directives by government functionaries represent a major revenue leak and, sadly, in some cases, such payments might end up in private pockets. This implies that the airport will not have adequate funds to finance both recurrent and capital expenditures.

- **Inefficient Transport System**

Finally, the access to Freetown, a trip that should usually take not more than one hour thirty minutes, lasts for over six hours, which is also the total journey time from FNA to London. This painfully slow journey will have serious effects on the level of productivity for airport operatives, which adversely affects Foreign Direct Investment (FDI), hampers commercial progress and further harms the national image.

RECOMMENDATIONS

These recommendations should not be mistaken as a panacea for the many problems that the Committee has highlighted. The Committee however, believes that the recommendations can form a good basis for any genuine attempt at resolving them and, in the process, ameliorate the problems of corruption, drug trafficking and other forms of organized crime, which have tarnished the national image.

a) **PAYMENT AND COMMISSION**

As noted in the report, SLAA and personnel of other agencies are on record as having either intercepted precious minerals at the airport or given the competent authorities leads that facilitated the apprehension of such potential smugglers. The personnel involved with these arrests are still awaiting their 40% reward as advertised by the Ministry through public advertisements on radio and national television and as contained in the Policy-related mines document of the Ministry of Mines and Mineral resources. The Committee believes that this will enhance personnel motivation to continue to support the Ministry's anti-smuggling activities. Losing the confidence of this critical

airport team is not an option as the criminals might be willing to recruit them and keep them committed to aiding them in nefarious activities.

b) **ACC AND NDCA RECONNAISSANCE TEAMS**

The Committee, and indeed all stakeholders, agreed that the airport is an important entry port into the country and therefore should be well manned by all sensitive operational agencies, including the ACC and the National Drugs Control Agency. The Committee, therefore, urges the ACC Commissioner and the executive Director of NDCA to take appropriate steps to dispatch personnel to the airport during peak operational periods for a sustained monitoring of the situation.

c) **AIRPORT SECURITY AND PERIMETER FENCE**

The Committee strongly recommends that both the Airport Management and the Sierra Leone Police resolve the issue of the absence of a Police presence around the airport perimeter fence as a matter of urgency. Both parties agreed on the importance of permanent SLP deployments around the fence, which has recently been breached by intruders as a result of the theft of the penfold wire mesh fence. The Police Commander at the airport notes that they are ready to deploy anytime if SLAA addresses their concerns of accommodation for their personnel, particularly as the rains are fast approaching. Both parties were encouraged to deliberate on this as soon as possible.

d) **AIRPORT AUTHORITY, OPERATIONAL AGENCIES AND REVIEW OF QUALITY OF PERSONNEL AND PERSONNEL NUMBERS**

The Committee further noted that the Airport Authority and other agencies, including the SLP and airlines, have too many personnel deployed at particular points within the baggage hall, as well as the final check within the ATB. The heavy congestion at the baggage desks creates easy room for conspiracy in corrupt practices.

In addition, some of the personnel do not appear confident enough and in some cases are not competent to perform their duties. The Committee noted, for example, the poor quality of information disseminated at the airport. The SNA hostesses, who were inherited by SLAA, are not properly trained to operate the public address system and were in fact recruited without prior auditioning tests to ascertain their suitability. Similarly, the police and Aviation security personnel do not usually bother to rigorously

screen smartly dressed people, whether passengers or visitors. The Airport Authority and other operating agencies should take practical steps to deploy their most efficient personnel to the ATB as this affects the level of interaction with the general public and invariably the national image. The same parties are also urged to rationalize their deployments within the ATB with a view to achieving optimal personnel strength while not jeopardizing safety and security. In this regard, the committee considers the presence of eight (8) Mines Monitoring Officers as superfluous and, in any case, these officers are not diamond experts.

e) **AIRPORT AUTHORITY AND DEPLOYMENT OF SNIFFER DOGS**

With the preponderance of drug incidents at the Freetown International airport, the committee strongly recommends that both the Sierra Leone Airports Authority and the National Drugs Control Agency take steps to procure, train and deploy sniffer dogs to complement the efforts of the security forces at the FNA. The committee acknowledges the fact that this recommendation is rather ambitious given the peculiarities of this breed of dogs, but that should not be an excuse for inaction.

f) **NRA AND MODERNISATION OF THE CUSTOMS REGIME**

The Committee welcomes the NRA's current attempt at procuring a dual channel system as provided for by the Customs Co-operation Council. This system allows passengers to choose between Green and Red Channels. Passengers with no goods choose the green channel while those with dutiable goods choose the red. The Committee emphasized, however, that the introduction of this system should be expedited and preceded by adequate public education both for passengers and the administrators, since this is a major change. Moreover, the committee recommends that, in determining charges for the class of goods that have pre-determined tariffs in line with the Customs World Federation, monitoring teams should be set up to monitor the situation and ensure compliance thereto. This would mean that Customs Officers are bound by the rates of value as provided by the Valuation List and BDV for baggage and freighted goods, respectively. Until the intervention of the Task Force, there is no definition of value with respect to second-hand goods. This implies that the determination/pricing of customs duties for such goods is based entirely on the subjective judgment of the Principal Tax Collectors and others concerned.

The Committee further recommends as a long term measure the complete computerization of the process of valuation of customs duties and payment to be effected at the bank through the use of bank drafts.

g) **REDEPLOYMENT OF LONG-SERVING PERSONNEL**

On the above subject, the Committee notes that many personnel, particularly of the SLP, Immigration Port Health and Phyto Sanitary, have overstayed in more than one duty location. As a result of the above "sit tight" attitude, many of the personnel have developed close ties with all manner of persons, thus making it easy to breach the security system.

Regarding the Airport Authority, it was discovered that some of the Aviation personnel are permanently in one deployment area, which makes it easy for them to get familiar with criminals and corrupt persons, who will stop at nothing to compromise them.

The Committee therefore recommends the redeployment of long serving Police, Phyto sanitary and Port Health Personnel to other duty stations to make way for the injection of new blood into the system. In this regard, all personnel who have served for more than five years should be transferred to other duty stations for all-around career development. This should not only be seen as a protective measure against compromises of personnel, but also it would benefit the personnel involved. Furthermore, it is recommended that no personnel should deploy in an airport duty station for more than two years.

Although the role of the Phyto sanitary at the Airport is functionally important, the Committee strongly recommends that they must carry out their functions behind the scenes in order to avoid their overt involvement in airport operations.

h) **CARGO MANAGEMENT SECTION**

The Committee noted that, apart from the Airport's Terminal building, the freight/ Cargo section is the other airport operational area that is susceptible to corruption. It is usually crowded by both licensed and unlicensed clearing agents and "hangers on" in a desperate bid to make quick money by all means necessary. Sadly enough, this area does not seem to enjoy the utmost attention of the Airport Management. It would be recalled that the Airport Management is not traditionally in the ground-handling

business and is only performing the service as a result of a government directive to keep this activity on-going while a ground-handling agent is appointed. According to competent sources at the National Commission for Privatization, it is expected that the Ground-handling concession will be taken over by an appointed concessionaire by the end of August. It is expected that the new ground-handling agent will focus more closely on this section of airport operations. The Airport Management disclosed to the Committee that it looks forward to welcoming a new concessionaire that will invest in Ground-handling and other security equipment for the cargo section.

While awaiting the take-over of the Ground-handling concession, it is recommended that only registered clearing and forwarding agents should be allowed into the cargo section. The SLP, ONS and AVSEC are encouraged to enforce this recommendation to restore sanity to this critical security area.

i) **ESTABLISHMENT OF PUBLIC COMPLAINTS OUTLETS**

The Committee notes that several members of the traveling public might be suffering silently at the hands of unscrupulous airports operatives, because there are no public complaint outlets to enable victims to vent their frustrations. As part of the government's current attitudinal change campaign, it is recommended that the NRA, the Airport Authority and the SLP make conscious efforts to strategically locate complaint and suggestion boxes for passengers' complaints. It is further recommended that such boxes are only opened by senior officers so that the true essence of the exercise is not defeated.

It is further proposed that the attitudinal change campaign team and the ACC organize a joint visit to explain their respective mandates to all the Airports stakeholders. They could also erect Bill Boards highlighting their respective key campaign messages for further public education.

j) **STREAMLINING FACILITATION**

The Committee observed massive facilitation by various Airport operating agencies and notes that this compromises the integrity and core functions of service personnel. It is therefore recommended that all other agencies leave facilitation exclusively in the hands of the designated authorities: the Public Relations Office. In this regard, it is proposed that all other agencies requiring facilitation services should go through the Airport

Public Relations office to avoid further complications in this service provision. A notice of 24 hours should be given in order to maximize service delivery.

k) **INDUCTION OF NEW STAFF**

The Committee notes that the airport is a community of its own with people coming from various backgrounds and orientations and working for different organizations with different objectives. It is therefore important that the Airport Authority conducts formal ceremonies for staff of other agencies to induct them into the airport culture, particularly as some personnel transferred to the airport might never even have seen an airplane at close range. The committee therefore strongly recommends a formal induction ceremony for all new airport operatives.

Similarly, the Airport Authority, where necessary and possible, should provide airport SLP detachments with training to enhance their capacity since airport policing is not part of the SLP's training school curriculum.

l) **COLLABORATION WITH IMMIGRATION**

As already noted, the Committee is concerned about the poor quality of embarkation/disembarkation forms used by the Immigration department and notes that they easily qualify as the cheapest in the sub-region. This is not helpful vis-à-vis efforts at improving the national image.

It is therefore recommended that Private sector participation be sought for collaboration. In this regard, the Immigration department could enter into some form of public-private partnership arrangement whereby cards of high quality will be produced in exchange for advertising the private partner in question on the form. It is important to note that ICAO does not permit printing at the back of the card, in which case there will be a need to devise some method to circumvent this difficulty.

m) **ELECTRIFICATION OF ALL SENSITIVE AREAS OF FNA**

In view of the strategic importance of the Freetown international Airport, it is strongly recommended that steps be taken by the Government of Sierra Leone to extend main-grid electricity to this part of the country.

n) **SAFTY MEASURES FOR LANDING AND TAKE-OFF**

The Government of Sierra Leone should take appropriate measures to ensure the safety of the approach to and take-off from the airport's runway. This can be done by demolishing encroaching structures and encouraging the Airport Management to expedite ongoing negotiations with affected plantation owners to trim or cut down overgrown commercial trees.

ACTION PLAN

OVERALL OBJECTIVE: Positioning FNA and/or the National Aviation industry for maximum effectiveness

DESIRED OUTCOME (INTERVENTION OBJECTIVES)

1. Standardized operations Procedures
2. Standardized methods of Assessing Dutiable Goods
3. Customer care Orientation
4. Objective and Constructive Complaints Culture
5. Perceptible Increase in the number of reported cases of drugs and precious minerals interceptions and arrests
6. Transparency in revenue collection at the Airport
7. Enhanced national image
8. Increased revenue
9. Improvement on Foreign Direct Investment (FDI) and Tourism
10. Improvement in Service Delivery at the Airport
11. Upgrading of Airport Infrastructure
12. Reducing opportunities for Corruption

EXPECTED OUTPUT

1. Regular Status Report on the implementation of correctional recommendations
2. Half-yearly Report from SLAA
3. Multi Agency Annual Report on the status of FNA
4. Yearly perception survey conducted country-wide
5. Strengthening the collaboration amongst key Stakeholders

TASKS

	ACTION	PHASING						RESPONSIBLE INSTITUTION/ AGENCY	RESOURCES
		2008				2009	2010		
		Q1	Q2	Q3	Q4				
Abuse of discretionary powers by Customs Personnel	Monitor compliance with the under-mentioned, including the Tax Waiver and Duty Free Concession Unit attached to NRA				x			ACC/NRA	Personnel
	Update the systems of value as contained in the BDV and valuation List and enforcement of the same			x				NRA	Publication in the Sierra Leone Public gazette, publication in three national news papers three times in a week
	Publish tariffs			x				NRA/SLAA	Printing cost
	Set up information desks and complaint/suggestion boxes			x				Collaborative	Physical desks, personnel, information brochures
	National tax regime to be posted on the web			x				NRA	Posting on the web
	The existence of Board of Appellate Commission to be publicized and made operational			x				Ministry of Justice, Ministry of finance and NRA	Personnel, consultant, training, publication in the media stationary
	Payment of customs duties through bank draft							Collaborative	Public Education, press releases, public notices and letters
	Cabinet should mandate the Law Officers Department to draft the revised Customs Legislation							Law Officers Department	Internal arrangement
	Enforcement of valuation list requirements in respect of baggage at the Airport			x				Collaborative	Print cost

PROBLEM	ACTION	PHASING						RESPONSIBLE INSTITUTION/ AGENCY	RESOURCES
		2008				2009	2010		
		Q1	Q2	Q3	Q4				
	Publication and monitoring of compliance with the Brussels definition of value with respect to freight goods that are new			x				Collaborative	Internal arrangement
	Development of local standards in the absence of Brussels definition with respect to the value for second hand goods						x	NRA	Consultancy
	The establishment of a permanent ACC presence at the valuation branch				x			ACC	Internal arrangement
No comprehensive legislation dealing with crimes committed at the Airport	An urgent review of all legislation aimed at combating crime perpetrated at the airport					x		Sierra Leone Justice Sector coordination office	See Justice Sector Strategy and investment Plan 2008-2010
	Introduction of mandatory sentencing provision in the Amended National Drug Control Bill					x		Sierra Leone Justice Sector Coordination Office	See Justice Sector Strategy and investment Plan 2008
	Provision for an upward review of all fines with respect to crimes committed at the Airport					x		Sierra Leone Justice Sector Coordination Office	See Justice Sector Strategy and investment Plan 2008
	Review of the handling of drug seizures			x				SLP/ONS/AVSEC, under the JDITF arrangement	Internal arrangement
	Provision of staff support infrastructure and equipment to make it NDCA operational					x		NDCA, JDITF and UNODC	Training operational cost
	Review of the current National drug control bill and ensure its speedy passage in Parliament				x			JDITF	Law Reform Commission / SLISCO

	The establishment of designated courts for the speedy trial and disposal of drug cases and /or economic crimes						x	SLISC/UNDC	Consultancy, operational cost
	Provision of drug testing kits and photographing of such substances on sight by the airport security forces				x			JDITF/UNODC	Internal arrangement
	Identification and destruction of drug cartel, growing farms ghettos etc			x				SLP/ONS under the JDITF arrangement	Personnel, Communication set, vehicles (logistics)
	Improve and decentralize forensic processes				x			NODC/IDITF	Consultancy, Training
	Public sensitization and awareness raising campaign				x			NDCA	Billboards, stickers, educational materials, media
	Introduction of anti-drug education into the school curriculum and universities					x		MEYS	Workshop, Seminars
	Psycho-social counseling and rehabilitation of drug addicts			x				MOH	Internal arrangement
	Ensure the full operationalization of the newly established Sierra Leone joint drug interdiction task Force (JDITF					x		NDCA, JDITF	Consultancy, Training, equipment
	Provision to be introduced in the National Drug Control Bill for the purpose of tracing the proceeds of crimes					x		Sierra Leone Justice Sector Coordination Office	See Justice Sector Strategy and Investment Plan 2008
Encroaching manmade and artificial structures towards the approach and take off at FNA runway						x		Ministry of Lands and Country planning/SLAA	Press releases, Civil works

PROBLEM	ACTION	PHASING					RESPONSIBLE INSTITUTION/ AGENCY	RESOURCES	
		2008				2009			2010
		Q1	Q2	Q3	Q4				
Extortion of passengers by Airport Operatives, unfavorable national image and the agony of ferrying to and from the airport	Review of personnel remuneration package						Ministry of Finance, Public Service Commission, Police Council	Consultancy	
	Establishment of dedicated hot lines at the Freetown			x			ACC/ONS	Telephone Lines, Civil Works	
	Airport to create a means for reporting unscrupulous activities to the Anti-Corruption Commission								
	Display posters in strategic locations at the airport on the provision of the ACC Act No.7 of 2000 dealing with the offence and penalty for impeding foreign investment			x			SLAA/SLP	Anti-Corruption Act 2000, Printing Cost, Civil Works	
	Redeployment of police personnel from the ATB to areas where their services are more in demand like the perimeter fence and freight/cargo areas which are more vulnerable, particularly at night . Police personnel to be called in at the ATB only on a needs basis				x		SLAA/SLP	Personal, night patrol gears beverages	
	Monitor compliance with standard operating procedures						SLAA/ACC	Internal arrangement	
	The PRO office should exclusively be responsible for facilitation			x				Internal arrangement	
	Redeployment from the ATB of all long serving personnel to other operational areas						All Airports operating Agencies	Stakeholders education, press releases and public notices, letters	

	Airport Agencies to rotate their personnel for the airport every two years		x					Collaborative	Stakeholders education, press releases and public notices, letters
	Facilitate the re-organization of the ferry terminals and the buildings therein so as to ensure a clean, safe and comfortable environment				x			Ministry of Transport and Civil Aviation	
	Provision of some form of entertainment (DSTV, Television set etc) at the ferry terminals					x		Ministry of Transport and Civil Aviation	
	<ul style="list-style-type: none"> Facilitate the acquisition of more modern and efficient ferries Upgrading of the Lungi / Port Loko land route 						x	Ministry of Transport and Civil Aviation	
Poor infrastructural base	Installation of modern equipment such as CCTV to cover all sensitive operational areas like freight/Cargo section						x	SLAA/Ministry of Transport and Civil Aviation	Civil Works
	Provision of sniffer dogs at the airport						x	NDCA/UNODC/Foreign and Commonwealth Office Drugs Fund	Alsatian dogs and/or other adaptable species, veterinary care and diet
	Expansion of existing sentry posts to accommodate the SLP while on duty					x		SLAA and Development Partners	Civil Works
	Immediate rehabilitation of the perimeter fence as it poses a security risk					x		SLAA and Development Partners	Civil Works

Overcrowding at the airport terminal building	Temporary withdrawal of all unrestricted access passes			x				Collaborative/ONS	Internal arrangement
	Development and publication of Eligibility criteria befitting international best practice			x				SLAA	Printing Cost
	Monitor compliance with (a) & (b) above			x				Collaborative	Internal arrangement
	Phyto sanitary should function through referrals from immigration officers and be made to function behind the scenes.			x				Immigration dept.	Internal arrangement
	<ul style="list-style-type: none"> Upgrade print quality of embarkation/ disembarkation cards; Ensure that passengers fully complete the requested details on the cards and Production of 22,000 E/D cards which translates to about 80-100 per month without prejudice to seasonal variations in passengers' movement 			x				Immigration Dept	Internal Arrangement
	Stiff penalties for violators			x				Collaborative	Internal arrangement
	Role play by each unit to be formatted into a brochure for effective coordination			x				SLAA	Printing Cost

PROBLEM	ACTION	PHASING					RESPONSIBLE INSTITUTION/ AGENCY	RESOURCES	
		2008				2009			2010
		Q1	Q2	Q3	Q4				
Unlawful interference by the Political class	Define with clarity, nature of privileges and their beneficiaries			x			SLAA Public Relations Office/ Ministry of Foreign Affairs	Internal arrangement	
	-Into issues of recruitment for airport administration- the ACC to closely monitor all future recruitment into Senior Executive positions at the Airport -Conduct of auditioning tests for GH			x			Collaborative including Civil Society and the Media	See Civil Service Reforms	
	Appointment of substantive General Manager			x			Collaborative including Civil society and the Media	See Civil Society Reforms	
Outdated data profiling of passengers at the Airport	Withdrawal of all Embarkation and Disembarkation cards currently in use			x			Collaborative	Internal arrangement	
	Provision of embarkation and Disembarkation cards via cost- effective solution of public-private partnership				x		Collaborative	Internal arrangement	
	Provision of embarkation and disembarkation cards to airline Operators prior to landing			x			Immigration Department	Printing Cost	
Security lapses at the Airport	Only registered clearing and forwarding agents should be allowed in the cargo section			x			SLAA/NRA	Internal arrangement	
	Facilitate the establishment of a dual channel of green and red for the smooth collection of duties and crowd control			x			SLAA	Internal arrangement	
	Enforcement of internal control measures including electronic photographing of luggage on arrival and the attachment of weight tags thereon		x				SLAA	Internal arrangement	
	Concession of porter service and an upward review of the published tariff relating to porter remuneration				x		SLAA	Internal arrangement	

	Facilitation of the payment of the advertised 40% Commission for successful interceptions of precious minerals.			x				collaborative	Stakeholders meeting	
	The dispatch of well motivated NDCA and ACC officials to the airport during peak operational periods					x		NDCA	Internal arrangement	
	Facilitate the establishment of a passenger profiling / Risk Management Unit with the exclusive responsibility of developing and monitoring passenger database for security and revenue transparency						x	NRA/Immigration/ ONW	Consultancy, Internal arrangement	
	Mandatory induction training and orientation of the various security apparatus in the methods of handling passengers			x				SLAA	Internal arrangement	
	Facilitate the appointment of a substantive SLAA General Manager and a Ground Handling Concessionaire			x				The Board of SLAA	Internal arrangement	
	The independence of the SLAA should be guaranteed		x					The Board of SLAA	Internal Arrangement	
Inadequacies of the Justice System	Facilitate the implementation of the recommendations relating to the quality of investigation and the expedition of criminal case proceedings as contained in the relevant strategy document.	All ready in progress							The Judiciary / Justice Sector Institutions /JSCO and other implementation structures therein	See GOSL Justice Sector Reform Strategy and Investment Plan 2008 – 2010

TIME SCALE

It is proposed that the intervention will run until 2010. The activities have been divided into short term, which is from now to the end of the year, and medium term i.e. 2009 and 2010, respectively, depending on the amount of capital outlay required.

Annex 1I

COMMITTEE MEMBERSHIP

- Mohamed R Swaray Sierra Leone Airports Authority (Chairman)
- Mohamed Kroma Anti-Corruption Commission (Secretary)
- Mathew Ngebeh Customs (NRA)
- Litho Lamin LUC, Lungi Airport
- Michael Bassie Immigration
- Michael Sesay National Drugs Control Agency
- E.T. Komba Ministry of Mines and Minerals
- Janice Clarke Office of National Security
- Samuel Marah Anti-Corruption Commission
- Jane Mattia Anti-Corruption Commission
- Patrick Morovia Anti-Corruption Commission

Annex III - Drug Interceptions and Arrests at Lungi International Airport

Below is a breakdown of recent arrests at the FNA:

DATE	NAME	NATIONALITY	AIRCRAFT	DESTINATION	DRUG/MINERAL	WEIGHT
16/4/02	Amie Isaura Fye	American	-	-	Cannabis	40kg
16/4/02	Kajalee Jalloh	Gambian	-	-	Cannabis	12 kg
30/1/04	Abafemi Akindele	Nigerian	-	-	Cocaine	4.20kg
20/2/06	Matthew Okechukuwu Echefundke	Nigerian	-	-	Cocaine	-
20/2/06	Hanson Friday Okafor	Nigerian	-	-	Cocaine	18.40kg
20/2/06	Ignilion Egumina	Nigerian	-	-	Cocaine	-
20/2/06	Renita Harvey Fozeh	Dutch	-	-	Cocaine	-
6/6/06	Sandra Akimsola	Nigerian	Bellview	Heathrow	Gold	20 Kgs
25/7/06	Akintola Ayomide Olayatayin	Nigerian	-	-	Cocaine	56 bundles
22/2/07	Denise Diana Mcfaland	British	SNA	London	Cocaine	2.5kg
26/3/07	Martyn Turay	British	Astraeus	London	Cannabis Sativa	20 Kgs
29/3/07	N'fally Ceesay	Gambia	-	London	Cannabis Sativa	64 Kgs
14/5/07	Elizqabeth Olufumilayo Ogbebor	Nigeria	-	-	Cocaine	
3/5/07	Unaccompanied	-	-	-	Cocaine	82 kg
14/6/07	Narcisse L. Chapon	-	-	-	Cocaine	82 Kgs
8/2/08	Simon Hayman Gold-Smith	British	SN Brussels	London	Cocaine	78 Kgs
4/03/08	Zardo Walter	Italian	SN Brussels	Brussels	Diamond	3.42 Cl
14/3/08	Adetola Olusela Talabi	Nigerian	Astraeus	London	4 pieces Diamond	1 parcel
31/3/08	Emmanuel Oluwabori Otudeko	British	Astraeus	London	Cannabis Sativa	-
14/4/08	David Anunihu	Belgian	Astraeus	London	Cocaine	3.2 Kgs
29/4/08	Ebrima Dibba	-	-	-	-	40.4 Kgs

SOURCE: SIERRA LEONE AIRPORTS AUTHORITY

Annex IV

KEY BACKGROUND DOCUMENTS, MATERIALS AND REPORT REVIEWED

- Multi Agency Threat and Risk Assessment Group (MATRA)- Standard Operating Procedures
- Justice Sector Reform Strategy and Investment Plan 2008-2010 (December 2007)
- Status Report on Task Policy Reform Indicators (Credibility, Comprehensiveness and Transparency of a Policy Based Budget Sub-committee) – ACC, October 2006
- Anti-Corruption Act No.7 of 2000
- The SLAA Act of 1988, The National Drug Control Bill and other National Legislations and Policy Documents
- The Presidential Task Force recommendations
- SLAA Report on Drug Interceptions and Arrests
- ICAO Annex 9 and 17 on Facilitation
- Ministerial Directives
- Criteria for the Issuance of Access Passes
- Sierra Leone Vision 2025: Strategies for National Transportation
- Sierra Leone Human Development Report 2007
- International Human Rights in Context; Henry J Steiner ad Philip Alston; Oxford University Press Inc, New York
- Sierra Leone Financial Update for 23rd January 2008
- Financial Statement for the Year Ended 31 December 2006
- SLAA Highlights on the State of Affairs at the Sierra Leone Airports Authority for the Attention of the Honorable Minister of Transport and Aviation (25th February 2008)

- Aide – Memoire – Sierra Leone, Mining Sector Mission (February 14-22, 2008)
- Legal Aspects of Combating Corruption – An Executive Seminar for Sierra Leone
- Anti-Corruption Commission Annual Report (2001-2007)
- The Anti-Corruption Commission Strategic Plan (2008 – 2010)
- The National Anti-Corruption Strategy (2008 – 2013)